



Multnomah County Oregon

Board of Commissioners & Agenda

connecting citizens with information and services

BOARD OF COMMISSIONERS

Ted Wheeler, Chair

501 SE Hawthorne Boulevard, Suite 600
Portland, Or 97214

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REVISED

JANUARY 21 & 22, 2009

BOARD MEETINGS

FASTLOOK AGENDA ITEMS OF INTEREST

Pg 2	9:00 a.m. Wednesday Board Work Sessions
Pg 3	9:15 a.m. Thursday Public Safety Briefing
Pg 3	9:50 a.m. Thursday Public Comment
Pg 3	9:50 a.m. Thursday Appeal of a Hearings Officer Decision to Deny Land Use Permits
Pg 3	10:20 a.m. Thursday First Reading of an ORDINANCE Amending Multnomah County Code Chapters Relating to Nonconforming Uses, Transportation and Signs
Pg 4	10:50 a.m. Thursday Approval of Multnomah County State and Federal Legislative Agenda
Pg 4	11:05 a.m. Thursday Public Safety/Animal Welfare Response to Winter Storms 2008

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Wednesday, January 21, 2009 - 9:00 AM
Multnomah Building, First Floor Commissioners Boardroom 100
501 SE Hawthorne Boulevard, Portland

BOARD WORK SESSION

WS-1 New Board Orientation of the Public Safety System: Adult and Juvenile Community Justice. 1 HOUR REQUESTED.

Wednesday, January 21, 2009 - 10:00 AM
Multnomah Building, Sixth Floor Commissioners Conference Room 635
501 SE Hawthorne Boulevard, Portland

BOARD WORK SESSION

WS-2 New Board Orientation: Fiscal Year 2009 Budget Overview of the Department of Community Justice. 1 HOUR REQUESTED.

Thursday, January 22, 2009 - 9:15 AM
Multnomah Building, First Floor Commissioners Boardroom 100
501 SE Hawthorne Boulevard, Portland

REGULAR MEETING

CONSENT CALENDAR - 9:15 AM **DEPARTMENT OF COMMUNITY SERVICES**

- C-1 RESOLUTION Authorizing the Private Sale of a Tax Foreclosed Property to STEPPING STONE PROPERTIES, LLC
- C-2 RESOLUTION Authorizing the Private Sale of a Tax Foreclosed Property to LONNY S. NOINOLA

DEPARTMENT OF COUNTY MANAGEMENT

- C-3 BUDGET MODIFICATION DCM-10 Reclassifying Four Positions in Finance and Risk Management and Assessment & Taxation as Determined by the Class/Comp Unit of Central Human Resources

REGULAR AGENDA
NON-DEPARTMENTAL - 9:15 AM

- R-1 Public Safety Briefing on Potential Responses of the Public Safety System to Reductions in Resources: An Impending Reduction in Jail Space. Presented by Deputy Chief Operating Officer for Public Safety Peter Ozanne; Sheriff Bob Skipper; Department of Community Services Director Scott Taylor; District Attorney Mike Schrunk and Presiding Judge Jean Maurer. 30 MINUTES REQUESTED.
- R-2 Appointment of David Forman and Maggie Long to the City of Portland Multnomah County Sustainable Development Commission

PUBLIC COMMENT - 9:50 AM

Opportunity for Public Comment on non-agenda matters. Testimony is limited to three minutes per person. Fill out a speaker form available in the Boardroom and turn it into the Board Clerk.

DEPARTMENT OF COMMUNITY SERVICES – 9:50 AM

- R-3 PUBLIC HEARING on the Appeal of a Hearings Officer Decision to Deny Land Use Permits for a 45 Boat Marina, Related Accessory Uses, and a Floating Home at 12950 NW Marina Way
- R-4 First Reading of a Proposed ORDINANCE Amending the Multnomah County Code Chapters 33-36, 38, 11.15 and 11.45 Relating to Nonconforming Uses, Transportation and Signs

DEPARTMENT OF COMMUNITY JUSTICE – 10:35 AM

- R-5 BUDGET MODIFICATION DCJ-13 Adding City of Portland Pass-Through Funding for Prostitution Alternative Services

DEPARTMENT OF COUNTY MANAGEMENT – 10:40 AM

- R-6 Reallocation of Facilities Capital Project Funds FPM 09-02, Capital Repair and Maintenance Mini-Fund
- R-7 Reallocation of Facilities Capital Project Funds FPM 09-03, Justice Center Jail Shower Repair Project CP08.08.62

DEPARTMENT OF COUNTY HUMAN SERVICES – 10:45 AM

- R-8 BUDGET MODIFICATION DCHS-20 Reallocating \$131,788 of the Mental Health and Addiction Services Division (MHASD) Appropriation and Increasing the Developmental Disabilities Services Division (DDSD) Appropriation by \$26,360 to Add a Permanent 0.60 FTE Physician (Child Psychiatrist) Position
- R-9 NOTICE OF INTENT for Aging and Disabilities Services Division to Apply for a \$25,000 Digital TV Keeping Seniors Connected Campaign Grant from the National Association of Area Agencies on Aging

NON-DEPARTMENTAL - 10:50 AM

- R-10 Approval of Multnomah County State and Federal Legislative Agenda. Presented by Government Relations Manager Phillip Kennedy-Wong. 15 MINUTES REQUESTED.
- R-11 Multnomah County's Public Safety/Animal Welfare Response to the Winter Storms in Late December 2008. Presented by Chief Deputy Ron Bishop, MSCO-Corrections; Chief Deputy Tim Moore, MSCO-Patrol; Scott Taylor, DCJ Director; David Houghton, Emergency Management Director; and Michael Oswald, Animal Services. 45 MINUTES REQUESTED.

BOARD COMMENT

Opportunity (as time allows) for Commissioners to provide informational comments to Board and public on non-agenda items of interest or to discuss legislative issues.



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January 16, 2009

Greetings,

Next Tuesday, January 20, President-elect Barack Obama will be inaugurated as the 44th President of the United States. This is an important event for our nation and I know that there is a great deal of interest throughout our community. We have arranged for the live telecast of the swearing-in from Washington D.C. to be shown in the Boardroom of the Multnomah Building beginning at 8 AM (oath of office and speech starting at 9 AM).

Employees may attend, with supervisor approval, on their own time. Supervisors are encouraged to allow employees to flex their schedules if possible.

TED WHEELER

BOGSTAD Deborah L

From: KIETA Karyne
Sent: Friday, January 16, 2009 3:53 PM
To: BOGSTAD Deborah L
Subject: FW: Jan. 21 Board Work Session: New Board Orientation on Public Safety - the Adult and Juvenile Justice Systems

-----Original Message-----

From: OZANNE Peter A
Sent: Friday, January 16, 2009 3:52 PM
To: KAFOURY Deborah; COGEN Jeff; SHIPRACK Judith C; MCKEEL Diane
Cc: WHEELER Ted; LEE Beckie; MADRIGAL Marissa D; LASHUA Matthew; WIREN Corie
Subject: Jan. 21 Board Work Session: New Board Orientation on Public Safety - the Adult and Juvenile Justice Systems

Dear Commissioners:

Next Wednesday, January 21, I will moderate a Board Work Session entitled "New Board Orientation on Public System," which will cover both the adult and juvenile justice systems. We only have one hour to accomplish this task; so the orientation will simply provide you with a general overview of the two systems and a brief explanation of the roles and responsibilities of the key decision-makers and agencies involved.

Because the mechanics of the adult criminal justice system are more elaborate than the mechanics of the juvenile justice system (but certainly no more important), we will have little time to engage in in-depth discussions of critical criminal justice issues during the first half-hour of the January 21 Work Session. (However, there will be other occasions to do so, including a Public Safety Briefing during the Board meeting on January 22 at 9:15 a.m.) There may be a greater opportunity to introduce the most critical issues in the juvenile justice system during the second half-hour of the January 21 Work Session.

To facilitate an understanding of the relatively complex mechanics of the criminal justice system on January 21, I will "walk you through" a diagram of that system, stopping at key decision points and possible friction points in the system and engaging in brief exchanges with the elected officials and agency heads involved in order to highlight their roles, responsibilities and challenges. I have invited the following officials or their representatives to participate in this presentation: Presiding Circuit Court Judge Jean Maurer, Sheriff Bob Skipper, District Attorney Mike Schunk, Public Defender Lane Borg, DCJ Director Scott Taylor and Corrections Health Director Gayle Burrow.

I have attached a copy the diagram of the criminal justice system that I intend to use during the January 21 Work Session. We have the Sheriff's Office to thank for this helpful visual aid. Although this is one of the clearest and simplest comprehensive diagrams of the criminal justice system that I have seen, it is still complex and potentially confusing because it is so comprehensive. As a result, I will be available all day on Tuesday, January 20 to review the diagram with you or your staff if that would be helpful. (A larger version of the diagram will be available as a handout for each of you at the Work Session.)

1/16/2009

The second presentation on January 21 regarding the juvenile justice system, will present several hypothetical cases that trace the treatment of juveniles with differing levels of involvement in the juvenile justice system. Presiding Juvenile Judge Nan Waller, DCJ Assistant Director Dave Koch and representatives of the District Attorney's and Public Defender's Offices will participate. I expect there will be more time during this presentation for the participants to highlight the most critical public policy issues facing the juvenile justice system.

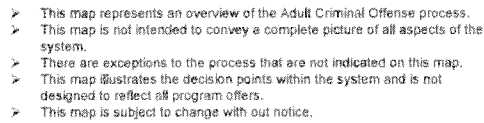
I look forward to meeting with you on January 21.

Best wishes for the holiday.

Peter

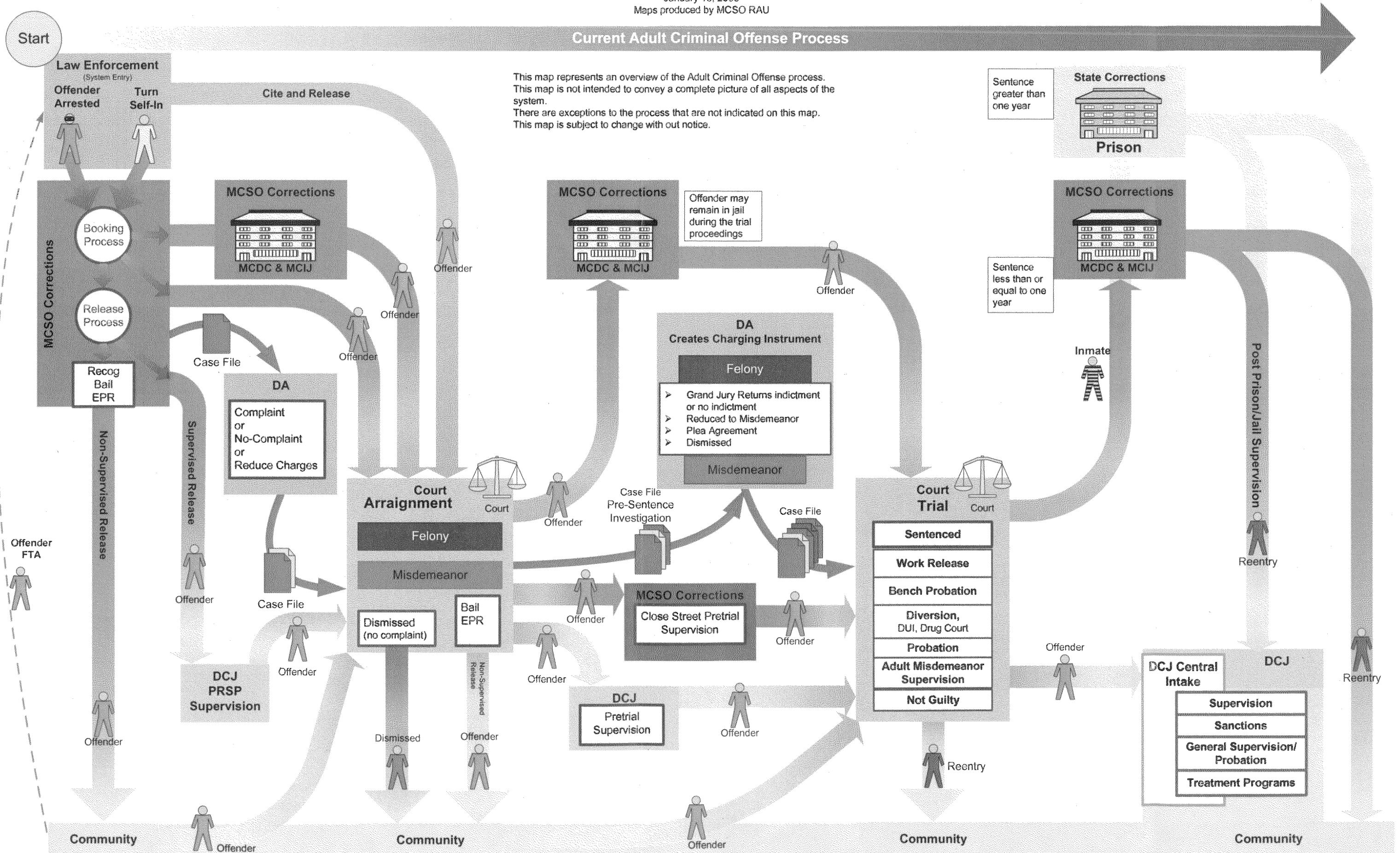
Peter Ozanne
Deputy Chief Operating
Officer for Public Safety
Multnomah County
501 S.E. Hawthorne Blvd., Suite 600
Portland, Oregon 97214
(503) 988-5777

February 7, 2007



Multnomah County

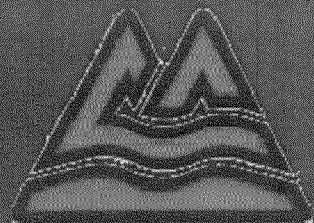
January 16, 2009
Maps produced by MCSO RAU





MULTNOMAH COUNTY
DEPARTMENT OF
COMMUNITY JUSTICE

Orientation to the Board of County Commissioners
January 21, 2009



The Department of Community Justice
2009 – 2010 Budget Presentation



Scott M. Taylor, Director
January 21, 2009

The goal of this presentation is to explain

- ✓ Who we are
- ✓ Who works at DCJ
- ✓ How we are funded
- ✓ How we are organized
- ✓ Our approach to public safety
- ✓ What are you paying for, and what are you getting for it
- ✓ Explore critical issues for the future



Department of Community Justice

Who we are?

Our mission:

Enhance community safety by:

- ✓ Holding youth and adults accountable
- ✓ Reduce future criminal activity
- ✓ Effectively use public resources

DEPARTMENT OF COMMUNITY JUSTICE

How Are We Organized?

There are 3 major divisions:

- Juvenile Service Division
- Adult Service Division
- Employee, Community and Clinical Services

A pixelated, black and white illustration of a mountain range. Two prominent, jagged peaks are visible, with a smaller peak nestled between them. The foreground features several horizontal, wavy lines that suggest water or clouds. The entire image has a low-resolution, digital-art aesthetic.

What is Our Approach to Public Safety?

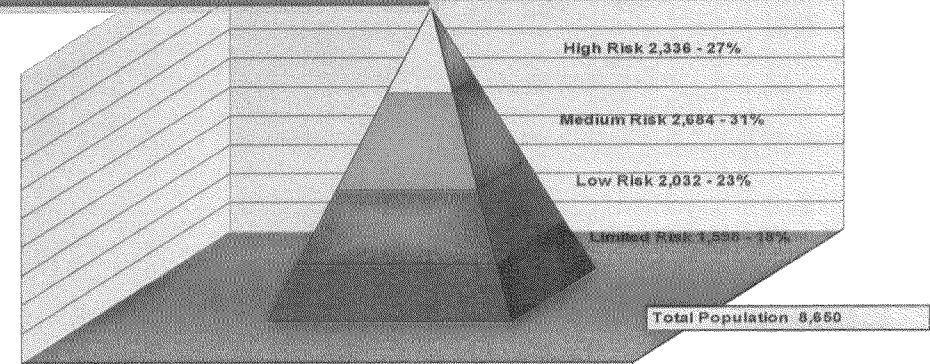
Twin Peaks:

Identify highest risk adults and youth

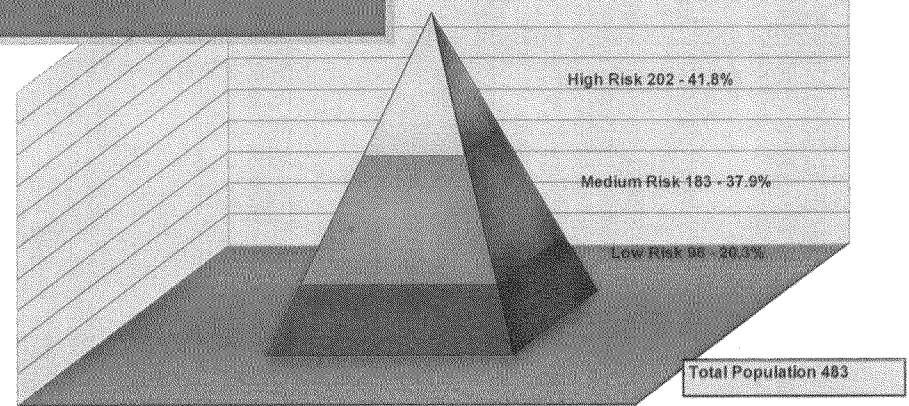
Prioritize intervention based on risks/needs

Prioritize programs that serve high risk adults and youth

Department of Community Justice
Adult Population - September 2007



Department of Community Justice
Juvenile Population Supervision - October 2007



Where does our funding come from?

\$84 Million Budget Last Year

1/3rd Juvenile and 2/3rd Adult

\$53 Million County General Fund

\$29 Million Other

Where does our funding come from?

\$29 Million Other

- About \$18 million are state DOC funds for Post-Prison Supervision
 - ✓ This is negotiated as part of a formula
- The rest, a mix of state juvenile justice intervention, federal and state treatment funding streams

Who Works Here?

About 500 Staff

Juvenile Court Counselors

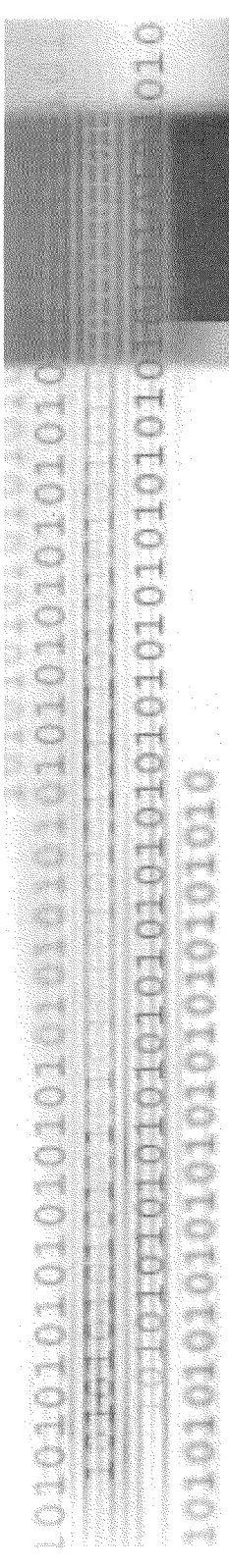
Parole and Probation Officers

Juvenile Detention Staff

Specialized Supervision Staff & Support

Sanction Services Staff



A decorative vertical bar on the left side of the slide, featuring a series of binary digits (0s and 1s) arranged in a pattern that resembles a barcode or a stylized '1'.

Adult Service Division

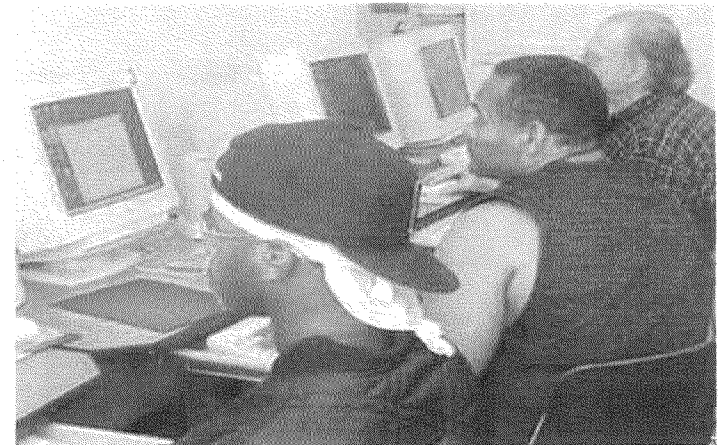
- Sex Offender Treatment and Supervision
- We manage 850 sex offenders, 200 of whom are predatory
- About 9 out of 10 do not recidivate (three year conviction rate)

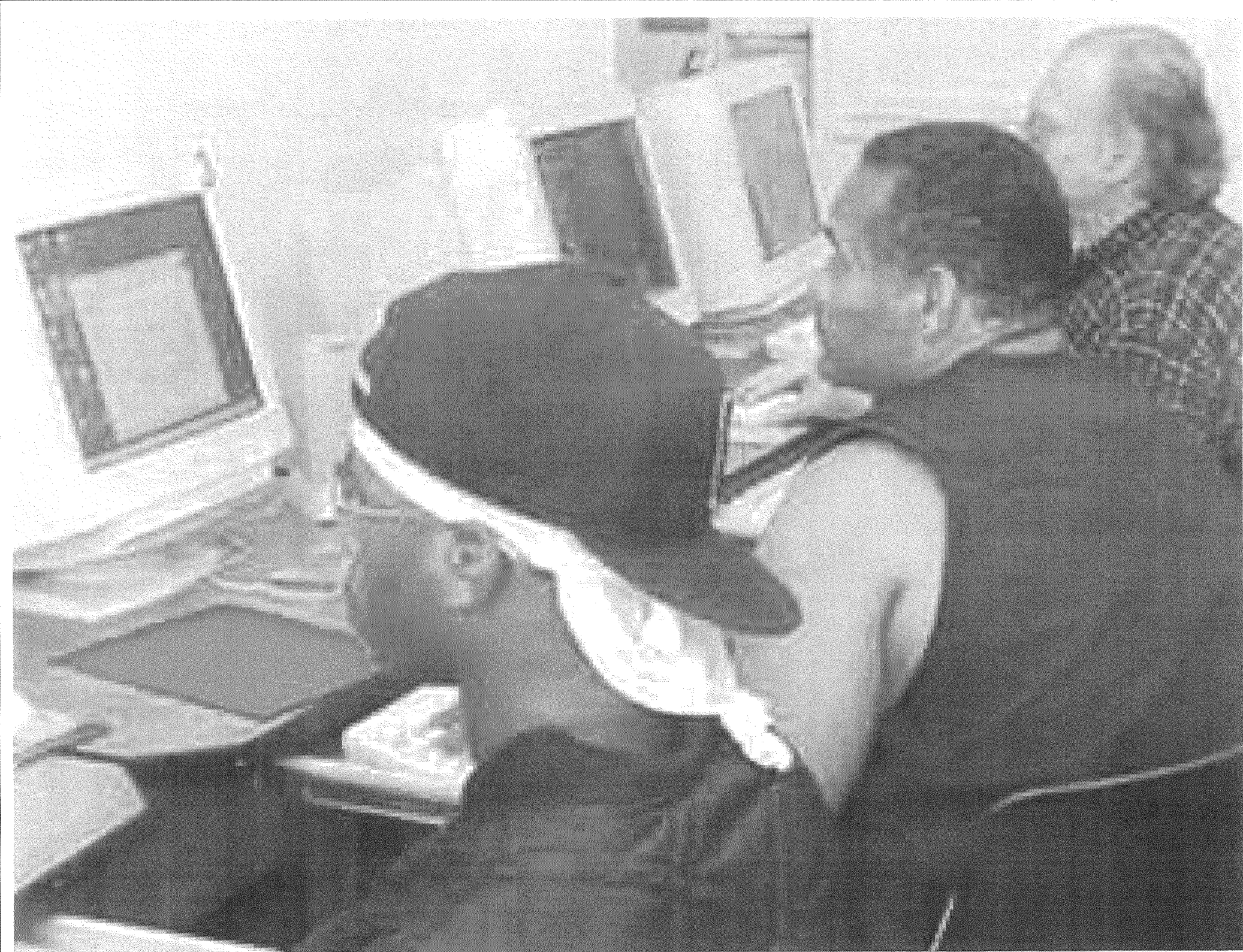


What are you paying for and what are you getting for it?

Adult Service Division

- Londer Learning Center
- We help nearly 1,000 offenders per year get their GED, improve job skills
- About 8 out of 10 do not reoffend (re-arrest one year after leaving the program)





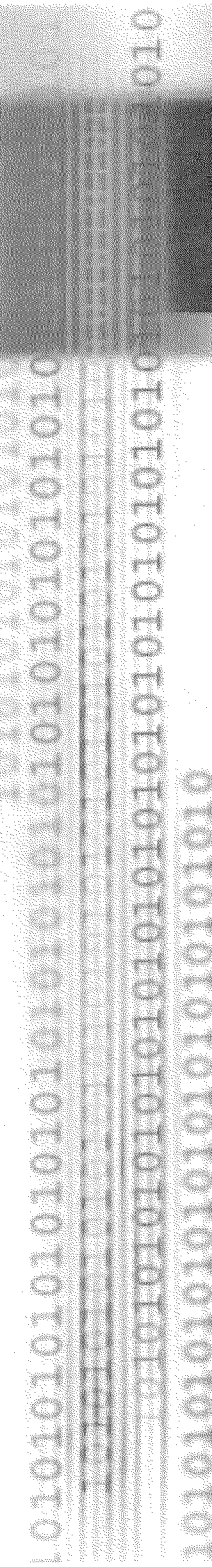
What are you paying for and what are you getting for it?

Adult Service Division

Domestic Violence Unit

- We supervise 1,000 offenders and work to empower victims
- Nearly 9 out of 10 do not reoffend (three year felony conviction rate)





What are you paying for and what are you getting for it?

Adult Service Division

Pretrial Supervision Unit

- We assess the risk of 4,000 defendants for pre-trial release
- Eighty-six percent appear in court, and 98 percent are not re-arrested pre-trial (2006-7), freeing up jail beds

What are you paying for and what are you getting for it?

Adult Service Division/ECCS

Outpatient Treatment

- Provides treatment to approximately 240 people at any given time
- 8 out of 10 are admitted to safe living environments upon release
- 8 out of 10 do not recidivate, post-release



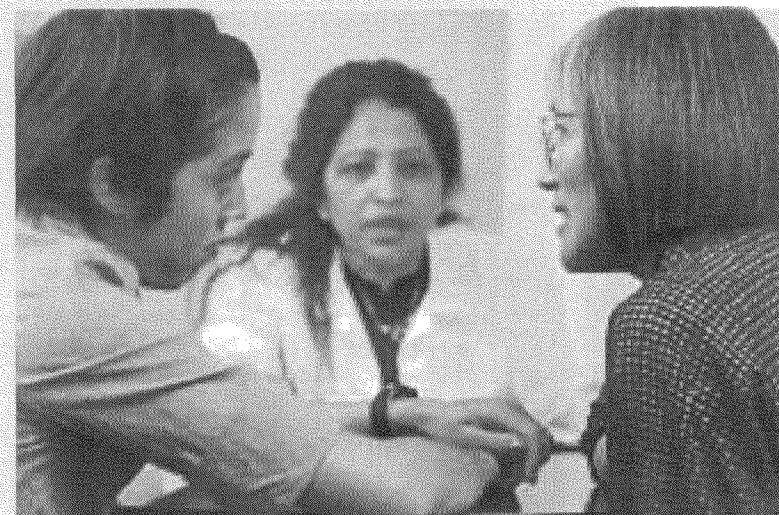
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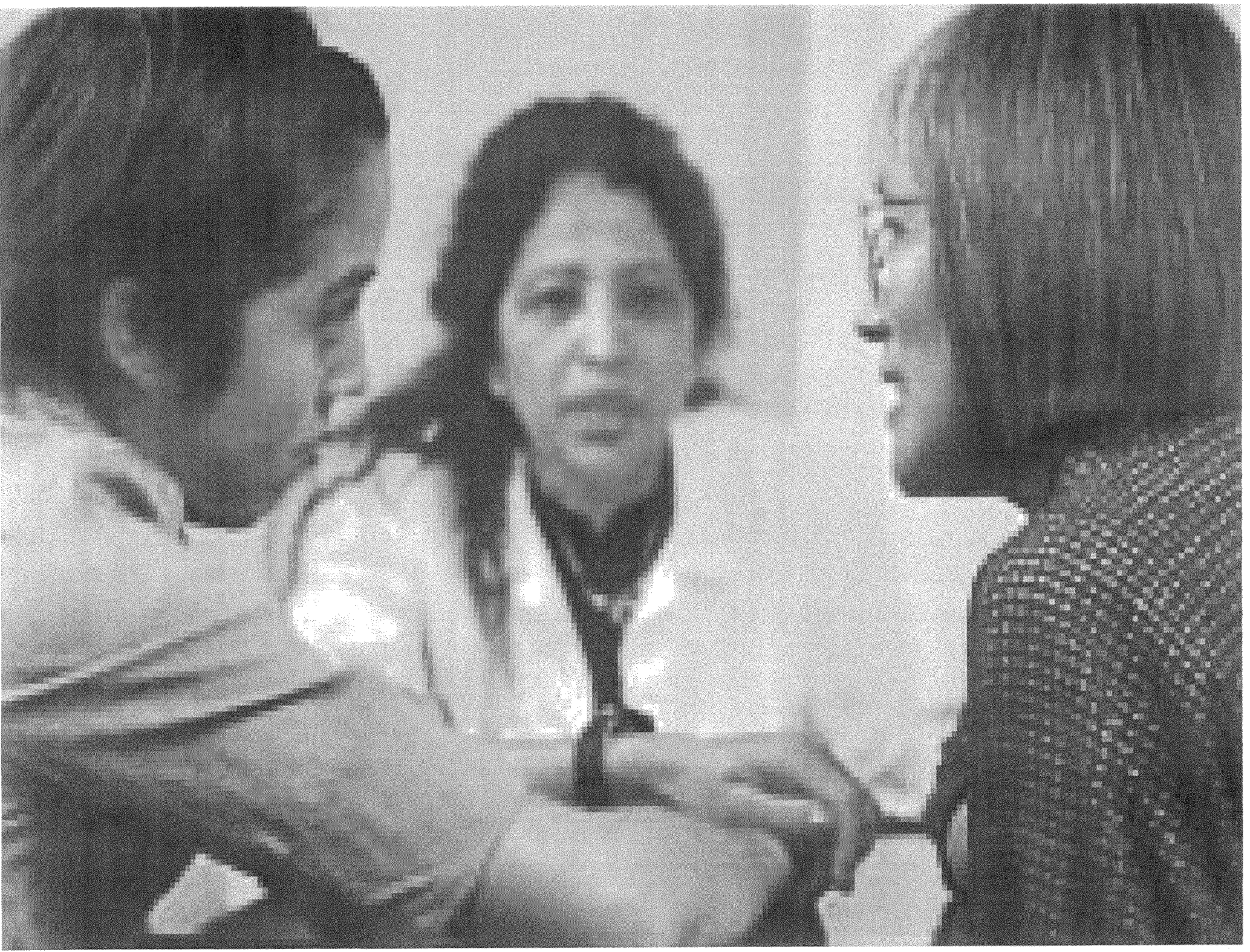
Adult Service Division/ECCS

Treatment Services

Adult Women Residential Treatment

- Provides treatment to approximately 150 women per year
- Two-thirds moving to self-sufficiency upon release
- 81% reduction in pre-post treatment arrests
- Reduces collateral consequences (foster care)



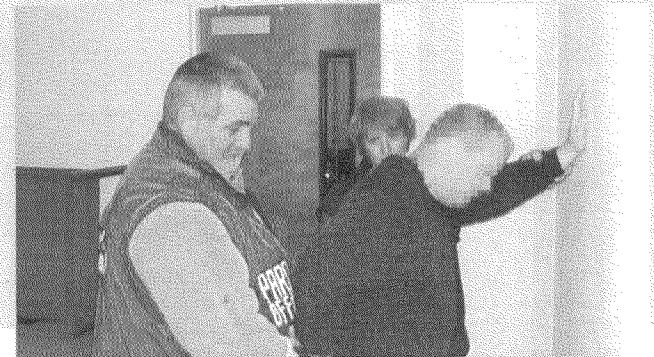


What are you paying for and what are you getting for it?

Adult Service Division

Effective Sanctioning Practices

- DCJ has freed up 75 jail beds and saved jail costs
- DCJ removed barriers to alternative sanctions for adults (community services, day reporting, treatment)
- Enhancing public safety: there has been no forced jail releases due to overcrowding, no increase in reoffending



What are you paying for and what are you getting for it?



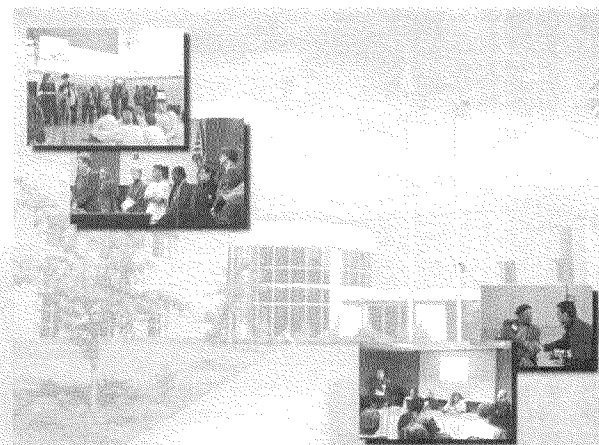


What are you paying for and what are you getting for it?

Juvenile Service Division

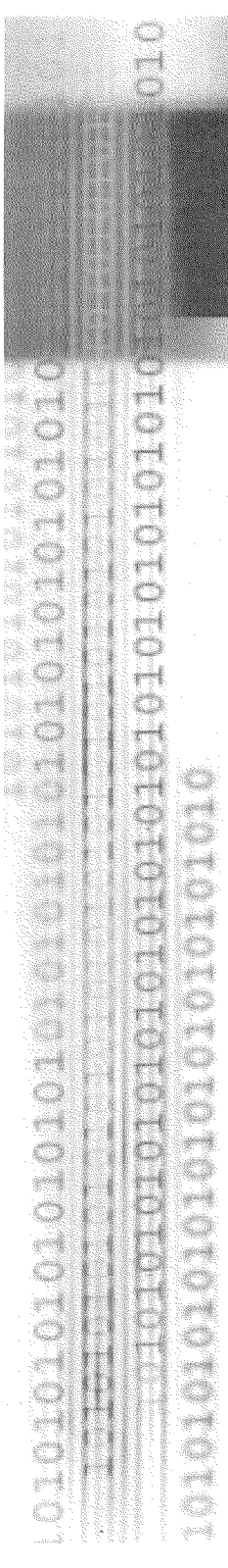
Juvenile Detention 160 beds

- Costs approximately \$10 million to operate 80 beds
 - 20 county youth pre-trial, 28 from other counties, and 16 young people on Measure 11 (16 beds are always open for girls)
- Safe, humane, rehabilitative but the most expensive part of our continuum



What are you paying for and what are you getting for it?





What are you paying for and what are you getting for it?

Juvenile Service Division

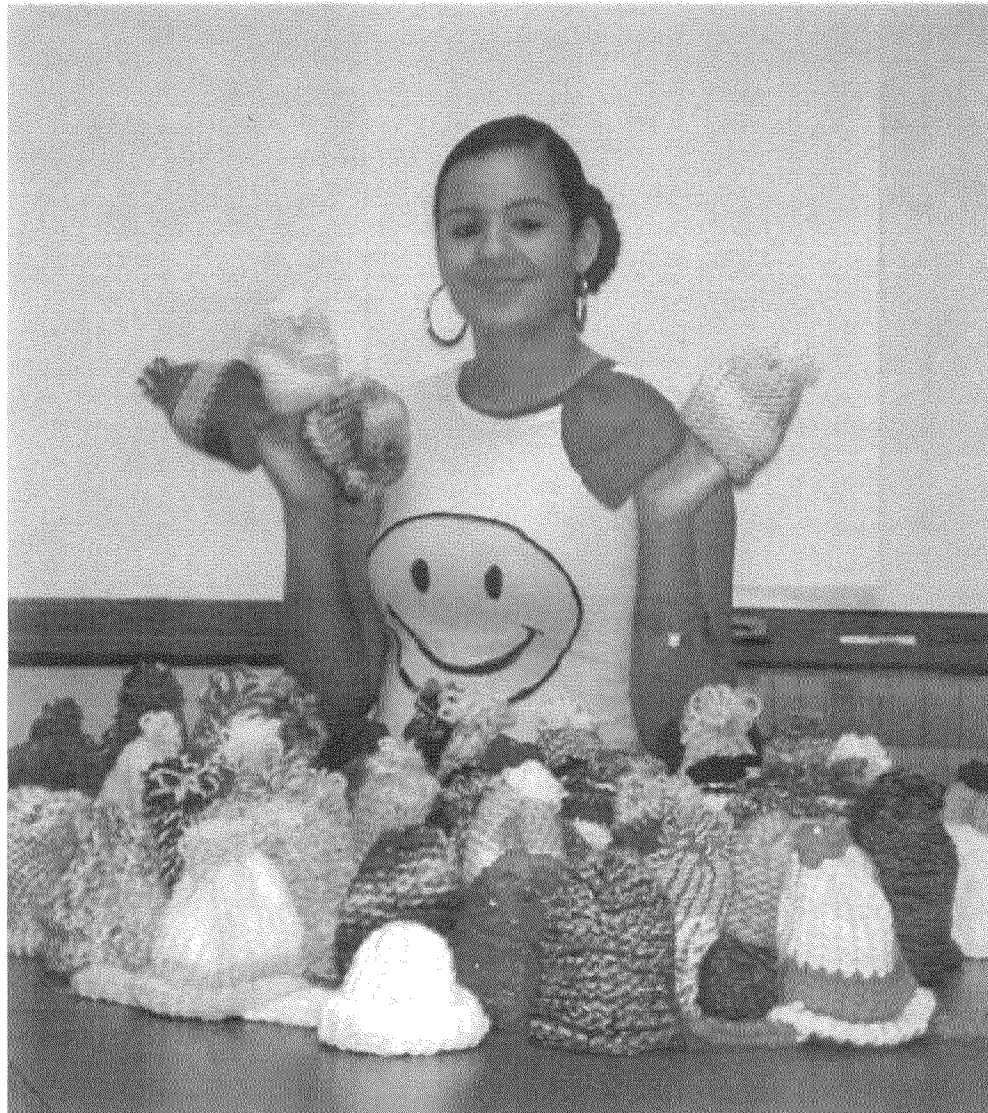
Juvenile Detention Alternatives

Expand the systems ability to supervise, rehabilitate and reduce youthful reoffending, and reserve detention for the most serious youth

Community Detention Monitoring which involves electronic monitoring, house arrest and trackers

97% of pre-adjudicated youth did not fail to appear for their court hearing

What are you paying for and what are you getting for it?



What are you paying for and what are you getting for it?

Juvenile Service Division

- Profiled by NACO, the U.S. Justice Department, Fight Crime: Invest in Kids as having model practices
- In 2008, pre-trial recidivism fell by 28% and reduced racial disparities by 15%
- Juvenile recidivism rate was at its lowest rate in 6 years
- 95% of the youth we serve do not appear on our adult caseload



Critical Issues for the Future

What should we be doing?

- * Prevention Work
- * Place under 18 in Adult Jail
- * Alternatives to Jail Use
- * High Risk/High criminal Need vs Crime of Conviction
- * Monitor vs Change, or both
- * System vs Silo

Critical Issues for the Future

2009 – 2010 Budget Constraint

What did we quit doing?

- Reduced supervision
- Reduced community engagement and community services
- Reduced treatment and services
- Reduced support for victims
- Reduced administration and support for sworn staff

What did we quit doing? Forest Camp

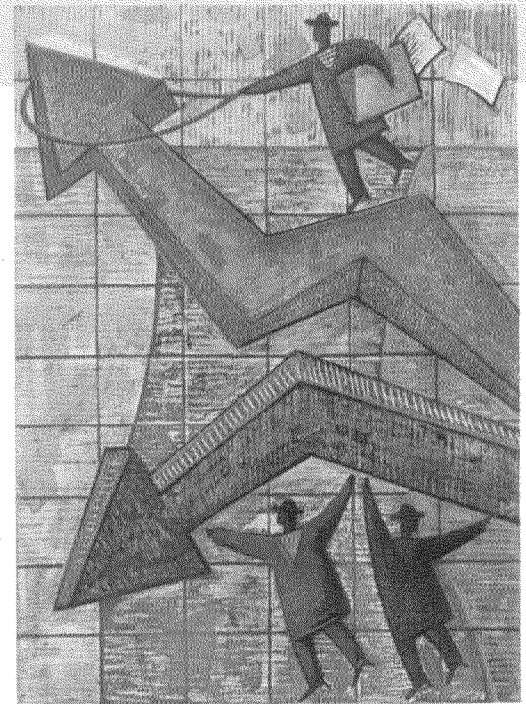


Critical Issues for the Future

2009 – 2010 Budget Constraint

If we focus our efforts, where will we get the biggest bang for our dollars?

Emphasis on tools,
screening, and change in
where we invest dollars



Critical Issues for the Future

2009 – 2010 Budget Constraint

Building public support for effective public safety policies

- Justice Reinvestment
- Support for the counter intuitive (“less jails, less crime”)



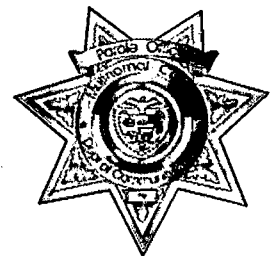
Multnomah County Department of Community Justice
Scott Taylor, Director

ADDRESSING COMPUTER CRIME- PUBLIC SAFETY PARTNERSHIPS

Ted Wheeler, County Chair

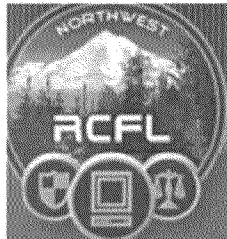
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Diane McKeel,

Commissioner, District 1
Commissioner, District 2
Commissioner, District 3
Commissioner, District 4



The innocence of a child is an unrecoverable loss.

December, 2008



Participating Agencies

The participating agencies contribute personnel and resources to staff and maintain the operations of the Northwest RCFL. While each of the participating agencies' missions may vary, each of them shares the common goal of building law enforcement's digital forensics capacity both in our region and nationwide. The RCFL Program is grateful for their dedication and commitment to fulfilling this goal.

The NWRCFL's participating agencies include—

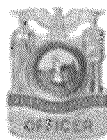
[PROGRAM INFORMATION](#)[OPERATIONS](#)[TRAINING ROOM](#)[NEWS & INFORMATION](#)[LINKS](#)[SERVICE REQUEST](#)

State and Local Government

Oregon State Police



Portland Police Bureau



Washington County Sheriff's Office



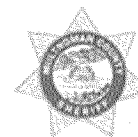
Hillsboro Police Department



Multnomah County Dept. of Community Justice



Multnomah County Sheriff's Office



Beaverton Police Department



Gresham Police Department

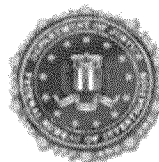


Federal Government

Bonneville Power Administration



Federal Bureau of Investigation



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I. INTRODUCTION

The mission of the Multnomah County Department of Community Justice (DCJ) is the safety and protection of all citizens, addressed by changing the behavior of individuals on supervision as a consequence of criminal activity.

Our ability to change behavior is based directly on our ability to monitor the activities of offenders and intercede in a timely manner when necessary.

Parole officers nationwide lack adequate training in recognizing the extent to which computers provide an easy, relatively anonymous avenue to access victims and further criminal enterprise with minimal risk of detection.

The ability to address computer crime, including cybercrime, is an area in which all parts of the criminal justice community lag significantly behind today's technology.

Nationwide, agencies are beginning to share resources to meet the challenges of 21st century computer crime and its overwhelming impact on our citizens. DCJ was the first parole & probation agency in the state to implement a computer forensics capability, subsequently being invited to participate as a member agency in the FBI's prestigious Northwest Regional Computer Forensics Laboratory (NWR CFL), based in Portland. Today, DCJ is the only participating parole & probation agency in the national RCFL program, which is funded by the United States Congress and administered by the Department of Justice.

This much abbreviated presentation is intended to address major areas of concern regarding computer crime and community supervision, and to provide a brief overview of DCJ's efforts in this area.

II. 21st CENTURY COMPUTER CRIME – OVERVIEW

A. CHILD AND ADULT PORNOGRAPHY

The innocence of a child is an unrecoverable loss.

By definition, child porn (CP) pertains to the visual image of infants, toddlers and children under age 18 in sexual poses, a state of undress or in explicit sexual activity.

CP is a multi-billion dollar commercial enterprise today, and is one of the fastest growing businesses on the Internet, with world-wide easy access and considerable anonymity. Online use of credit cards (many of which are stolen) makes acquisition very easy.

According to the National Center for Missing and Exploited Children, of persons arrested on CP charges, 83% had CP involving children ages 6 to 12 years; 39% involving children ages 3 to 5, and 19% involving infants and toddlers under age 3. There are presently estimated to be over 150,000 CP websites on the Internet, and the consumer market is growing well beyond just pedophiles.

Content is becoming more graphic and more violent. CP has a serious impact on the sexual exploitation of children, and there is a strong correlation between CP offenders and the molestation of children. Online trading of CP materials is easy and relatively anonymous, especially in peer-to-peer contacts where two or more individuals access each other's computers online.

The Federal Bureau of Prisons has conducted studies indicating that the majority of inmates convicted of CP offenses actually molested significant numbers of children without detection by the criminal justice system, before being caught. According to Dr. Andres E. Hernandez, PsyD, Director of the Sex Offender Treatment Program for FBP, these offenders target children in

cyberspace in a similar manner as offenders who prey on children in their neighborhood or nearby park.

The FBI's Innocent Images Task Force reveals that online sexual predators use CP images to demonstrate sex acts to children, to teach or give instructions to naïve victims, to lower sexual inhibitions in children, desensitize a child to sex, to sexually arouse adolescent children as they become naturally curious, and/or to create an insurance policy for themselves, hoping the victim who is photographed will be too ashamed to disclose against the offender.

These offenders find group support for their deviance in online chat rooms, forums and websites, lowering their inhibitions and increasing the likelihood of offending. An offender's CP collection is one of the best indicators of what he is fantasizing about, which in turn offers the best indicator of what he wishes to do.

The CP business has become so lucrative that it has drawn the involvement of organized crime.

Adult pornographic websites outnumber CP sites exponentially. It is extremely profitable and involves little risk. Bondage, torture and bestiality are commonly found on such sites. These are prohibited for sex offenders on supervision because of the interference with the treatment process and the encouraging of a return to an offending cycle.

Identifying these activities before they lead to more criminal behavior is necessary for our parole officers if they are to work with treatment providers and otherwise intervene before more dangerous activity develops.

B. IDENTITY THEFT AND OTHER FRAUD

According to the Javelin Strategy and Research 2007 Identity Fraud Survey Report, 8.4 million US adults were victims of identity fraud in 2007, with an estimated \$49.3 billion in losses.

The Identity Theft Resource Center reports that nearly 85% of victims discover the theft of their identity in a negative manner. Although these figures are slowly improving as the public becomes more aware and exercises more caution, the average time spent by victims in 2003 was about 600 hours before being able to resolve problems associated with fraudulent use of their identities.

The emotional impact of identity theft has been described as being parallel to that of victims of violent crime.

Federal Trade Commission data indicates unauthorized access to checking and credit card accounts is the fastest growing form of ID theft, with the primary avenue for theft being the Internet – phishing and other spyware and email scams. Phishing sites (those that pretend to be a legitimate financial institution or other trusted source, but in reality are individuals trying to obtain personal account information) are extremely difficult to shut down, because they have an average lifespan of only about two days. Costs to businesses and individuals measure in the trillions of dollars annually.

Stolen social security numbers are used not only for theft of cash, goods and services, but also to provide false identity to those illegally in the country and trying to obtain employment. It is estimated that over 7,000,000 illegal immigrants are working under stolen social security numbers, which may be used over 30 times in fraudulent employment applications. The SSN of children who have not yet reached the age of regular employment are particularly sought after.

It is illegal for the Social Security Administration to notify a victim his or her SSN is being used by another person.

C. STOLEN PROPERTY ONLINE

The National Retail Federation claims that online auction sites such as EBay and Craigslist have gone beyond being a convenient new fencing option for professional shoplifters and have begun to lure amateurs into the growing world of organized retail crime.

Sites such as these provide a high level of seller anonymity, and have become the thief's preferred method of disposing of stolen items. E-fencing can return as much as 70% of an item's retail value, compared to about 30% on a street corner or in a pawn shop.

Groups of professional thieves steal merchandise from stores on a large scale and resell the goods in several venues, especially on the Internet. Organized crime, once again, is increasingly involved because the business is relatively safe and highly lucrative. The FBI estimates that retailers lose as much as \$30 billion per year to organized retail crime.

Some popular items, including medications and baby formula, can pose a significant public health risk because of improper storage or mislabeling of the stolen merchandise.

One Texas case was tied to the terrorist group Hamas. A New Jersey case involved 23 reputed organized crime family members.

D. DRUGS ONLINE

The US Department of Justice reports that the large numbers of younger Americans accessing the Internet has encouraged illegitimate entrepreneurs – including drug offenders – to market and sell their products to young people through this powerful medium.

Especially popular with minors are the “club drugs”, such as MDMA, GHB and LSD. Information can be exchanged and sales completed quickly with relative anonymity.

Drug offenders are now able to take advantage of sophisticated encryption and security technologies to hide their activities. They use the Internet to expand their customer base by inducing a young audience to engage in illegal or harmful behavior.

Young people are frequently induced to engage in criminal activities related to drug trafficking, credit card fraud and other financial crimes in ways very similar to the ways they are lured by pedophiles and other sex offenders.

The more technically savvy offender, who is usually the one with the most to lose, has many available technological avenues to evade law enforcement and corrections officers who rarely have the training or the resources to do computer forensic analyses.

E. GANGS ONLINE

Gangs are increasingly using social networking websites to post gang-suggestive photos and comments, and to promote the gang's criminal interests.

Gang recruiting is becoming more pervasive on Internet sites, and smuggling of weapons and drugs is facilitated through this medium.

Gang "hit lists" are being posted on personal accounts on sites such as MySpace. Intended victims have included classmates, teachers, law enforcement personnel and public officials.

III. WHAT IS COMPUTER FORENSICS?

Modern computers are designed to work as efficiently as possible with the user, accomplished in part by hiding from the user a wealth of critical information that is important to the operation, but of little or no interest to the user. This information is not visible in "live" examinations of a machine.

If the user sends an email with an attachment, for example, he or she has little interest in the details included in an area called the "header", which traces the entire route the email took through all the Internet servers involved. These are available as digital evidence, but are invisible to the user. Forensics tools in the hands of a trained examiner can recover this kind of information, as well as remnants of deleted files and evidence of what devices have been attached to the computer, what Internet sites have been visited, what users are authorized on the system, and much more.

Computer forensics is the identification, collection, preservation, examination and reporting of the digital information contained within a computer. It requires specialized training, special (and often restricted) tools, and knowledge of the rules of evidence and criminal procedure.

Forensics examinations are always conducted on a bitmapped copy of the original medium, to allow the showing in court that the evidence presented is an exact duplicate of the original.

IV. DCJ FORENSICS LAB – HISTORY AND CURRENT STATUS

In 2000, DCJ officers assigned to sex offender supervision noticed an alarming increase in the number of supervised sex offenders who were failing polygraph examinations based on their use of the Internet to view online pornography. Lacking any means of monitoring or verifying these activities, we began establishing a protocol for bringing computers from the homes of these offenders to a central point within the department, where they could be examined more closely in a controlled environment.

DCJ sought assistance from local police forensics experts, but quickly learned that their resources were far too encumbered to provide the necessary level of support. We also learned of the pitfalls in attempting to retrieve fragile digital evidence through non-forensic, or “live” access to file systems. We discovered that the acquisition of digital evidence requires special tools and very expensive training and resources unavailable to us at that time. Our efforts were incapable of probing the hidden computer areas that hold the information we needed, and “live” examinations were destroying fragile evidence, risking our ability to proceed in court and increasing the likelihood of establishing bad case law that would impede our future efforts to investigate computer-related crime or violation of supervision conditions.

We examined, then abandoned, the prospect that our own county IT department could assist with the needed examinations, as it was determined the scientific requirements of forensic analysis were outside the scope of duties of IT staff. They had neither the training nor the access to law enforcement restricted tools to accomplish this task. (They did, however, assist greatly in supplying many of the necessary hardware requirements.)

As a result, DCJ authorized some initial forensics trainings and the purchase of specialized software that provided the early foundation for our creation of a true computer forensics laboratory. Over subsequent years, DCJ was able to fund more specialized training for an examiner, and our ability to meet the forensics requirements of our officers was greatly increased. As of this writing, DCJ maintains a respectable and moderately equipped computer forensics laboratory at our central office. We have, as a result, been in a position to offer training to officers across the state, and to the parole board and other criminal justice partners, to educate them on the current state of

computer-related crime, data hiding techniques and the procedures required for identifying, seizing and preserving digital evidence in the field. This provides us with a critical tool in the effort to supervise offenders in the community.

To date, our lab has processed over 100 cases for the adult and juvenile divisions, with most leading to improved interventions in partnership with treatment providers and the courts. Many have led to new criminal charges, including the discovery and prosecution of child pornography and ID theft cases. Our current plan is to be able to expand our forensics capabilities to offer greater support to our gang, domestic violence and general supervision officers. It is possible we may reach a point where we can also provide some assistance to our community justice neighbor agencies who lack these resources altogether.

V. ABOUT RCFLs – DCJ AS A PARTNER AGENCY

Funded by Congress and overseen by the US Department of Justice through the FBI, 14 regional computer forensics laboratories have been established across the United States. In Portland, the Northwest Regional Computer Forensics Laboratory (NWR CFL) covers Oregon and much of Washington, providing the highest technological forensic services available today. Each RCFL is staffed by FBI personnel and members assigned by local criminal justice agencies. Based on DCJ's forensics efforts, we were recently invited to join NWR CFL as a member agency. Our examiner is presently assigned full-time to that agency, where regular training and access to state-of-the-art equipment is made available to us.

The FBI has a 14 month certification program for examiners, which is free to us and far beyond our normal ability to fund separately.

Each RCFL has an executive board made up of the heads of member agencies, which now includes DCJ. (We have also gained membership in the National White Collar Crime Center, which further enhances our training and collaboration efforts at no cost.)

DCJ, without a budgeted position for NWR CFL, initially explored the possibility of half-time participation, but quickly discovered the dual commitments were untenable, leading to our full-time presence. Obviously, the ability to continue to fund this position in difficult financial times is a major concern.

The highly technical and very specific demands of the FBI's forensics protocol allows DCJ to utilize their facilities and resources for our own work, but the continued maintenance of our own, separate lab provides us the flexibility to process "PV" type cases in a much more timely manner. Our burden of proof is different from that of new criminal cases, so maintaining our membership in NWR CFL and sustaining our own lab places us in the best possible position to provide critical services to our officers and the public we serve.

VI. CONTINUITY

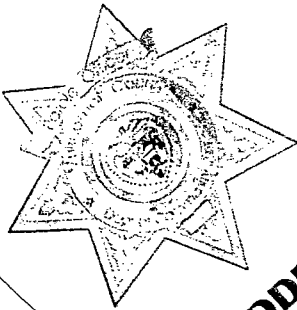
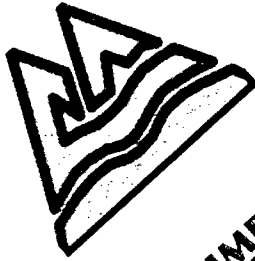
Today's criminal element has access to the most sophisticated computer encryption and data hiding techniques known to modern computer science.

With short turnaround times dictated by jail capacities, court and parole board deadlines on violation proceedings, DCJ officers need a means of getting their computer cases processed quickly and competently. The DCJ lab has the capability of operating in a forensically sound environment and meeting these needs, having far more flexibility than allowed in the FBI lab. Conversely, the extraordinary amount of training, resources and certifications available through our participation in NWRCFL is one of the most valuable aspects of our forensics work. To best serve the public and to provide our officers with the essential tools needed to monitor offenders in a modern, computer-based society, our ability to maintain these forensic capabilities is crucial.

As our forensic examiner, I have recommended to the DCJ administration that we implement a plan whereby once fully certified by the FBI, our NWRCFL representative will begin the process of training a replacement to staff the DCJ lab full-time. At such time as the NWRCFL representative moves from that position, the DCJ examiner would assume the RCFL position and in turn, once certified, begin training his or her replacement in the DCJ lab. This plan maximizes available resources for our community, and perpetuates the rare opportunity we have experienced with the federally funded NWRCFL laboratory and its training, certification and resource opportunities.

Multnomah County Oregon
Department of Community Justice

Scott Taylor, Director
Adult Services Division
Computer Forensics Lab



**ADDRESSING COMPUTER CRIME -
PUBLIC SAFETY PARTNERSHIPS**
December, 2008

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Who we are

- Biographies
- Organizational Chart
- Contact information

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Our approach to public safety

- Key studies that help drive our practices

3

What you paying for, and what are you getting for it?

- Key evalutations of our programs and practices

4

Critical issues for the future

- Pew Center on the States, Crime and Incarceration

5

How we are funded

- Adopted budgets by division
- Program Offers, 2008-9



Department of Community Justice

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ADULT SERVICES

The Department of Community Justice (DCJ) works closely with community service providers to develop services that match the treatment needs of individual offenders while maintaining the safety of the community. DCJ recognizes that protecting public safety includes intervening with the underlying causes of criminal behavior to reduce the risk of criminal behavior in the future.

Contracted Services

- Integrated services for individuals involved in drug treatment court
- Residential and intensive outpatient alcohol and drug treatment for individuals who are chemically dependent and/or diagnosed with a co-occurring disorder
- Relapse prevention
- Mental health evaluations, consultation, crisis intervention, and case management
- Prescription services
- Outreach services for offenders who are homeless and suffer from either a mental illness or a co-occurring disorder
- Treatment for sex offenders
- Treatment for domestic violence
- Continuing alcohol and drug treatment for individuals completing the inpatient portion of InterChange.
- Mentorship program for individuals exiting Interchange and Turning Point

Secure Treatment

The Department operates InterChange, a secure residential alcohol and drug facility. InterChange is a preferred alternative for men who might otherwise be sentenced to jail, usually for not complying with the conditions of their supervision. Because addiction and criminal behavior are connected, InterChange provides intensive treatment for both problems.

JUVENILE SERVICES

A 1999 Department of Community Justice study revealed:

- Over three-fourths of youth on probation had used drugs or alcohol.
- 34% reported using drugs or alcohol more than twice a week.
- About one in five were clinically diagnosed as chemically dependent with a co-occurring mental health disorder.

Since best practice research indicates that resources should be concentrated on high-risk youth, the Department has developed two programs targeted at substance abuse by the highest-risk youth on probation.

Residential Alcohol and Drug Treatment Unit

The Department operates a 15-bed secure treatment unit for high-risk, adjudicated youth with serious substance abuse issues. The unit targets male and female delinquents under supervision who have failed to benefit from treatment in the community, including youth with co-occurring disorders. The actual length of stay is clinically determined, but may range from 70–180 days.

Juvenile Treatment Court

The Department's Juvenile Treatment Court helps high-risk adolescent offenders stay drug and crime-free. In collaboration with the courts, the District Attorney, defense counsel, community treatment providers, and schools, the court focuses on high-risk, adjudicated youth with serious substance abuse issues. Youth report to court twice a month, submit to urinalysis, and attend treatment regularly. This year-long treatment court program links youth to pro-social activities, responsible adult role models, and other community resources.

FAMILY INTERVENTION STRATEGIC INITIATIVE

The Department of Community Justice recognizes the effect family relationships have on compliance with conditions of parole and probation and on the inter-generational transfer of criminal behavior. For these reasons, DCJ has instituted a family intervention initiative with the goals of:

- identifying and focusing on the families that have the most troubling problems and where criminality is reinforced by the behavior and dynamics of the family;
- intervening in key areas of family functioning that directly affect delinquency and criminal behavior such as family violence, substance abuse, intergenerational criminal behavior within the family, and troubled/potentially violent teen behavior; and
- creating a coordinated plan of services and supervision for families or households in which both an adult and a juvenile have been placed on community supervision.



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TREATMENT SERVICES DIVISION



DEPARTMENT OF COMMUNITY JUSTICE

TREATMENT SERVICES DIVISION

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Mission

Our mission is to enhance community safety and reduce criminal activity by holding youth and adults accountable in a fair and just manner, assisting them to develop skills necessary for success, and effectively using public resources.

Values and Principles

- Change and Rehabilitation
- Strong Families
- Professionalism
- Information Based Decisions
- Collaborative Relationships
- Restitution to Victims and Communities
- Diversity
- Financial Accountability
- Investing in Employees



Scott Taylor

Director

Department of Community Justice

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SUPERVISION

The Department of Community Justice's Adult Division is charged with monitoring and enforcing conditions set by the courts, and the Board of Parole and Post-Prison Supervision. Offenders are assigned to the office serving his/her neighborhood or to a unit that specializes in serving women offenders, sex offenders, or offenders with mental health issues. Parole and Probation Officers visit offenders at their homes, places of work or other community locations. Offenders may be required to report to their assigned field offices. Staff assess both risk to the community and individual needs of offenders, refer offenders for needed services, administer appropriate consequences for noncompliance, and make arrests when public safety is threatened. The Department has over 10,000 offenders on active supervision.

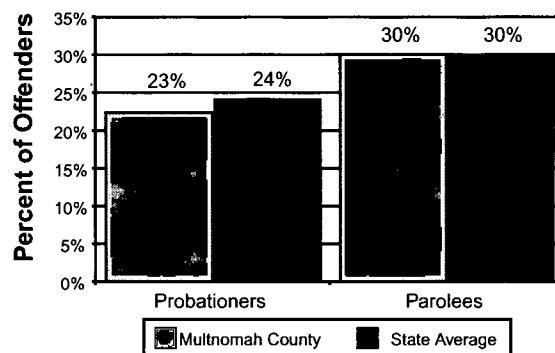
Low/Limited Risk Response Team provides a cost-effective way to monitor offenders assessed as low or limited risk to reoffend. Offenders are monitored for compliance with some of the conditions of supervision and referrals are made to appropriate services.

Driving Under the Influence of Intoxicants (DUII) Program provides intense supervision for those offenders with 3 or more DUII convictions within the past 10 years.

The Domestic Violence Unit, a collaborative effort with the District Attorney's Office, Portland Police Bureau, the courts, and local treatment providers, provides first time offenders with sentencing alternatives, sanctions, and treatment. The Domestic Violence Unit also has ongoing contact with victims and provides them with resource and referral services.

The Gang Unit works with the Oregon Department of Corrections, Portland Police Bureau, District Attorney's Office, and Oregon Youth Authority to provide intensive supervision and transition support to gang-involved offenders.

Three Year Recidivism Rates* for Adults Under Supervision



* 1997 Cohort data

* Recidivism is defined as any felony conviction within three years of initial admission to probation or first release to parole/post prison supervision.

SERVICES

Supervising offenders requires more than just monitoring offenders' activities and behavior to detect violations. It includes providing offenders with opportunities to change behavior through a wide range of treatment, education, and other special case management services.

The African American Program provides specialized case management, including treatment, life skills, and job development training geared toward the culturally-specific needs of African American parolees.

Donald H. Londer Center for Learning provides training in literacy, basic education, GED preparation, job development, and computer and life skills.

Transitional Services Unit supports offenders in their successful transition into the community from jail, prison, or treatment. This includes case management and supervised, drug-free housing.

Family Services Unit provides supervision and linkage to services for families with adults and juveniles under supervision, pregnant offenders, and parents of very young children. The unit works in collaboration with the Health Department, Adult and Family Services, Services to Children and Families, the Housing Authority of Portland and other agencies to intervene in the intergenerational cycle of criminal behavior.

Pretrial Services interviews jail inmates, makes release recommendations, and supervises those offenders that are released pending court appearances.

Pre-Sentence Investigation prepares reports for sentencing judges on defendants' backgrounds, offenses, and other factors.

Centralized Intake identifies offender risk level, completes an initial assessment, and establishes an initial case management plan. Offenders are then transferred to appropriate supervision units and referred to treatment services.

The Re-Entry Program identifies and provides intensive pre-release planning, supervision, and surveillance in the community for high-risk violent offenders, special needs offenders, predatory sex offenders, and high-risk gang members returning to the county from state institutions.

ACCOUNTABILITY PROGRAMS

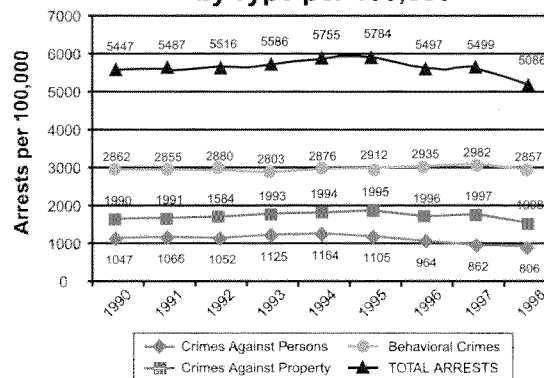
Accountability Programs provide a swift and sure response to offenders when they violate conditions of parole or probation. Offenders are required to complete a program and gain the skills to avoid future criminal behavior.

Community Service assesses, screens, and places clients to work on supervised work crews and on individual projects at over 100 non-profit and public agencies. The Forest Project requires offenders to participate in a 4 to 10 week residential work experience on Forest Service land, building trails, planting trees, and maintaining campgrounds.

Day Reporting Center is a highly structured, non-residential program that requires frequent contact, including curfew monitoring, assessment, intensive case management, mental health services, job readiness and placement, life skills, substance abuse counseling, and other services.

Local Control Unit: The 1995 Legislature shifted responsibility from the state to the counties for offenders sentenced to 12 months or less in prison. The Local Control team, in coordination with Multnomah County Sheriff's Office, evaluates and supervises these offenders in jail and as they are released to community programs.

Multnomah County Total Arrests by Type per 100,000



Source: LEDS; Graph prepared by Multnomah County Budget and Quality Office Evaluation/Research Unit

ADULT COMMUNITY JUSTICE STRATEGIES

- To protect public safety and control costs: Focus active case supervision, services and sanction resources on certain targeted populations of offenders.
- To hold adults accountable, be fair, and reduce recidivism: Improve the ability of the justice system to provide swift, sure, and appropriate consequences when adults violate the law.
- To do our work together, more effectively: Share information with community members, partners, and staff on what works in community-based criminal justice practices and routinely evaluate the extent to which local policies and practices reduce crime.

ADULT DIVISION



DEPARTMENT OF COMMUNITY JUSTICE ADULT DIVISION

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MULTNOMAH COUNTY DEPARTMENT OF COMMUNITY JUSTICE

MISSION

Our mission is to enhance community safety and reduce criminal activity by holding youth and adults accountable in a fair and just manner, assisting them to develop skills necessary for success, and effectively using public resources.

VALUES AND PRINCIPLES

CHANGE AND REHABILITATION

We believe in people's ability to change and strive to provide opportunities for rehabilitation through the effective use of best practices.

RESTITUTION TO VICTIMS AND COMMUNITIES

We value restitution to neighborhoods and individual crime victims. Restitution restores those impacted by crime and encourages offenders to take responsibility for the harm they caused.

STRONG FAMILIES

We value families for their role in strengthening our communities and preventing criminal behavior.

DIVERSITY

We value and respect diversity within our staff, our clients, and our community.

PROFESSIONALISM

We value the highest standards of professional behavior, including treating people with respect, promoting effective communication, resolving conflicts peacefully, acting with integrity, taking initiative, and accepting personal responsibility for our organizational culture.

FINANCIAL ACCOUNTABILITY

We recognize that it is our responsibility to manage our limited time and resources carefully to maximize services provided to the public.

INVESTING IN EMPLOYEES

We invest in employees through education and training and by providing opportunities for personal and professional growth. We value a balance between professional responsibilities and personal life.

INFORMATION-BASED DECISIONS

We value information. We are dedicated to continuous improvement and use data and best practices to help guide our decision making.

COLLABORATIVE RELATIONSHIPS

We believe that in order to enhance public safety we must work collaboratively with our partners, including the judiciary, law enforcement, schools, treatment agencies, and the community.

IN OUR COMMUNITIES

The Department of Community Justice recognizes that we cannot succeed without the support and participation of the communities we serve. We seek to strengthen our role as partner with citizens, civic groups, law enforcement agencies, crime victims, schools, and other organizations in building healthy communities.

The Department's Community Justice Project works with other organizations and individuals in three pilot site communities to increase public safety through citizen and Department collaboration.

The Department provides volunteer and student intern opportunities and responds to the needs of crime victims by providing assistance, information, and advocacy.

For more information regarding Multnomah County Department of Community Justice or for more brochures, contact 503-988-3701.

MULTNOMAH COUNTY DEPARTMENT OF COMMUNITY JUSTICE

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Portland, OR 97214

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JUVENILE JUSTICE COUNSELING SERVICES

The Department of Community Justice Juvenile Counseling programs protect the community by holding youth accountable for their behavior, supervising them according to their risk and need factors, and providing skill training to build on their strengths.

Probation Counseling staff develop case plans for youth, coordinate services with the Oregon Youth Authority, provide educational advocacy, and supervise restitution collection and community service completion. Adjudication counselors conduct pre-hearing assessments and make recommendations to the court for services and sanctions. Specialized probation supervision and services are provided for sex offenders, gang offenders, and girls.

Accountability programs include Community Service (work crews complete neighborhood clean-ups, etc.), Project Payback (youth earn a wage that is used to pay restitution to their victims), and Forest Camp (youth perform weekend trail maintenance at a camp in the Columbia River Gorge).

Juvenile Treatment Court, a collaboration with the Court, District Attorney, defense counsel, community treatment providers, and schools, focuses on high-risk, adjudicated youth with serious substance abuse issues. Youth report to court twice a month, submit to urinalysis, attend treatment regularly, and are linked to pro-social activities and community resources.

Day Reporting Center, a collaboration with Janus Youth Programs, Inc., provides a high level of supervision, structure, and accountability as a sanction for probation violations and for pre-adjudicated youth. Services include skill-building, goal setting, conflict resolution, drug and alcohol education, and community service.

Diversion annually offers over 2,000 low-risk and first-time offenders an opportunity to avoid formal juvenile prosecution by completing requirements, such as restitution, community services, anger management, and individual/family counseling.

Early Intervention Program provides intervention and counseling for children under age 12 who are referred for delinquent behavior. Information, referrals, and services are also provided in response to public inquiries about children.

Sex Offender Unit coordinates assessment, adjudication, placement, treatment, and community supervision for juvenile sex offenders on probation.

Gang Resource Intervention Team supervises gang-involved youth and works with their families. Focusing on violence prevention, intervention, and conflict resolution, the staff work closely with the Department of Adult & Family Services, Office of Services to Children & Families, Portland Housing Authority, and Oregon Youth Authority to provide joint case planning. The Department contracts with local treatment agencies to provide intensive intervention with gang youth.

School Attendance Initiative (SAI) assists youth in returning to school by identifying barriers and providing outreach, interventions, and referrals. SAI collaborates with Portland Public Schools, Multnomah Education Service District, East Multnomah County Independent School Districts, Volunteers of America, Inc., and Community and Family Service Centers.

Family Services Unit provides supervision and linkage to services for families with adults and juveniles under supervision, pregnant offenders, and parents of very young children. The unit works in collaboration with the Health Department, Adult and Family Services, Services to Children and Families, the Housing Authority of Portland and other agencies to intervene in the intergenerational cycle of criminal behavior.

Skill Development Team provides strength-based groups designed to enhance and develop life skills of the youth and families served by Juvenile Community Justice. Group classes include victim impact panels, anger resolution, parenting support, and gender specific groups.

Domestic Violence Programs include the Save Our Families program, a multi-family education and support program for families and youth who have assaulted other family members. Group and individual counseling is also offered for youth involved in domestic and dating violence.

Child Abuse Unit assists the Court in processing child abuse and neglect cases.

FAMILY COURT SERVICES

Family Court Services provides options for families that want to explore alternatives to dissolution and divorce, assistance to help parents raise their children after dissolution or divorce, and skill building for unmarried parents who are establishing a parenting relationship. Services include conciliation/marriage counseling, parenting education, mediation, and child custody and/or parenting time evaluations.

CUSTODY SERVICES

Custody Services operates secure and community-based detention options for pre- and post-adjudicated youth. Consistent with the goal of protecting the community, the level of custody is based on an assessment of risk to re-offend or failure to appear in court. Programs include residential treatment for sex offenders, mental health needs and drug and alcohol addiction.

Custody Services Intake applies the Risk Assessment Instrument to all youth brought in on detainable charges to determine the appropriate level of custody. They are available on a 24-hour basis to assist families faced with youth delinquency issues.

Community Detention ensures that high risk youth are detained while other youth are managed in community-based residential alternatives. In a collaborative effort with Volunteers of America, Inc., a youth's compliance with court-ordered conditions of release is verified through home and school visits, house arrest, and electronic monitoring surveillance.

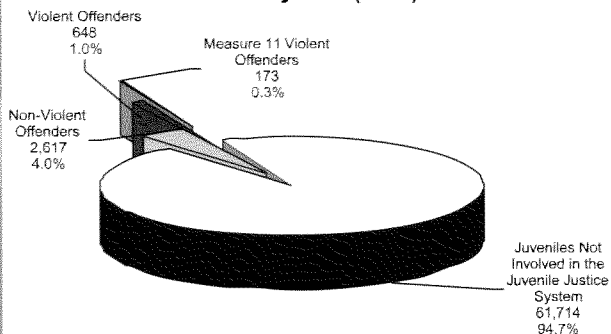
Detention Services maintains a safe, secure, and enriching environment for youth detained by law enforcement or the court. The Donald E. Long Home provides supervision, medical attention, mental health treatment, food, clothing, recreation, and education for youth under age 18. Most youth only stay at the facility for a few days.

Assessment / Intervention / Treatment / Program, a collaborative effort with the Department of Community & Family Services, is a 16-bed in-custody program providing assessment, intensive counseling, and skill development for high-risk, violent, and gang-affiliated youth.

Secure Residential Treatment Program (S RTP), a 15-bed secure program, offers behavioral-cognitive treatment to juvenile sex offenders. S RTP works with the Morrison Center and an advisory committee of sex offender treatment practitioners.

Alcohol and Drug Treatment Unit is a 15-bed secure program providing intense treatment for youth who have addiction and mental health issues. The program is a collaborative effort with the Morrison Center and community providers.

Most Juveniles are Not Involved in the Juvenile Justice System (1999)



Source: 1999 data from Center for Population Research and Census, Portland State University; JIN database, DA BM11 database.

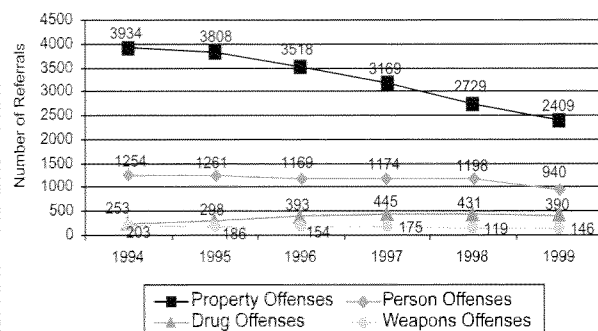
■ Almost 95% of the youth in Multnomah County were not involved with the Multnomah County juvenile justice system in 1999.

■ The total of violent offenders and Ballot Measure 11 violent offenders make up less than 2% of all youth in Multnomah County.

■ There were a total of 4,833 criminal referrals to the Multnomah County juvenile justice system in 1999; a 27% decrease from 1994.

■ Although drug arrests decreased slightly during the last year, they increased 54% from 1994 to 1999.

Juvenile Crime Trends



JUVENILE JUSTICE STRATEGIES

The Department recently completed a Recidivism Report on 1998 Juvenile Offenders. The following are a few highlights of that report:

- 67% of youth offenders in 1998 were not referred for another crime during the twelve months following their first referral.
- Over half of all criminal re-offenses were committed by a small number [8%] of juvenile offenders who committed four or more new criminal offenses within the year following their referral.
- Just under three-quarters of these youth who re-offended had their first delinquency referral at age 14 or younger.

Research indicates that the Department must provide services that target high-risk juveniles as well as early intervention services. The Department's five primary strategies address the need for this range of services:

To prevent juvenile delinquency: Support at-risk, acting-out, and delinquent youth to complete high school and engage in structured activities after school.

To prevent and intervene early in juvenile delinquency: Hold high expectations of young people, promote mutual respect, and improve the skills of youth and adults to respond appropriately at home, in school, and in their neighborhoods.

To hold youth accountable, be fair, and reduce recidivism: Improve the ability of the juvenile justice system to provide swift, sure, appropriate, and equitable consequences when youth violate the law.

To protect public safety and control costs: Equitably direct specialized resources toward youth at greatest risk of committing violent crime or serious, repetitive crimes.

To do our work together, more effectively: Share information with community members, partners, and staff on what works to prevent juvenile crime and routinely evaluate effectiveness.

JUVENILE DIVISION



MULTNOMAH
COUNTY

DEPARTMENT OF COMMUNITY JUSTICE JUVENILE DIVISION

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<http://www.co.multnomah.or.us/dc/j/>

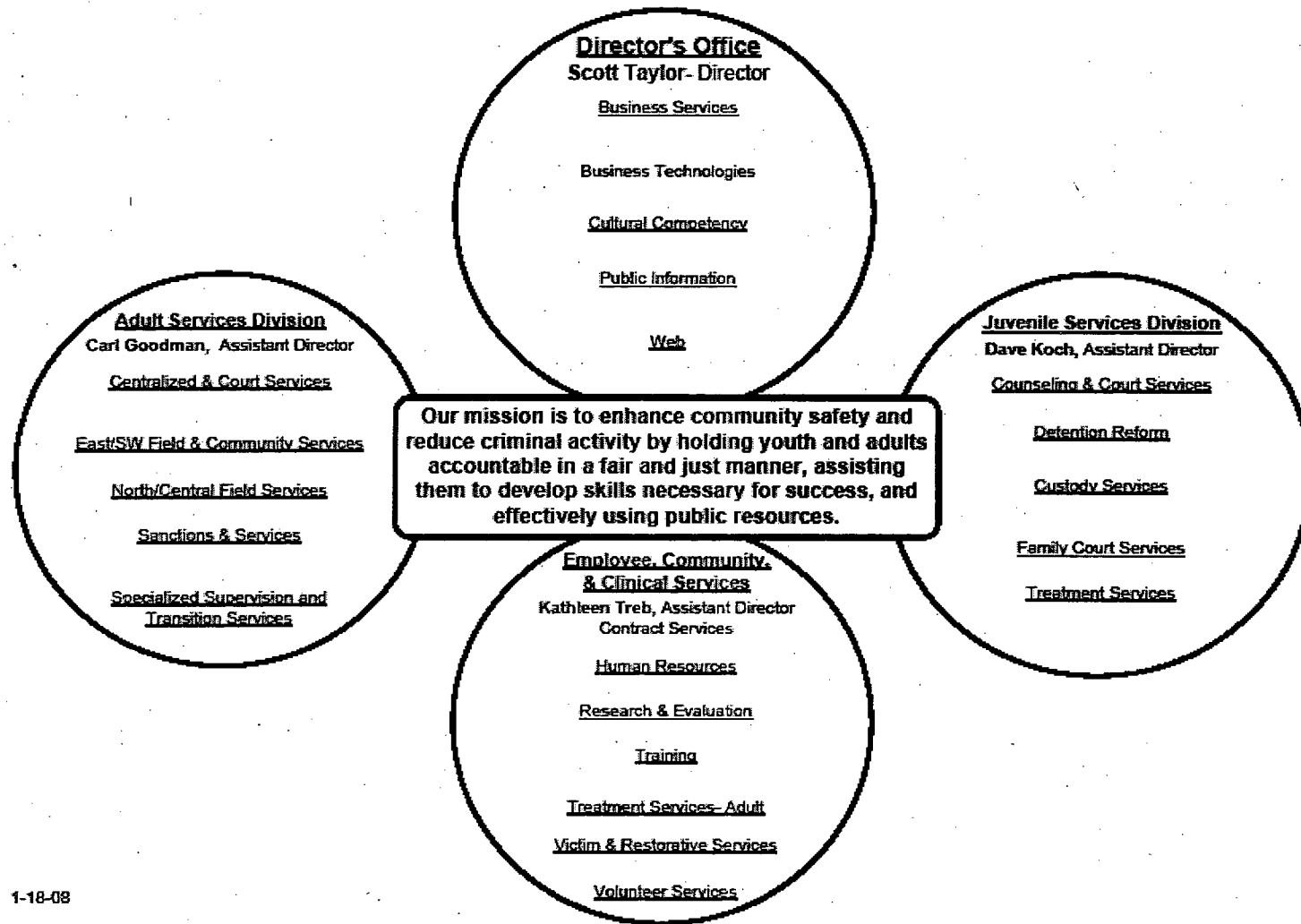
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**Multnomah County Department of Community Justice
Organizational Structure**



Scott Taylor

Bio

Scott Taylor is currently the Director of Multnomah County Department of Community Justice. Prior to joining Multnomah County he served as Community Corrections Chief for the Oregon Department of Corrections. His experience with Oregon Department of Corrections also includes four years as Assistant Director of Correctional Programs and five years as the Assistant Director of Community Corrections.

Mr. Taylor holds a Masters of Public Administration degree from Portland State University and two Bachelor degrees in Sociology and Police Administration from Washington State University. In addition, he completed the University of Oregon's Pacific Program for management and leadership and currently serves on that board of Directors.

Mr. Taylor is a consultant with the National Institute of Corrections serves on the Board of the American Probation and Parole Association, Former Treasurer of the Interstate Commission for Adult Offender Supervision, Co-Chairman of the APPA Re-entry initiative and was a past President of the Oregon Criminal Justice Association and the Western Correctional Association. His professional experience includes: Regional Manager for Community Corrections, Field Unit Supervisor, Probation and Parole Officer, Institution Counselor, and Juvenile Institution Group Life Supervisor.

In addition, Mr. Taylor is the former Mayor of Canby, Oregon and currently is a Board Member of the Canby Utility Board.

**David Koch (pronounced "cook"), Assistant Director, Multnomah
County Department of Community Justice, Juvenile Services
Division,**

David's current position as Assistant Director caps his 30-year history in community corrections. While much of his career was spent within adult corrections, his current position puts him in charge of the 191-bed juvenile detention facility; probation, diversion and accountability programs; Family Court Services; Juvenile Treatment Services; and system reform efforts centered around detention reform and improving treatment outcomes for delinquent youth. David has managed a number of community corrections agencies in Oregon, previously served as president of the Oregon Association of Community Corrections Directors, and is the current president of the Oregon Juvenile Department Directors Association. He holds a Bachelor's of Science degree in Criminology from Southern Oregon University and is in the midst of completing a graduate degree in Justice Management at University of Nevada, Reno.

**Kathleen A. Treb Assistant Director
Employee, Community, & Clinical Services
Multnomah County Department of Community Justice**

Kathleen Treb is currently the Assistant Director of Employee, Community, & Clinical Services for the Multnomah County Department of Community Justice (DCJ). She oversees a diverse workforce relating to Research & Evaluation, Training, Contract Writing, Volunteer Coordination, and Human Resources Management. Kathleen collaborates with (10) drug, alcohol, and mental health agencies to provide treatment services for offenders currently on post prison or probation supervision.

For 18 years, Kathleen has worked for the Department of Community Justice as a Program Administrator and Executive Assistant to the Director for Community Justice, and currently as the Assistant Director. In this role, she managed probation intake functions, assisted with the re-design of the Department specifically in the area of Alternative Sentencing and Sanctions, and developed and managed multi-disciplined programs specifically designed for female offenders and their children, with expertise in pregnant, drug-addicted offenders. Kathleen is known in the Portland area for her collaboration with many public and private organizations to gain funding and services necessary to serve this population.

Her professional career prior to DCJ has been diverse including working for the Oregon Coalition Against Domestic & Sexual Violence, where she provided training and technical assistance on a variety of subjects to battered women programs throughout the state of Oregon. She worked at a major Foundation in the Portland Northwest area, and owned and operated a consulting firm with a focus on event and conference management, report writing, and grant application analysis. Early in her career she worked as a delinquent prevention counselor, was an ombudsman for the elderly, and built a Battered Women's Program from a volunteer organization to a shelter and advocacy services program with 20 staff and 100 volunteers.

Outside of professional interests, she enjoys paper crafts, traveling, and gardening.

Carl Goodman

Carl Goodman is the Assistant Director of the Adult Division, of Multnomah County's Department of Community Justice.

He has worked for the State of Oregon Department of Corrections, and came to Multnomah County when it assumed local control over Parole and Probation Supervision.

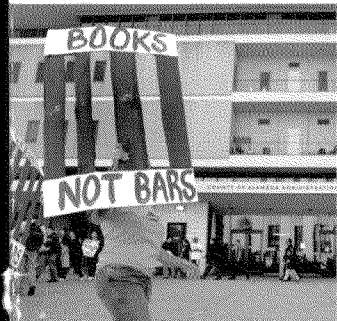
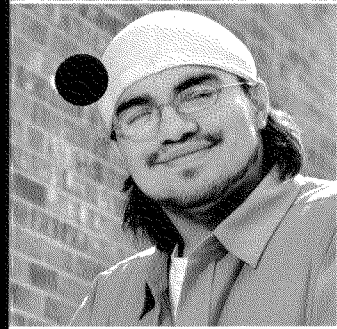
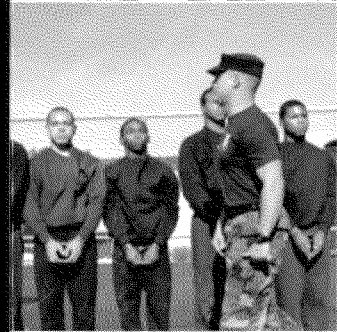
He has worked in the field of State Corrections and Community Corrections for over thirty years, including working the spectrum of Parole and Probation work:

- He has served as Corrections counselor at the Milwaukee Work Release Center.
- He managed a Parole and Probation Office and managed the Gang Unit.
- He was one of the first PPO Officers who were armed in the State of Oregon.
- He led the original group who developed the African American Program, also known as "AAP".
- Before becoming Assistant Director, he served as the District Manager over the Northeast District.

Juvenile Detention Reform

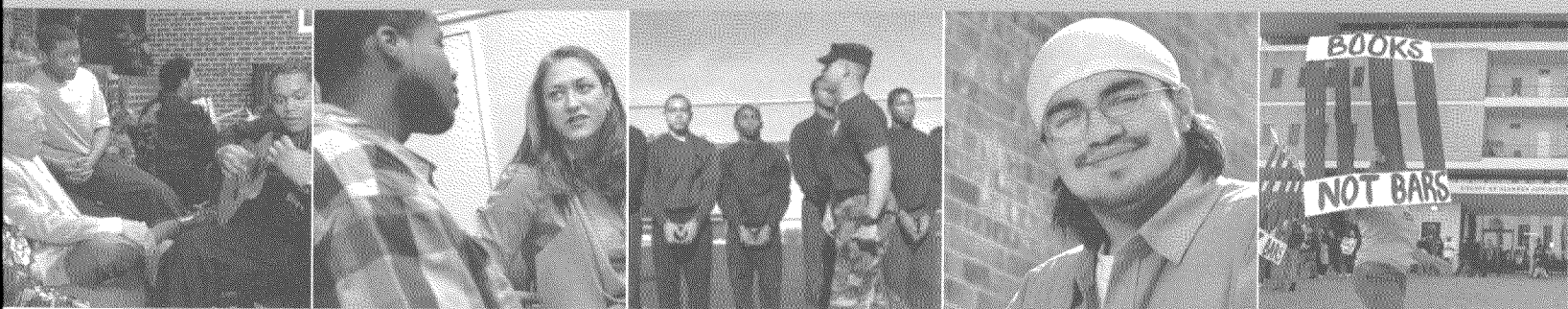
Guide for County Officials

Achieving results-oriented
innovation in your juvenile
detention system



Juvenile Detention Reform

Guide for County Officials



Produced by:
Community Services Division
of the County Services Department
February 2007



About NACo – The Voice of America's Counties

The National Association of Counties (NACo) is the only national organization that represents county governments in the United States. Founded in 1935, NACo provides essential services to the nation's 3,066 counties. NACo advances issues with a unified voice before the federal government, improves the public's understanding of county government, assists counties in finding and sharing innovative solutions through education and research, and provides value-added services to save counties and taxpayers money. For more information about NACo, visit www.naco.org.

What does this mean for county policy makers?

The unique role of county government in this process – as the primary provider at the local level in health, social services, juvenile corrections – provides the organizational framework for construction of a comprehensive strategy to provide for community protection, offender accountability to victims, and the supports and services necessary to positively change offender behavior. Programs and services must seek to combine early problem identification with appropriate and timely interventions.



By conducting a deeper analysis of your overall detention system and determining which youth are being placed in secure detention and why, the information gained from this pursuit may reveal gaps or arbitrary procedures that contribute to the inefficiencies and high costs associated with running detention systems. Moreover, it may turn out that many of the youth placed in the system have mental health needs that may be best met elsewhere, or are simply awaiting placement in a shelter care or other residentially-based community program.

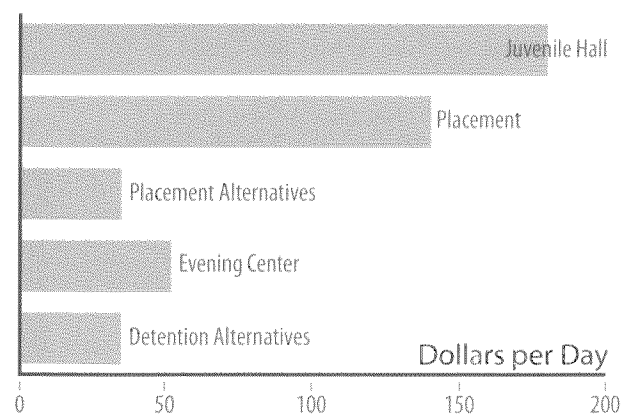
Many counties will find that placement in detention may be unrelated to the public safety risks youth pose. In a lot of cases, availability could be driving the use of secure detention for some youth. In some cases, there are youth in detention who can be supervised in the community, at significant cost savings to counties. It takes the knowledge and political will of county policy makers to implement the appropriate reforms in the juvenile detention system to make it more efficient, improve the conditions in existing facilities, eliminate the inappropriate use of secure detention and make their communities safer as a result.

How much do counties need to invest in juvenile detention?

JDAI does not have its own budget. Its goal is to shift the policies and practices of the agencies primarily responsible for the youth, therefore re-allocating existing resources rather than providing new funds. The cost effective cost shifting that occurred in Cook County, Illinois is a particularly good example.

At the time that JDAI was introduced to officials in Cook County, the county board authorized the construction of 200 new secure detention beds in response to chronic overcrowding at their facility. The cost to build, finance and operate a detention bed over a twenty-year period is \$ 1.5 million. This means that the county government was committing itself to approximately \$300 million in additional detention expenditures over the next two decades. In Cook County, JDAI's successful population reduction strategies, particularly the continuum of alternatives to detention programming, made this construction unnecessary. Instead, Cook County allocates approximately \$3 million per year in program funding that was not part of the budget prior to JDAI. Over twenty years, those programs will cost about \$60 million to operate. The net savings to the county from successful detention reform, therefore, is almost one-quarter of a billion dollars.¹⁴

**Cost Effective Alternatives:
Juvenile Justice Interventions
General Fund Cost Per Child**



*Detention alternatives include home supervision, electronic monitoring and advocacy and recreation services through a community based agency.

Source: Juvenile Detention Alternatives Initiative (JDAI)
A National and Local Perspective, Santa Cruz County presentation, 2006.

Three model county programs:

Bernalillo County, New Mexico

"If you build it, they will fill it," says Bernalillo County's Juvenile Detention Alternatives Initiative (JDAI) Coordinator Doug Mitchell. According to Mitchell, you can't keep building facilities, it's too expensive. "Moreover, the wrong kids end up in detention. Juvenile detention centers," Mitchell says, "have become the primary default mental health provider in Bernalillo County and around the country."

"The delinquency system is like quicksand. Once kids get in they can't get out," said Judge Marie Baca of Bernalillo's Children's Court. For Baca, detention reform is about making sure that the kids who are released have access to and are enrolled in services. From 1994 to 1996, Bernalillo County added 27-bed units to its juvenile detention facility, as its juvenile population steadily increased. In 1998, the county was facing a 50 percent to 65 percent staff turnover rate, unsafe conditions and a high special needs population in the facility. At that point, the county began evaluating costs for additional expansion and decided it was time to examine other options.

This led them to discussions with the Annie E. Casey Foundation and in 2000, the county joined on as a site for the Juvenile Detention Alternatives Initiative. County leaders concluded that they needed significant detention and systems reform, and that all stakeholders needed to be part of that process. The Bernalillo County Commissioners were critical partners in initiating JDAI. The commissioners allowed the juvenile detention administrators to reallocate existing resources to undertake JDAI reforms and not to cut the budget. "The commissioners left our budget alone and they agreed to raise staff salaries to reduce the high turnover rate. Currently our turnover rate

is 10 percent. The commissioners stuck by our side and we needed their support. They invested in us and gave us the flexibility to move in a direction we wanted and our job was not to embarrass them in the end," said Tom Swisstack, director of the Bernalillo County Juvenile Detention Center.

Bernalillo County has also focused on how to improve decision-making regarding detention policies by using solid data. They found that youth were being booked, and probation officers were bringing them to detention only to then be immediately released. "Kids are often brought to detention because they upset an adult, but they are not a threat to public safety," said Mitchell. Since implementing the JDAI model in 2000, Bernalillo County has reduced its detention population from over 110 youth to approximately 50 youth detained, on average, in 2005.

Bernalillo County has developed several key alternatives to detention with no additional staff. One of the more unique alternatives in Bernalillo's program is a children's community mental health center, which was established in 2001 and is located on the juvenile detention center campus. The children's mental health center originated as a collaborative effort with the county juvenile detention center, medical assistance division, and Medicaid managed care organizations.

Detention administrators saw the need for community-based behavioral health services to prevent children with mental health needs from ending up in the detention facility simply because there was no other place to get services. Their facility is the only licensed children's community mental health center in the state of New Mexico. The center was funded with an initial investment from Bernalillo County and from the local Medicaid managed care organization, and it receives

Bernalillo's JDAI Coordinator, Doug Mitchell, comments on his county's experience adopting the JDAI model, "At the beginning, I asked how can we do this with what we have given existing resources? We've proven that you do not need large grants to start JDAI."

"Since Multnomah County implemented JDAI, the positive outcomes keep showing up even when we don't expect them. By implementing JDAI system improvement strategies, we are saving tax dollars and leveraging our existing dollars with "best practice" programs. As a result, Joanne Fuller, who oversees our county's juvenile detention services, has made Multnomah County a national leader in developing accountability and early intervention programs contributing to a reduction in recidivism and minority over-representation, and has increased high school completion rates throughout the county. The positive impacts of JDAI have been far-reaching."

**-Multnomah County
Commissioner & Vice Chair,
NACo's Justice and Public
Safety Steering Committee,
Lisa Naito**

ongoing funding from billing Medicaid for services. The center provides a bridge or continuum of services for the highest-need children. It is able to attract high quality therapists and therapeutic services in exchange for taking care of their administrative needs, such as billing.

Bernalillo County has established a Community Custody Program (CCP) and a Youth Reporting Center (YRC) as some of the other alternatives to detention programs. It costs approximately \$26 per day to keep a child in a detention alternative program compared with \$189 per day to detain a child in secure detention. The county has reallocated staff from the Juvenile Detention Center (JDC) to serve as supervisors in the Youth Reporting Center program. The Probation Department also has discretion to refer children to this program if they have a technical violation instead of sending them to secure detention.

Using financial measures alone, looking for alternatives to locking up juveniles pays big dividends. If the county would have added the two units it was considering in 1998 to its existing JDC, it would have been at a cost of \$2 million, with an annual operating expense of \$782,000. Currently, the annual operating cost for detention alternatives program is \$224,000.

The Annie E. Casey Foundation has recently named the Bernalillo County Juvenile Detention Center a national model site for detention and systems reform.

Multnomah County, Oregon

Multnomah County became a JDAI site after a study revealed that the only secure juvenile detention facility was constantly at capacity, and would have exceeded capacity if the county did not have a court-mandated cap. The county also noticed a disproportionate number of ethnic and racial minorities being held in secure detention, also referred to as Disproportionate Minority Contact (DMC). Before Multnomah County adopted the JDAI program in 1994, youth of color represented 73 percent of the youth in detention throughout the county.¹⁵

Three units, totaling 48 beds, were closed and the county saw their savings increase as they detained fewer young people. Multiple efforts were employed to reach lower detention rates. One of these efforts culminated in opening a new detention facility and the staff decreased the use of lock-in punishments for disruptive youth. Multnomah

Multnomah County Results with JDAI

Result	Pre-JDAI	2004
Total Annual Admissions	2,915 Youth	548 Youth
Average Daily Population	96 Youth per day	21 Youth per day
Average Length of Stay	7.5 Days	7.5 Days
Average Case Processing Time	160 Days	92 Days
Percent Youth of Color in Detention	73%	50%
Number Youth of Color in Detention	70 Youth	11 Youth
Juvenile Crime Referrals	5,391 Youth	3,989 Youth
Failure to Appear (FTA) Rate (Detention Alternatives 2004)	***	14%
Recidivism (Detention Alternatives 2004) Based on Average Daily Population	***	13%

Source: Uniform Crime Report, Crime in the United States Survey (1996; 2002); Cook County, Multnomah and Santa Cruz Probation Departments.

County adopted the JDAI model and determined that they would make the distinction between "high-risk youth" and "high-need youth". They decided high-risk youth needed to be placed in secure detention, but high-need youth, or youth that were arrested for status offenses and low-level misdemeanors, were not to be detained.¹⁶

In their effort to reduce the unnecessary use of detention for youth and, at the same time, improve their case processing through the court system, Multnomah County instituted a process called Pretrial Placement Planning. Through this system the arresting police officers complete their report the day of the crime and the following morning representatives from probation, prosecution and defense discuss the risks posed by the individual detained for delinquent acts. They then hold a detention hearing in which the Department of Community Justice makes a recommendation to the court for secure detention, more secure supervision through a detention alternative program or for outright release to a parent or guardian. By 3:30pm of that day the alleged delinquent is on his or her way to the appropriate pretrial placement within 48 hours of their arrest.¹⁷ This improvement in the efficiency of case processing has helped reduce the amount of time juveniles are held in secure detention, thus reducing overall detention populations, as well as aiding youth in pretrial that will not be detained in promptly receiving the proper supervision.

In the city of Portland, hosted by the Central Police Precinct, the Youth Reception Center was established to intercept children arrested and identify their needs (food, clothing, medical care, etc.) and within a day a case-manager is assigned to link the child to the appropriate services in the community.¹⁸ The Center is open 24 hours a day, seven days a week so that homeless youth and runaways that may have ended up held in detention centers or put back on the street to be arrested again could be provided an alternative to detention. The Youth Reception Center's project coordinator Rick Jensen comments, "Kids are triaged so their immediate needs such as shelter, food, medical attention and clothing are arranged. Then the following day or so, the youth is provided a case manager to get the kid back home and back into school or treatment."¹⁹

Multnomah County was also able to make some progress in reducing the racial disparity in their juvenile detention system through becoming a JDAI site. Through the development of interagency collaboration on objective screening measures, Multnomah County was able to bring the rate of racial and ethnic minorities in juvenile detention from 73 percent in 1994 to 50 percent in 2003.²⁰ The county also saw the number of detention admissions per year fall from 2,915 to 348 in this same period, a decline of 88 percent. The decline in the population of juveniles in detention has saved the county more than \$2 million annually that they have redeployed towards new community alternatives to detention.²¹

Santa Cruz County, California

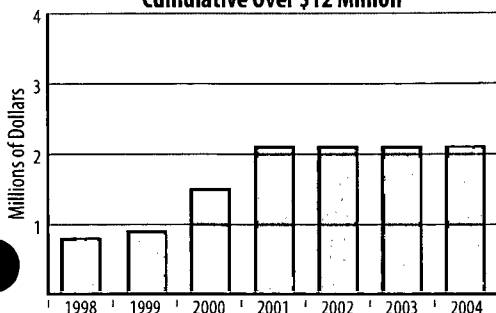
The Santa Cruz County Probation Department realized that the JDAI process could assist in decreasing the number of youth detained who may have special needs and are disproportionately African Americans and Latinos. Santa Cruz County conducted a study of its Juvenile Hall, and found that a facility designed to hold 42 young people often detained up to 60 youth, in poor conditions of confinement. The county's Board of Supervisors provided leadership in instituting reforms to the juvenile detention system and community stakeholders got involved to aid in the process.

"We were facing serious overcrowding in our juvenile detention center. We were looking at 60+ youth daily in a 42 capacity juvenile facility with poor conditions of confinement. Our County Board of Supervisors provided the leadership needed to adopt JDAI in our community. JDAI gave us the opportunity to reduce unnecessary confinement and institutionalization among our youth. The results over the past 10 years have been incredible. Since implementing JDAI, our average daily detention population has decreased by 54% and juvenile felony arrests are down by 41%. I would urge other counties to consider JDAI for their own communities. With over 60 jurisdictions across the country now at some stage of JDAI implementation, it's a movement well worth being a part of."

**-Santa Cruz
County Supervisor,
Mardi Wormhoudt**

Cost Savings in Multnomah County

Savings (1998-2004):
Cumulative Over \$12 Million

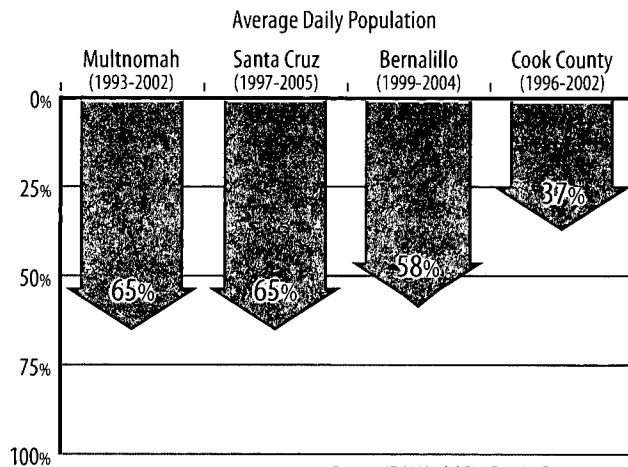


Source: JDAI Model Site Results Report, 2005

Once the reforms took effect, Santa Cruz experienced a significant drop in their costs. A day of juvenile detention costs approximately \$184 compared to a day at a day-reporting center that includes wrap-around services for youth that costs only \$65. Their reform efforts cut the detained population nearly in half, which saved the county close to a million dollars annually. Santa Cruz County developed a series of community-based alternatives so that law enforcement, the courts and other systems actors had some options to choose from.²² The types of programs developed involved community-based organizations and were culturally and linguistically competent. They include training programs based on the youth's strengths, crisis response, wrap-around services and tracking/supervision.

The reforms Santa Cruz County made significantly reduced the juvenile detention population, reduced the level of racial disparities and led to improvements in public safety measures. From 1996 to 2005, the average daily population of juveniles held in secure detention fell 54 percent. In this period of time juvenile felony arrests were almost cut in half.

Detention Population Reductions at JDAI Model Sites



Source: JDAI Model Site Results Reports, 2005

Resources

■ **Annie E. Casey Foundation (AECF)** - To demonstrate that jurisdictions can establish more effective and efficient systems to accomplish the purposes of juvenile detention, the Foundation established the Juvenile Detention Alternatives Initiative (JDAI) in 1992. The objectives of JDAI are to reduce the number of children unnecessarily or inappropriately detained; to minimize the number of youth who fail to appear in court or re-offend pending adjudication; to redirect public funds toward successful reform strategies; and to improve conditions of confinement. www.aecf.org/initiatives/jdai

■ **JDAI Help Desk** - The new on-line clearing house for information on the Juvenile Detention Alternatives Initiative (JDAI), improving juvenile justice and strengthening communities. The Help Desk is an electronic library featuring juvenile justice data & policy analyses, descriptions of best practices, examples of reform tools as well as individualized assistance to help in planning for effective change. www.jdaihelpdesk.org

■ **National Association of Counties (NACo)** - Health and Criminal Justice Programs - provides technical assistance to counties through a mix of educational programming on issues ranging from the methamphetamine epidemic, access to health care, adults and juveniles with mental health/substance abuse needs coming into contact with local criminal justice systems, and juvenile detention reform. Through these grant supported projects, NACo helps counties find solutions to safely and effectively expand access to health care, respond to methamphetamine abuse, divert individuals with mental illness from county jails, to better transition offenders exiting jail with co-occurring disorders to community-based mental health treatment and to better create community alternatives to unnecessary juvenile detention. To carry out these program activities, NACo is supported by grants from Eli Lilly and Company, U.S. Department of Justice Bureau of Justice Assistance, the W.K. Kellogg Foundation, and the Annie E. Casey Foundation.

To order resources and materials from the Annie E. Casey Foundation specifically on JDAI, please contact Justin Carmody, Community Services Division Assistant at (202) 942-4279 or jcarmody@naco.org.

For more information on NACo's criminal justice program, please contact Lesley Buchan at (202) 942-4261, lbuchan@naco.org or visit www.naco.org/te-chassistance and click on "Criminal Justice".

■ **Coalition for Juvenile Justice (CJJ)** - The Coalition for Juvenile Justice serves as a national resource on delinquency prevention and juvenile justice issues. Nationwide, more than 1,500 CJJ volunteers from the public and private sectors—professionals, concerned citizens, and advocates for children and families, and youth themselves—participate as members of state advisory groups on juvenile justice. www.juvjustice.org/initiatives/atd.html

■ **Office of Juvenile Justice and Delinquency Prevention (OJJDP)** - OJJDP, a component of the Office of Justice Programs, U.S. Department of Justice, accomplishes its mission by supporting states, local communities, and tribal jurisdictions in their efforts to develop and implement effective programs for juveniles. The Office also strives to enable the juvenile justice system to better protect public safety, hold offenders accountable, and provide services tailored to the needs of youth and their families. <http://ojjdp.ncjrs.org>

Endnotes

¹ Rust, Bill. "Juvenile Jailhouse Rocked." *AdvoCasey*, Fall/Winter 1999.

² Sickmund, Melissa, Sladky, T.J., and Kang, Wei. (2004) "Census of Juveniles in Residential Placement Data-book." www.ojjdp.ncjrs.org/ojstatbb/cjrp/.

³ Sickmund, Melissa, Sladky, T.J., and Kang, Wei. (2005) "Census of Juveniles in Residential Placement Data-book." Online. Available: www.ojjdp.ncjrs.org/ojstatbb/cjrp/.

⁴ Office of Juvenile Justice and Delinquency Prevention (2001a), "Statistical Briefing Book" www.ojjdp.ncjrs.org/ojstatbb/qa317.html.

⁵ Washington State Institute for Public Policy (2004), S. Burrell et. al., (1998). "Crowding in Juvenile Detention Center Facilities: A Problem Solving Manual." (Richmond, Kentucky: National Juvenile Detention Association and the Youth Law Center, 1998).

⁶ Field, Tracy. "Meeting the Mental Health Needs of Youth in Juvenile Detention: The Bernalillo County (NM) Detention Program." Institute for Human Services Management, November 2004.

⁷ Dishion, T. J., McCord, J., and Poulin, F. (1999) "When Interventions Harm: Peer Groups and Problem Behavior." *American Psychologist* Vol. 54, No. 9 755-764.

⁸ Benda, B.B. and Tollet, C.L., (1999) "A Study of Recidivism of Serious and Persistent Offenders Among Adolescents," *Journal of Criminal Justice* Vol. 27, No. 2 111-126.

⁹ Snyder, H., Puzzanchera, C., Kang, W. (2005) "Easy Access to FBI Arrest Statistics 1994-2002" Online. Available: <http://ojjdp.ncjrs.org/ojstatbb/ezauacr/>.

¹⁰ Sickmund, Melissa, Sladky, T.J., and Kang, Wei. (2004) "Census of Juveniles in Residential Placement Databook" www.ojjdp.ncjrs.org/ojstatbb/cjrp/.

In regards to the estimate of the number of youth moving through detention each year: the most recent data available from surveys administered by the National Council on Juvenile Justice (NCJJ) estimate that 350,000 youth were detained in 1999 (OJJDP, 2001b). This figure, however, does not include youth detained while they are awaiting a court-ordered out-of-home placement. Further, according to Dr. Barry Krisberg estimates the figure to be closer to 500,000: "The NCJJ data covers court hearings for detention – many youths come into detention via law enforcement agencies, schools, parents, social service agencies etc, and are released before a court hearing is held – this might also include probation and parole violators in some jurisdictions." Personal Communications, July 15, 2003.

¹¹ Hubner, J. and Wolfson, J. (2003). "Unlocking the Future: Detention Reform in the Juvenile Justice System." Washington, DC: Coalition for Juvenile Justice.

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¹⁵ Building Blocks for Youth (October, 2005). No Turning Back: Promising Approaches to Reducing Racial Disparities Affecting Youth of Color in the Justice System. Online. Available www.buildingblocksforyouth.org/noturningback.html.

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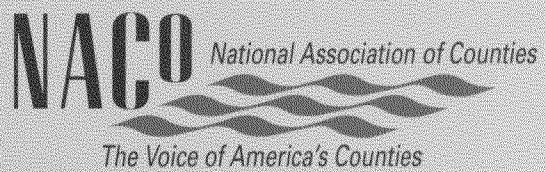
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Reentry for Safer Communities

Effective County Practices in Jail to Community Transition Planning for Offenders with Mental Health and Substance Abuse Disorders



September 2008

NACO National Association of Counties
The Voice of America's Counties



BJA

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A Publication of the
Community Services Division
of the County Services
Department

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About NACo – The Voice of America's Counties

The National Association of Counties (NACo) is the only national organization that represents county governments in the United States. Founded in 1935, NACo provides essential services to the nation's 3,066 counties. NACo advances issues with a unified voice before the federal government, improves the public's understanding of county government, assists counties in finding and sharing innovative solutions through education and research, and provides value-added services to save counties and taxpayers money. For more information about NACo, visit www.naco.org.

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This publication was written by Justin Carmody, NACo Community Services Associate, and edited by Lesley Buchan, Program Director, Community Services Division.

This project was supported by Grant No. 2005-RT-BX-K169 awarded by the Bureau of Justice Assistance. The Bureau of Justice Assistance is a component of the Office of Justice Programs, U.S. Department of Justice, which also includes the Bureau of Justice Statistics, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime. Points of view or opinions in this document are those of the author and do not represent the official position or policies of the U.S. Department of Justice.

Acknowledgements

NACo wishes to thank the following individuals on the "Reentry Focus Group" for their time and valuable contributions to the development of this publication:

- Ginny Hutchinson, National Institute of Corrections, Chief, NIC Jails Division
- Monica Anzaldi, Council of State Governments, Policy Analyst
- Rob Green, Montgomery County Dept. of Corrections and Rehabilitation in Boyds, Warden (representing the American Jail Association)
- Bonnie Sultan, National Alliance for the Mentally Ill (formerly), CIT TA Center Coordinator
- Stefan LoBuglio, Montgomery County Dept. of Corrections, Chief, Pre-release and Reentry Services
- Dan Abreu, National GAINS Center, Associate Director
- Kathy Black-Dennis, American Correctional Association, Director of Professional Development
- Ken Robertson, Center for Substance Abuse Treatment/Substance Abuse and Mental Health Administration, Team Leader
- Steven Williams, Dorchester County Dept. of Corrections, Warden
- Maeghan Gilmore, National Association of County Behavioral Health and Developmental Disability Directors, Senior Policy Analyst
- Joan Gillece, National Association of State Mental Health Program Directors, Project Manager
- Mary Shilton, National TASC, Executive Director
- David Morrisette, Center for Mental Health Services/Substance Abuse and Mental Health Services Administration
- Donald Murray, National Association of Counties, Senior Legislative Director, Justice and Public Safety
- Drew Molloy, Bureau of Justice Assistance, Associate Deputy Director
- Robert Hendricks, Bureau of Justice Assistance (formerly), Policy Advisor
- Eunice Pierre, Bureau of Justice Assistance, Policy Advisor

NACo is also grateful to the following individuals for their valuable insight and contributions to this publication:

- Ruby Qazilbash, Bureau of Justice Assistance, Senior Policy Advisor for Substance Abuse and Mental Health
- Rebecca Rose, Bureau of Justice Assistance, Policy Advisor for Substance Abuse and Mental Health
- Elizabeth Griffith, Bureau of Justice Assistance, Deputy Director
- Amy Solomon, Senior Research Associate, The Urban Institute
- Jenny W. Love Osbourne, Research Associate, The Urban Institute
- Commissioner Lisa Naito, Multnomah County, OR

Special thanks to the counties featured as model programs for submitting information on their programs and coordinating our site visits.

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■ Introduction

In an effort to reduce recidivism and properly address individuals with co-occurring disorders, there has been an emergence of collaborative reentry practices at the county level. These system practices set out to provide interventions that will improve the chances of a successful reintegration into the community for offenders leaving jails. Because jails are locally run and operated and there is such a variance in population and resources in each community, there are many different ways to approach the creation of an effective transition strategy.

This publication is designed for county elected officials, administrators and staff, social service and community providers, local law enforcement, jail and corrections professionals, and other relevant members of the community who are interested in reentry options for offenders with mental health and substance abuse disorders. In most cases, the county board of commissioners is responsible for the jail operating budget; therefore, these local officials are key policymakers in advancing successful reentry practices.

Background

In counties across the country, jails have become our nation's de facto mental health providers. Increasingly overcrowded jails compounded by high rates of mental illness and substance abuse disorders among inmate populations have left community mental health providers unable to meet the demand for mental health services, while county jails struggle with their new role as the primary providers of care to mentally ill offenders. More Americans receive mental health treatment in prisons or jails than in hospitals or treatment centers. The Los Angeles County Jail and New York City's Riker's Island have become our country's largest psychiatric facilities, holding more people with mental illness than the largest psychiatric inpatient facility in any hospital.¹

There are 3,365 local jails that admit and release an estimated 12 million people annually.² A majority of individuals stay in jail less than a month, some for just a couple of hours before they are released. With 73 percent of jail inmates having been previously sentenced to probation or incarceration, it is clear that recidivism is playing a major role in the core population of jails across the country.³

The numbers of individuals with mental illnesses cycling through our nation's jails represent an acute crisis of public health and safety, resulting in steep costs to county jails, criminal justice agencies, and the individuals themselves. Because differing criteria are used to determine mental health problems or mental illness, estimates of its prevalence in correctional populations tend to vary.

The U.S. Bureau of Justice Statistics estimated in 2006 that 24 percent of jail inmates and 15 percent of state prisoners suffered from a serious mental illness, resulting in approximately two million mentally ill individuals admitted to county jails annually.⁴

- The same report found that up to 64 percent of jail inmates suffered from "mental health problems," a rate much higher than the approximately 10 percent of adults in America who suffer from mental health disorders.⁵
- The Center for Mental Health Services' National GAINS Center estimates that 72 percent of persons with mental illness admitted to county jails also meet the clinical criteria for co-occurring mental health and substance abuse disorders.⁶

A co-occurring disorder, also called a dual diagnosis, occurs when an individual has both mental health and substance abuse treatment needs. The overwhelmingly disproportionate rates of mental illness and co-occurring substance abuse disorders among inmate populations have placed additional pressures on overcrowded, overextended, and under-funded county systems.

Benefits of Reentry

This publication focuses on defining the essential components of effective transition planning for this population and showcases studies of promising county practices from across the country. These examples demonstrate that successful reentry practices can:

- Enhance public safety through reducing offender's risk to the community upon release
- Demonstrate cost-savings through a decrease in incarceration and in a wide array of government programs
- Improve the quality of life of individuals suffering from mental health and substance abuse issues
- Promotes safe, orderly, and secure correctional institutions

Analysis conducted by the Urban Institute indicates that regardless of the cost environment or offender population, a modest, publicly funded reentry program could generate considerable net benefits to the community. The study showed that only small reductions in recidivism rates were necessary for public agencies to recover their initial investment in the reentry program; for some counties, less than a percentage point drop in recidivism would initiate cost-savings.⁷

The Urban Institute also conducted an evaluation of the Maryland Re-entry Partnership, which provides transition planning for offenders leaving prison through community-based case management. The evaluation found that with just a 5 percent drop in re-arrest rates exhibited by the program that the state saw a cost savings of \$7.2 million, returning a benefit of about \$3 for every dollar of cost associated with the program.⁸ This research shows the value of prevented costs to potential crime victims and to public agencies that can result from reentry programs. However, these studies are not able to measure the possible decrease in health costs and benefits to the individuals exiting jail and their families.

There are several points at which a person suffering from a co-occurring disorder can come into contact with the criminal justice system. The National Gains Center for People with Co-occurring Disorders in the Justice System has developed the "Sequential Intercept Model," a conceptual tool to illustrate the interface between the criminal justice and mental health systems. The Sequential Intercept Model outlines five points, or "intercepts," at which the criminal justice and mental health systems interact:⁹

- 1) Law enforcement and emergency services
- 2) Initial detention and initial hearings
- 3) Jail, courts, forensic evaluations, and forensic commitments
- 4) Reentry from jails, state prisons, and forensic hospitalization
- 5) Community corrections and community support services

This model can be seen as a series of filters (see Figure 1) in which the intercepts represent different opportunities to intervene to prevent the cycling in and out of the criminal justice system that occurs with mentally ill individuals who often have co-occurring substance abuse disorders. This model has proven to be an effective tool for localities in developing promising practices that provide services designed to help these individuals transition back into the community. The ultimate aim is to reduce rates of recidivism and improve public health and safety by ending the unnecessary incarceration of individuals with mental illness.

Components of Effective Transition Planning for Individuals with Co-occurring Disorders

Developing a transition plan for individuals with co-occurring disorders and linking them to the proper treatment and services in the community upon release from incarceration is integral to reducing the rate of return of these individuals to the criminal justice system.

This publication will focus on local promising practices that address the final two intercepts of the Sequential Intercept Model: (4) reentry from jails, state prisons, and forensic hospitalization and (5) community corrections and community support services.

Role of NACo

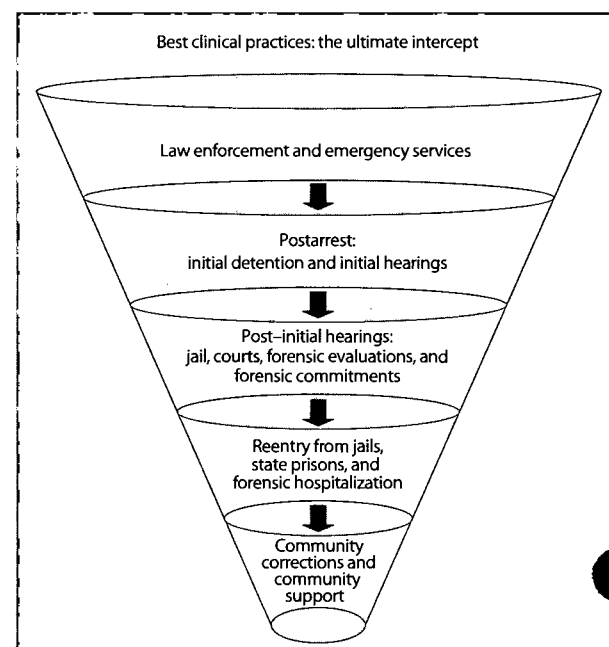
In April 2005, the National Association of Counties (NACo) and the U.S. Department of Justice, Bureau of Justice Assistance convened a "Reentry Focus Group," which included experts from both the criminal justice and mental health fields. The group focused on the issue of transition planning, from jail to the community, of individuals who suffer from co-occurring mental health and substance abuse disorders. Representatives from federal, state, local, private, and nonprofit agencies (a list of all the organizations represented is included in the Acknowledgements) met to discuss the key components of model county practices in transitioning jailed persons with co-occurring disorders to the community as well as to identify possible model sites across the country.

The Reentry Focus Group identified and defined five major characteristics of promising practices in local transition planning:

- 1) Collaboration - At the forefront of any successful reentry program is a strong collaborative structure between criminal justice and mental health agencies in the community. No single community organization is solely responsible for facilitating reentry practices, it requires partnerships across jurisdictional boundaries. Information sharing between partnering organizations in this process and offering collaborative/individual case management with aid from groups like local law enforcement, the jails, community mental health providers, faith-based organizations, probation and parole, and other social service providers is critical in establishing an effective transition from jail back into the community.
- 2) Access to Benefits - An important component to reentry for offenders with co-occurring disorders is ensuring access to benefits such as social securities income/ social securities disability income and Medicare/Medicaid prior to release so that individuals can access medication, health care, housing, food, and employment opportunities. When individuals are charged with a crime and incarcerated, they lose all access to federal benefits such as Medicare/Medicaid and Social Security. This often results in a burden on county governments, as locals are left to pay for medical care of jail inmates even if they have yet to be convicted of a crime. When they are released from jail, the reinstatement of these benefits can be difficult to navigate and can cause a significant lag before these services are readily available again.
- 3) Sustainability - A characteristic of any promising prac-

Figure 1: The Sequential Intercept Model Viewed as a Series of Filters

Source: *Use of the Sequential Intercept Model as an Approach to Decriminalization of People with Serious Mental Illness, Psychiatric Services, 2006.*



tice is sustainability. The program needs to surpass a temporary status, locate consistent funding, develop performance measures, and become common practice in the locality.

- 4) Cultural/Gender Components – Sensitivity to ethnicity, culture, and gender is integral in addressing the reentry of individuals with co-occurring disorders. Offering gender-specific programming as part of their treatment plan is important in properly addressing these offenders leaving jail.
- 5) Community Linkages – The final piece of the reentry process is connecting the offender to the appropriate services and support in the community to ensure the individual does not cycle back into the criminal justice system. This includes family reunification, access to housing, employment, transportation, and general aftercare and follow-up as part of the transition plan.

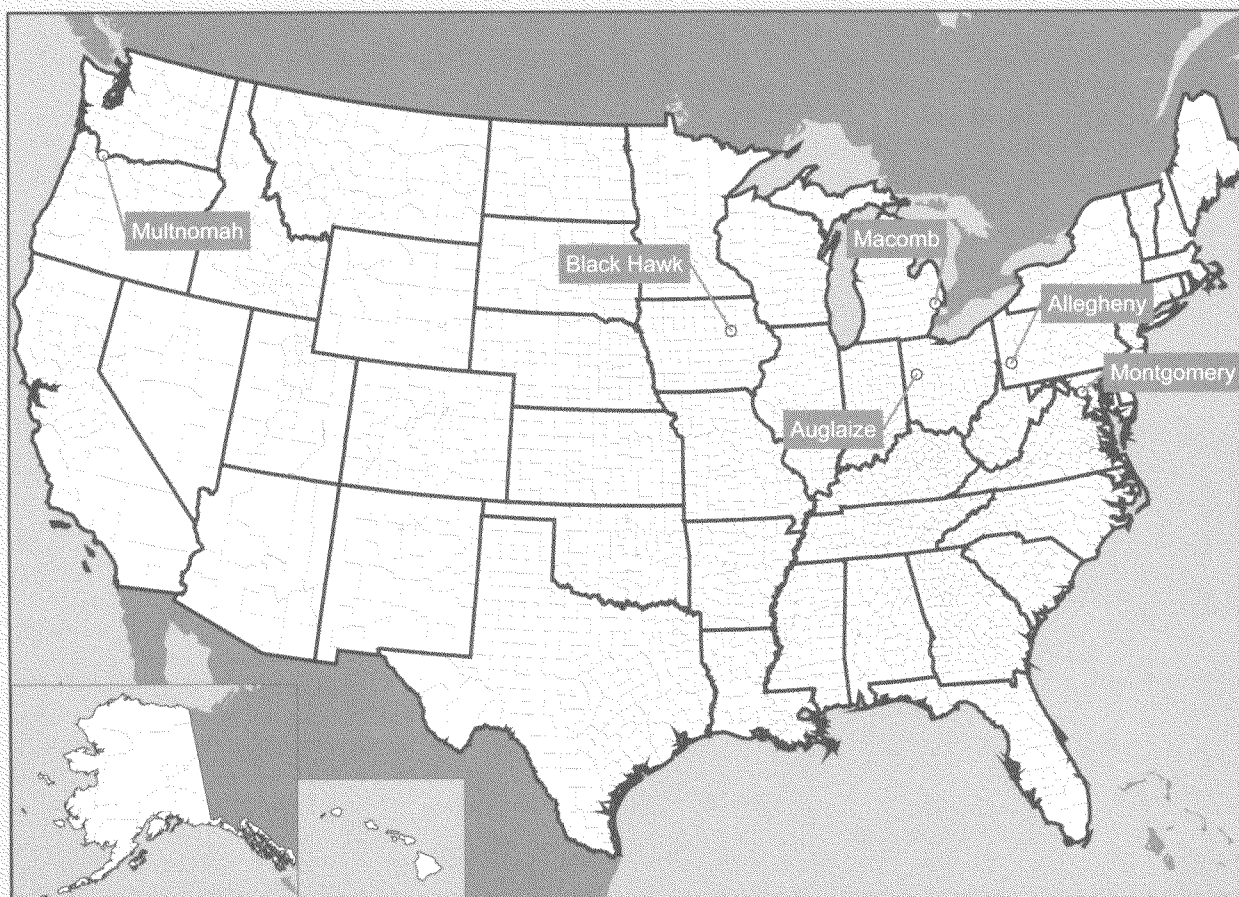
Having established these criteria, NACo sent out a “Call for Nominations” to solicit examples of model sites that exhibit these essential elements. Based on the nominated programs NACo received and on the recommendations that emerged

from the Reentry Focus Group, six models were selected for further review. NACo program staff then conducted an intensive study, which included on-site visits to each selected county to meet with county elected officials, key staff, and other partner stakeholders.

This publication, based on the national study by NACo, features six effective practices for transition planning for incarcerated individuals with co-occurring disorders. These sites represent rural, suburban, and urban counties in different regions of the country (see Figure 2). These programs differ in the focal points of their reentry efforts, but exhibit strong partnerships between the jail and the community, treatment and transition planning within the jail, and some level of follow-up after release. The six sites are:

- 1) Allegheny County, Pennsylvania
- 2) Auglaize County, Ohio
- 3) Black Hawk County, Iowa
- 4) Macomb County, Michigan
- 5) Montgomery County, Maryland
- 6) Multnomah County, Oregon

Figure 2: Jail to Community Transition Planning Model Sites



■ Six model county programs

Allegheny County, Pennsylvania *Allegheny County Jail Collaborative*

Allegheny County is an urban county with well over one million residents; the county seat is Pittsburgh. The Allegheny County Jail, located in downtown Pittsburgh, holds about 2,500 inmates and usually receives over 25,000 offenders a year to serve sentences or await trial. On an average day, approximately 100 arrestees come through the Intake Department. Additionally, the jail receives inmates from Constables, federal authorities, and Sheriff's Deputies. With the number of permanent releases being slightly less than admissions, the population of the jail has been steadily growing over the past decade.¹⁰

The Allegheny County Jail Collaborative (ACJC) has been a joint effort between the Allegheny County Jail (ACJ), the Allegheny County Department of Human Services (DHS), and the Allegheny County Health Department (ACHD) since 2000. The Collaborative was established at this time to address public safety, recidivism, successful reintegration, and duplication of services throughout government agencies within the county. In particular a County Executive had raised concerns that the county was duplicating services and could reduce recidivism and increase public safety by forming a collaborative body to work on these issues.

The Collaborative focuses on comprehensive reentry planning that includes family reunification, housing, substance abuse and mental health treatment, employment, and community engagement. This group has utilized screening tools to identify the needs of inmates and to develop creative solutions to address these needs. The Collaborative has built an infrastructure specifically to provide the supports and services to fill the gaps and remove the barriers that relate to the high

rate of recidivism. The partners of the Collaborative meet monthly and work to plan all in-jail, transitional, and post-release services.

Collaboration

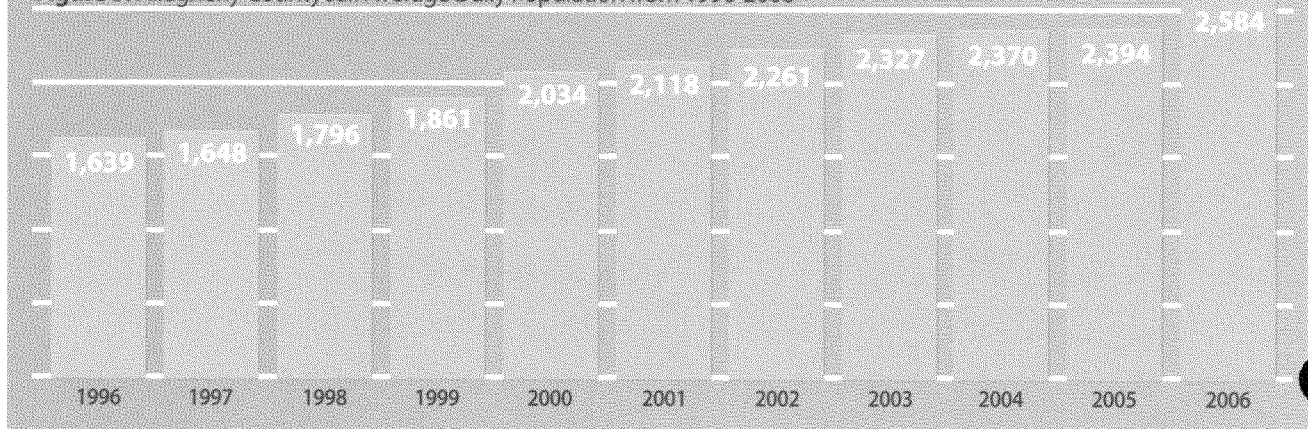
The ACJC partners meet monthly with departmental management as well as representatives from the court, probation/parole, and an evaluation team. The evaluation team is composed of academic staff from the University of Pittsburgh - School of Social Work and Center for Race and Social Problems staff who keep statistics and measuring the results of the Collaborative.

The Collaborative's partnership formed several committees to focus on certain aspects of the reentry process. The Allegheny County Reintegration Advisory Committee is a group of community- and jail-based service providers and ex-offenders who meet monthly to discuss barriers and solutions to the unified reintegration efforts in Allegheny County. The concerns and recommendations of this group are sent to the County Collaborative Management Team for review.

Access to Benefits

The Collaborative begins reentry planning as soon as an individual enters the jail. Inmates are screened upon intake and referred to jail-based programs and treatments such as GED preparation and testing, job training, life-skills class, mental health treatment, and in-patient substance abuse. Allegheny County Forensic Services works with the county jail, the District Courts, Service Coordination Units, and other community providers to assist these offenders with co-occurring mental health and substance abuse disorders prior to their preliminary hearing. They provide coverage at jail intake for processing involuntary or emergency commitments, divert the appropriate individuals from incarceration or extended jail stays, and create and present service plans to the court.

Figure 3: Allegheny County Jail Average Daily Population from 1996-2006



Several programs inside the Allegheny County Jail provide reintegration supports and services to inmates. Intensive case management during incarceration and after release involves building a service plan with the inmate along with service providers and court officials, coordinating services and applying for medical assistance inside the jail, and beginning to facilitate supports for release. The intensive case management is also responsible for contacting any pre-existing community supports, spiritual supports, or family members to include in the transition planning.

The Collaborative has built an infrastructure specifically to provide the supports and services to fill the gaps and remove the necessary barriers that directly relate to lowering the rate of recidivism in Allegheny County. ACJC has implemented reintegration programs, drug and alcohol treatment, GED programs, a "Three Quarter Way House" that acts as a hybrid of a halfway house and transitional housing, and the intensive programs that the county provides such as mental health forensics, Narcotics Anonymous (NA) and Alcoholics Anonymous (AA), and HIV/AIDS prevention and education. Forensic Services also runs the Community Reintegration of Offenders with Mental Illness and Drug Abuse (CROMISA) initiative, a separate facility that provides a therapeutic community for men who suffer from co-occurring disorders and are on probation or parole.

Sustainability

ACJC receives funding from numerous different sources including federal, state, and local agencies, and private foundations. ACJC receives funding support from the Pennsylvania Commission on Crime and Delinquency and other state resources; locally, from the Allegheny County Department of Human Services; and from five different foundations located in the county. Attending the monthly meetings of ACJC and its subcommittees has become common practice for the contributing organizations.

Gender/Cultural Components

The Collaborative manages 18 service providers within the Allegheny County Jail. Many of these providers offer gender-specific treatment programs. Zoar is a service provider that focuses on female inmates. The Community Reintegration of Offenders with Mental Illness and Substance Abuse (CROMISA) initiative is a separate facility working only with male offenders. The Three Quarter Way House is for male offenders and the county is working on the creation of one for women. Both Goodwill and Strength, Inc. work with men and women on reintegration projects.

Community Linkages

A major focus of ACJC is family reunification. In 2003, the Pittsburgh Child Guidance Foundation commissioned a study on the children of incarcerated parents in Allegheny County. The study found that 7,000 children in every zip code and school district in the county have a parent in jail or prison. The study also found that these children were significantly more likely than their peers to fail out of school, suffer emotional distress, commit serious delinquent acts, and be incarcerated themselves as adults.¹¹

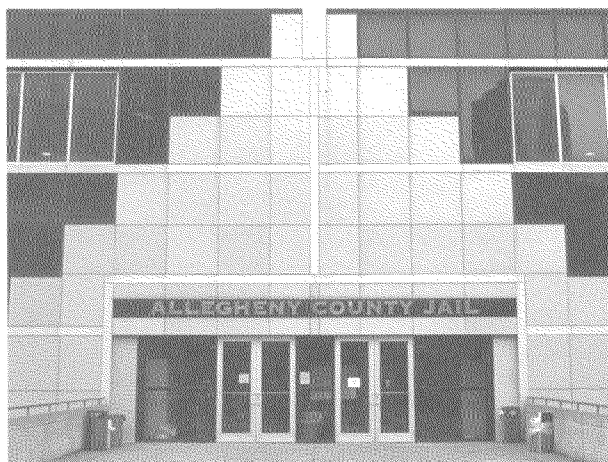


Figure 4: Allegheny County Jail

Source: Allegheny County Bureau of Corrections, 2006 Annual Report

In response to these findings, Lydia's Place, Inc., in partnership with the Allegheny County Bureau of Corrections, the Pittsburgh Child Guidance Foundation, by 100 other community organizations and individuals, is creating a Family Activity Center in the lobby of the Allegheny County Jail. The Center will assist families waiting to visit loved ones who are incarcerated as well as help keep the link between the incarcerated individuals and their family when they leave jail. Allegheny County has also been addressing this issue by working with the Urban Institute's Children of Incarcerated Parents Project.

Upon release from jail, a majority of individuals follow their transition plan and receive treatment, live in alternate housing in the Collaborative's Three Quarter Way House, transitional housing, or their own home. The intensive case manager follows the individual for up to a year after release to assist with family reunification, employment, housing, legal matters, transportation, child support issues, and obtaining logistical items such as a driver's license or other photo identification.

Results

A researcher from the University of Pittsburgh has been collecting data on the effectiveness of the Collaborative and conducting interviews with ex-offenders in a three-year study to show the benefit to public safety, to improve individual's lives, and save taxpayer dollars. The preliminary findings show an overall 15 percent reduction in recidivism compared to the rate before the Collaborative was established. The Collaborative is also working with Carnegie Mellon University to analyze the needs of the recidivating population and the communities most affected in the process.

Auglaize County, Ohio

Auglaize County Transition Program

Auglaize County is a rural county of just over 46,000 residents, located in Western Ohio. The Auglaize County Transition (ACT) Program is a joint project of the Auglaize County Sheriff's Office and the Community Connection for Ohio Offenders, a private, non-profit agency focusing on reentry services throughout Ohio. Although some aspects of ACT have been in place for a number of years, the program formally began in 2003. ACT takes a reentry case management approach to reducing crime in the community.

The Auglaize County Correctional Center is a 72-bed facility that holds pre-trial, pre-sentenced, and sentenced inmates for up to 18 months. The facility receives approximately 1,200 inmates a year, half of whom will be released within 72 hours. Of the 600 remaining inmates, about 200 actively participate in the correctional center's programming every year.

Collaboration

The ACT Program created an interdisciplinary collaboration board of partners called the Reentry Case Management Team. This team meets monthly and is composed of a number of organizations throughout the community:

- 1) Auglaize County Sheriff's Office
- 2) Auglaize County Municipal Court
- 3) Auglaize County Probation Department
- 4) Auglaize County Department of Jobs and Services
- 5) Community Connection for Ohio Offenders
- 6) Lutheran Social Services
- 7) ASTOP (a local substance abuse provider)
- 8) Mercy Unlimited (a faith-based outreach group)
- 9) Tri-County Mental Health and Recovery Services Board (Allen, Auglaize, and Hardin counties)
- 10) St. Mary's School District Adult Basic Education/GED Program
- 11) Auglaize County Community Corrections Planning Board
- 12) Westwood Behavioral Center (a local mental health provider)
- 13) Ohio Adult Parole Authority

The ACT Program uses a case manager as the primary staff manager in coordinating transition plans for the inmates. In addition, a facility classification team- consisting of the case manager, the facility commander, the staff sergeant, one corrections officer from each shift, the mental health/chemical dependency counselor, and two individuals from the Ohio Department of Job and Family Services- meet monthly to review the list of inmates and discuss issues and treatment options for individual offenders.

Auglaize County Commissioner Douglas Spencer commented, "If I had to sum up why this program is a success in one word, it would be collaboration. Getting all these groups involved as partners in this program is really what has made it so effective."



Figure 5: Auglaize County Jail

Source: Staff Sergeant Charles Fuerstenau, Auglaize County Jail

Access to Benefits

All inmates are screened upon intake to the jail for any possible mental health or substance abuse disorders. The Mental Health and Recovery Services Board of Allen, Auglaize and Hardin counties provides a therapist certified for dual diagnosis assessments to administer a full and formal assessment for any inmates exhibiting mental health or substance abuse disorders. From this point, the ACT Program uses a case manager to link inmates to the appropriate services, both inside the jail and in the community upon release.

Substance abusing individuals are directed into a chemical dependency program, which includes Moral Reconciliation Therapy (MRT), a 12-step/chapter substance abuse treatment program, and individual and group therapy. Inmates with mental health issues or who are suffering from co-occurring disorders are routed into the chemical dependency program when appropriate and are seen by the facility therapist for individual and group programming. The mental health and chemical dependency programs are provided through an agreement with the Mental Health and Recovery Services Board of Allen, Auglaize, and Hardin counties. The Sheriff also contracts with Westwood Behavioral, a local provider, of mental health counseling for individuals who are not residents of one of the three counties served by this board.

The case manager also can admit inmates into the facility's GED program. Since 1999, over 80 individuals have received a GED while incarcerated; 14 received their GED in 2006 alone. The program has a 100 percent success rate, with individuals passing the GED exam, not necessarily on their first attempt, but in completing the program before they are released from jail. The case manager also facilitates an anger management group for inmates. The case manager works closely with the local adult probation and parole authorities to incorporate treatment programming into the conditions release for offenders who have post-release control in the transition plan.

Sustainability

The ACT Program is funded by a Justice Assistance Grant from the Ohio Office of Criminal Justice Services, the inmate telephone fund, and the profit from the facility commissary fund. The facility commissary fund is composed of food sales and other miscellaneous items. The inmate telephone fund was established through an arrangement with a local phone company wherein the jail receives revenue from all inmate phone calls. This inmate commissary fund provides enough funding to sustain all of the alternative services that the jail provides its inmates.

Gender/Cultural Components

The Auglaize County Jail is designed to have 11 beds for female inmates, but has experienced an influx of female offenders recently. ACT has responded by offering gender-specific programming.

Community Linkages

A majority of ACT's services are offered inside the jail facility while the inmate is incarcerated. The case manager works closely with local adult probation and parole to work on transition plans for persons exiting the jail and remains an important contact after individuals are released. The case manager also coordinates with an employment specialist provided through the Ohio Department of Job and Family Services to help ex-offenders obtain a job and appropriate housing immediately after their release. Joe Lynch, jail administrator at the facility says that ACT is "grassroots crime prevention at the local level."

The ACT Program has brought community groups together and worked with inmates with mental health or substance abuse needs to provide the appropriate services and improve their chances of becoming more productive citizens. Staff Sergeant Charles M. Fuerstenau of the ACT Program remarked on the effect of the program, "I used to think if someone came back into the jail after having been previously incarcerated that the program had failed. Now I realize that you have to measure your progress in terms of improving the lives of the entire community."

Results

Since the program was put in place in 2003, the jail has seen an 80 percent drop in incidents of violence within the facility. Also, the work release program at the facility has generated \$385,000 in income since its inception. The Ohio Department of Health has funded a \$20,000 evaluation of the ACT Program by a criminal justice professor from the University of Texas at San Antonio and a professor from Tiffin University (Ohio) who was formerly the director of the Ohio Bureau of Adult Detention. They hope to produce statistically significant results from the past three years they have been monitoring the effort.

Black Hawk County, Iowa Mental Health Assessment and Jail Diversion Program

Black Hawk County has a population of approximately 120,000 people living predominately in the Waterloo/Cedar Falls region. The jail averages 250 inmates with approximately 28 percent taking psychiatric medications. The Black Hawk County Jail was experiencing constant overcrowding, and in 2004 the county's Department of Correctional Services received funding from the Central Point of Coordination (CPC) office, which oversees local mental health spending in the county, to address this population.

The Department of Correctional Services, with input from various community organizations including the county attorney's office, put together the Mental Health Assessment and Jail Diversion Program. The goal was to establish a structured means of screening and early intervention for individuals with mental health issues and to pursue the best possible supervision/treatment options for mentally ill offenders coming back into the community.

The Mental Health Assessment and Jail Diversion Program is based on the Substance Abuse and Mental Health Services Administration's (SAMHSA) "APIC Model" which includes the following components:

Assess

Assess the inmate's clinical and social needs and public safety risks

Plan

Plan for the treatment and services required to address the inmate's needs

Identify

Identify required community and correctional programs responsible for post-release services

Coordinate

Coordinate the transition plan to ensure implementation and avoid gaps in care with community-based services¹²

Collaboration

The Mental Health Assessment and Jail Diversion Program is a collaborative effort among the Department of Correctional Services, the Sheriff's Office, the county attorney's office, the public defender, the local courts system, the mental health center, Pathways Behavioral Services (mental health professionals working within the jail), and other community agencies in and around Black Hawk County. In 2004, the Department of Correctional Services hired a Community Treatment Coordinator who has been integral in coordinating the organizations and agencies involved in this program.

Upon the inception of the program, the county decided to place the Community Treatment Coordinator within the Department of Correctional Services. The connection between the mental health community and an offender's parole or probation added accountability, which helped gain support from judges in the local court system. There are weekly meetings with the Sheriff's Office, the County Attorney, Pathways Be-

havioral Services and the Community Treatment Coordinator to discuss and plan for releases from the Black Hawk County Jail.

Access to Benefits

The Mental Health Assessment and Jail Diversion Program provides the opportunity for identified mentally ill inmates in the Black Hawk County Jail to be screened and provided assistance in establishing a transition plan. Referrals for inmates to enter this program come from a variety of sources, including jail staff, probation/parole officers, the Mental Health Center, the offender and their family, public defender/county attorney, case managers, and other involved community agencies.

The Community Treatment Coordinator provides assessment, referral to the appropriate services, and works to facilitate the transition plan for these individuals. The Department of Correctional Services partners with Black Hawk Grundy Mental Health and Pathways Behavioral Services to offer the referral option of gender-specific services in the Dually Diagnosed Program for Men and the Women's Co-Occurring Disorder Program at the county's Residential Correctional Facility. The partners make every effort to get medication to those inmates in need.

Sustainability

The Mental Health Assessment and Jail Diversion Program began with a grant from Black Hawk County's CPC, an office that assists with referrals and placement to appropriate service providers in the community. The program quickly produced results for the community, and the county has been very supportive of the program by providing funding.

Gender/Cultural Components

The Department of Correctional Services offers two gender-specific programs for treating individuals with co-occurring disorders: the Dually Diagnosed Program for Men and the Women's Co-Occurring Disorder Program. Both programs incorporate an integrated treatment approach by addressing both the mental health and substance abuse disorders. Simultaneously, in the same setting, cross-trained staff from mental health, substance abuse, and correctional services work together to provide the services.

The Dually Diagnosed Program for Men, a 16-bed residential facility for male offenders with co-occurring issues, was established by the county in 1998. Clients participate in treatment during a six to twelve month period, and continue to receive case management, individual counseling, and group therapy services following their discharge from the facility. Two respite beds are set aside in the residential facility for clients encountering difficulty adjusting to their release while under the program's continuing care supervision.

The Women's Co-Occurring Disorder Program began in 2003 and has many similarities to the men's dual diagnosis

program. A number of these female offenders spend time in the Waterloo Residential Correctional Facility as a condition of their probation or on work-release status. The overall goal of both these programs is to provide gender-specific treatment programs so that offenders can establish law-abiding lifestyles with a stabilized mental condition free of chemical dependency.

Community Linkages

The Community Treatment Coordinator works with Probation/Parole Officers in coordinating the transition of the offender back into the community. They focus on connecting the individuals with access to medications, housing options, finances, and employment. A unique feature of Black Hawk County's program is the Community Accountability Board, a group composed of various agencies and individuals from the community who have a vested interest in persons with mental illness. The board assists the Department of Correctional Services and the correctional consumers in reviewing potential program participants, developing comprehensive treatment plans, and identifying what needs to be done to have the greatest chance for a successful community transition. The Department of Correctional Services is trying to secure funding to hire an outreach worker whose duties would be based solely on narrowing gaps in aftercare when offenders are released from jail.

Results

The Community Treatment Coordinator position has also enabled the Mental Health Assessment and Jail Diversion Program to track data and show the community results in improving public safety, improving people's lives, and saving money.

Based on 34 months of data (i.e., since inception of program)

- 415 men and women assessed
- 282 men = 68%
- 133 women = 32%
- 74% (309 people) were transitioned successfully into the community/diverted from jail and prison
- Re-arrest rate is 26%
- Surveyed 10 specific individuals in the program and estimated cost savings over \$54,500

Based on the average stay in jail, data from November, 2006

A neighboring county, Dubuque, is using Black Hawk County's program as a model in developing its own jail diversion and transition planning efforts. As Sara Carter, the Community Treatment Coordinator, commented, "We have gotten to the point we are not just reacting to the problem, but we have put some planning into how to ease overcrowding in the jails, treat mentally ill individuals appropriately, and increase awareness of the issue throughout the community."

Macomb County, Michigan

Dual Diagnosis & Mental Health Jail Reduction Programs

Macomb County is the third largest county in Michigan, with a population of over 800,000. The largely suburban county is within metropolitan Detroit, covers 482 square miles, and is the fastest growing county in the state. The Macomb County Jail houses over 1,438 adult men and women; approximately 14 percent have mental health issues. Seventy percent of those identified as having mental health issues were incarcerated for non-violent crimes and 80 percent also have substance abuse issues.

Macomb County Community Corrections operates two programs for offenders with mental health and substance abuse issues: the Dual Diagnosis Program and the Mental Health Jail Reduction Program. The Dual Diagnosis Program has been working to address the needs of those with mild to moderate mental illness both in and outside the Macomb County Jail since October 2001. In response to a growing need for earlier, more intensive intervention for individuals suffering from co-occurring disorders in the jail, the Mental Health Reduction Program began in 2004.

Collaboration

The Dual Diagnosis and Mental Health Jail Reduction Programs are run by Macomb County Community Corrections, a county department that develops and maintains community-based alternatives to incarceration for non-violent offenders aimed at relieving prison and jail overcrowding. Community Corrections administers these programs in coordination with the Community Mental Health Department and works to build the community collaboration necessary to help meet the needs of the co-occurring population in the Macomb County Jail.

The group's Advisory Board includes a circuit court judge, a district court judge, a prosecuting attorney, a defense attorney, the county sheriff, chief of police, representatives from the chamber of commerce, the county's office of substance abuse, Community Mental Health, and members of the public. Community Corrections has a number of both formal and informal agreements with organizations throughout the community to assist the program's clients. These include a partnership of more than two dozen local human services agencies that have pledged to provide resources including health care, education, vocational training, family counseling, childcare, and transportation to populations with mental illness. Macomb County Commissioner Joan Flynn remarks, "Macomb County has been encouraging collaboration; that's what makes these programs work."

Access to Benefits

Macomb County Community Corrections works to place non-violent offenders into community supervision, rather than jail or prison, to free up corrections space for more serious offenders. Through the Dual Diagnosis and Mental Health Jail Reduction Programs rehabilitative and monitoring options include substance abuse inpatient and outpatient treatment, daily reporting services, urine testing, community service work, cognitive restructuring, and pre-trial release supervision.

The Dual Diagnosis Program is designed to fill the gap between release from incarceration and the inductions of community services by providing treatment and case management. Participants can be felons or misdemeanants who have a primary diagnosis of substance abuse and a secondary diagnosis of a mental health disorder. Before the existence of the Dual Diagnosis Program, it was difficult to place individuals with co-occurring disorders in treatment programs, because of the complexities of dealing with the combinations of issues. Emergency psychiatric evaluations and medications are provided to participants while they wait for their federal benefits and an appointment with a community mental health provider.

The Mental Health Jail Reduction Program, established in 2004, was designed to reduce the jail population by diverting non-violent, less severe mentally ill inmates who previously would not have been eligible for community-based programs. Those who participate in the program are chosen based on specific eligibility criteria. They are then assessed and screened for appropriateness for the program. A request is made to the courts for early release from jail into various residential facilities or intensive outpatient treatment. While involved in this program, the offender is seen by a contracted psychiatrist, provided with medication, and given assistance with housing and transportation costs.

Both of these programs focus on the needs of those with mild to moderate mental illness previously ineligible for placement through the Macomb County's Community Mental Health Department. The Community Mental Health Department has funding to address the remaining offenders with severe and persistent mental illness with secondary substance abuse issues. Community Corrections has two staff whose jobs are primarily transition planning. In addition, Community Mental Health has two case managers assigned to the jail for this purpose.



Figure 6: Macomb County Advisory Board

Source: Linda Verville, Assistant Director, Macomb County Corrections

Sustainability

The Dual Diagnosis program began with funding through the Bureau of Justice Assistance and is currently being financed by Macomb County. The Mental Health Jail Reduction Program is funded through the Michigan State Office of Community Corrections. The Macomb County Board of Commissioners has put on hold plans for a jail expansion project that would

cost upwards of \$93 million and is currently investing in the jail diversion programs to address the needs of this growing population.

Gender/Cultural Components

The Dual Diagnosis and Jail Reduction Programs fund a women's treatment facility, called the Home of New Vision, for long-term dual diagnosis treatment and transition back into the community. This provides specialized residential treatment that can address the gender specialized needs of the co-occurring population. Group services include a 12-week Women's Empowerment Series designed for survivors of domestic violence, as well as other open support groups.

Community Linkages

Once an individual is leaving jail or residential treatment, Community Corrections addresses the lag in time between the release from jail and the intake process at community agencies. In this crucial period, the programs fund necessary psychological evaluations, prescription medications, housing assistance, transportation, and other basic needs.

The coordinator meets with the offender to review the individualized plan and make appointments for community case management meetings before the offender is released from jail. After release, the coordinator meets with the client for employment screenings, health care eligibility screenings, long-term housing options, and enrollment into outpatient treatment programs or other services identified by the initial needs assessment. Community Corrections works with the local Michigan Works! Office and the state's workforce development association to coordinate employment and training options.

Communication with treatment and service providers is ongoing. The Program Coordinator updates the probation department and the courts on progress and compliance. Substance abuse testing is part of the treatment plan to ensure compliance. The average time in the program is between seven and twelve months.

Results

Throughout 2006, 111 individuals went through the full transition planning program, were released from jail, and provided case management and individualized treatment and services. The average reduction in jail stay for these individuals is estimated to be 78 days. By reducing their incarceration time, the county estimates it saves 10,400 jail bed days for a cost savings of \$733,200.¹³

With a reduction in recidivism and extending the time for re-arrest, if it does occur, additional jail beds are saved in the long term. Documented outcomes from the programs indicate that the average time between incarcerations before program intervention for this population was 128 days; after completing the program, the time was extended to 309 days. Macomb County Commissioner Keith Rengert says, "These programs are proving to be effective not only in saving the county money, but in helping people improve their lives."

Montgomery County, Maryland Pre-Release and Reentry Services Division

Montgomery County is a large suburban county of over 870,000 residents, located just north of Washington, DC. The Montgomery County Department of Correction and Rehabilitation oversees four major operational divisions:

- 1) The Pre-Release Center (PRC)— a pre-release facility that holds an average of 172 inmates and coordinates with an average of 50 offenders in home confinement.
- 2) The Correctional Facility – a jail with a capacity of 1,029 inmates.
- 3) The Detention Center – responsible for intake and processing of offenders with a capacity of 200 inmates.
- 4) The Pre-Trial Services Unit – a pre-trial community supervision program of about 1,500 defendants a year.

The Pre-Release and Reentry Services Division (PRRS) coordinates the PRC, a complex of four correctional units, each operated by a separate staff treatment team: a co-ed unit, two men's units, and an honor's unit. The first stand-alone PRC was opened in 1972. The program was expanded over the years and in 1990 the PRRS developed a highly structured non-residential pre-release component. The PRC is a highly structured residential work release and treatment facility for up to 177 male and female offenders, and offers a comprehensive array of services that provide offenders and their families an opportunity to address problems, make lifestyle changes, and manage the issues of reentry as offenders begin their return to the community.

The PRRS serves local, state, and federal offenders who are within 12 months of release and are primarily returning to Montgomery County. PRRS works closely with the offender's family in designing the transition plan and PRRS staff provide intensive case management, employment services, and treatment planning. The program conducts a thorough screening and assessment of individuals before they are deemed eligible to participate.

Collaboration

The PRRS works closely with the Montgomery County Department of Health and Human Services, the courts, local employers, housing agencies, the local faith community, the Maryland State Division of Corrections, and the federal Bureau of Prisons. PRRS partners with the Department of Health and Human Services in designing treatment plans for individuals with co-occurring disorders or mental health services. The Archdiocese of Washington's Welcome Home Program and St. James Aftercare Ministries offer mentoring services and the Montgomery County Housing Opportunity Commission and other faith-based organizations provide offenders with federally subsidized housing.

Access to Benefits

PRRS staff screen individuals weekly in each of Montgomery County's detention facilities. Referrals are typically received from defense and prosecuting attorneys, judges, probation agents, case managers within the Maryland Division of Corrections, and community corrections officials within

the federal Bureau of Prisons. At the time of initial screening, each case undergoes a thorough review to determine if an offender is best served by residential services through the PRC, non-residential through the home confinement program, or a combination of both.

PRRS provides a comprehensive array of services including:

- Individualized assessment and treatment planning
- The intensive Job Readiness and Retention Program, job counseling, and placement
- Comprehensive substance abuse and addiction services, education, counseling, relapse prevention planning, and Twelve Step programming
- Work-release or educational release
- Individual, group, and family counseling
- Community-based therapy
- Life Skills seminars

Sustainability

Montgomery County fully funds PRRS. The program operates under the premise that public safety is enhanced when individuals are released through the PRC rather than through the jail. Residents of the PRC provide support for their families and save money for their release by obtaining employment. Residents also pay 20 percent of their salaries for room and board, which generates over \$250,000 for the county annually.

Gender/Cultural Components

Programming in the PRC includes gender-specific treatment through the TAMAR Program, which stands for Trauma, Addictions, Mental health And Recovery. TAMAR is a voluntary trauma treatment and education program for women and men. The TAMAR Program is in place in eight counties throughout the state of Maryland, offering trauma treatment centers within the detention centers as well as peer support groups within the community. The program also offers connection to community agencies providing mental health, substance abuse, and social and domestic violence services.

Community Linkages

The PRRS Division has a strong work-release program in which individuals are assigned a Work Release Coordinator whose primary functions are to assist in finding long-term employment, provide vocational guidance and counseling, facilitate the Job Readiness/Retention Seminar, and ensure that their clients maintain positive performance and accountability at work. The Work Release Coordinators are engaged in community outreach with local businesses, prospective employers, and vocational training programs.

Case managers help individuals suffering from co-occurring disorders link up with the proper community based mental health and substance abuse treatment. They also work with the offender's family member designated as their "sponsor" ensure the offender is having a smooth transition back into the community. PRRS will provide the sponsor information on enabling, limit-setting, domestic violence, and family roles. Sponsors are seen as an integral part of the reentry process.

Results

PRRS collects data and demographic information on individuals successfully released from PRRS; jail beds saved; cost savings; and percentage released with employment, housing, and other appropriate services.

In 2006, PRRS:

- Managed almost 30 percent of all locally sentenced inmates in the corrections system in Montgomery County
- Served 624 individuals, and 83 percent successfully completed the program.
- Collected \$400,000 in program fees. Program participants paid over \$200,000 for family and child support and \$30,000 in federal taxes.
- Saw 99 percent of program participants released with housing.
- Saw 88 percent of program participants were released with employment.

Multnomah County, Oregon Transition Services Unit

Multnomah County is an urban county of over 660,000 containing the city of Portland. Multnomah County contains two operating jails: the Multnomah County Detention Center, a 676-bed maximum security adult facility in downtown Portland, and the Multnomah County Inverness Jail, a 1,014 bed medium security facility in the Northeast part of the city.

The Transition Services Unit (TSU), established in 2001, provides a comprehensive system of services designed to prepare, equip, and sustain offenders upon their release from jail or prison. The TSU conducts reach-in visits of inmates who are going to be released from state prisons back into Multnomah County. The program is responsible for linking recently released offenders to services, including pre-release planning, case coordination, housing, transportation, and medical and benefit assistance. The TSU provides transition planning services up to 120 days prior to release from prison or jail and 90 to 180 days post-incarceration.

The Department of Community Justice, a county agency in Multnomah County, runs the TSU. The program works on the "housing first" model and coordinates with Multnomah County and the city of Portland's 10-year plan to end homelessness. TSU's primary focus is on offenders with special needs, including those with mental, developmental, and physical disabilities; the elderly; and predatory sex offenders. TSU services cover a daily average of 35 recently released offenders from jail or prison, helping them to:

- 1) Locate and access safe and suitable housing
- 2) Identify and make an initial appointment for medical and/or mental health and substance abuse treatment
- 3) Receive medication assistance
- 4) Make first appointment for federal and state benefits
- 5) Receive employment referrals
- 6) Receive clothing
- 7) Receive case coordination parole/probation and connect to other service providers

Collaboration

The Department of Community Justice coordinates the TSU in and works with a number of community, state, and federal agencies and organizations.

TSU's Housing Services has contracts with six local housing providers and provides contracted/subsidy housing for individuals transitioning back into the community. The Department of Community Justice partners with Cascadia Behavioral Healthcare, a local treatment provider, to provide treatment for individuals suffering from co-occurring disorders.

Multnomah County also runs a Public Safety Coordinating Council where committees make recommendations on various criminal justice and mental health concerns. Multnomah County Commissioner Lisa Naito remarks, "A regular organizational meeting with all the appropriate stakeholders is a necessary first step. The Public Safety Coordinating Council is the foundational structure of Multnomah County's efforts; it's where the action stems from."

Access to Benefits

The TSU coordinates the Joint Access to Benefits (JAB) Program, a collaborative effort that helps offenders qualify for federal disability benefits that cover mental health services, psychiatric medications, and other care. This is a joint project among the Multnomah County Sheriff's Office, Multnomah County Aging and Disability Services, Social Security Administration, and Oregon Department of Corrections. The goal of the JAB Program is to initiate the application for Social Security benefits as early as possible after release so persons leaving jail can receive benefits as soon as possible in order to ensure stable housing and medication assistance.

Individuals with co-occurring disorders are connected with Cascadia Behavioral Healthcare before their release. A 30 day supply of medication is provided for individuals leaving prison and a 14-day supply for those exiting jail. The TSU also has available 20 slots a month to cover no charge offenders exiting prison or jail a full 12 months of coverage for medical services and insurance.

Snapshot of Special Needs for TSU Clients

Mental Health	35%
Sex Offenders	51%
Offenders with Violent Histories	19%
Developmental Disabilities	6%
Medical Disabilities	11%
Alcohol and Drug Issues	78%

The Multnomah County Department of Community Justice also operates the Londer Learning Center, designed to enhance community safety by helping offenders develop literacy skills. The center collaborates with local treatment centers, courts, corrections counselors, and parole/probation officers to provide educational services for adults out of jail or prison, but on some form of community supervision.

Sustainability

The TSU is funded primarily by Multnomah County, with additional funding from the Oregon Department of Corrections. The Multnomah County Board of Commissioners has been supportive of the TSU program and has made the services the TSU offers common practice in the county.

Gender/Cultural Components

Multnomah County's Day Reporting Center is a highly structured, non-residential program that offers supervision and access to services while stressing accountability and community safety. The Day Reporting Center offers 90 to 120 days of intensive case management for offenders coming out of jail or prison. The Focus on Reentry (FOR) program offers a number of gender-specific groups; cognitive restructuring and life skills groups; and relapse prevention, education, and emotional management services. The FOR program works in 12 gender-specific sessions, and on the 13th session they bring in the appropriate community linkages for the individual.

Community Linkages

TSU works extensively in providing housing support for offenders transitioning back into the community. The program provides contracted/subsidy housing for a monthly average of 329 offenders who have no other resources or support. Multnomah County has contracts with local housing providers and also operates facilities like the Medford Building. The Medford Building- a co-operative effort of Multnomah County and Central City Concern, a non-profit group working to provide solutions to homelessness in Portland- houses male and female offenders released from substance abuse treatment programs and who currently undergoing outpatient treatment as well as indigent, post-prison parolees and probationers.

TSU works with the Day Reporting Center to form a hub of services for released offenders from jail or prison, including:

- Drug and alcohol assessments, referrals, and services
- Cognitive restructuring and life skills groups
- Case management
- Random urinalysis
- Employment services
- Referrals for education and GED testing
- Mental health services

Results

TSU corroborates research that finds that offenders who have access to supportive services and housing upon leaving incarceration are less likely to recidivate and more likely to find employment.

- TSU receives approximately 2,265 clients a month.
- TSU data also shows 78 percent of high-risk, high-need offenders were able to move into stable housing, obtain employment, complete their GED and/or obtain entitlements.

Multnomah County, Oregon Department of Community Justice Transition Services Unit

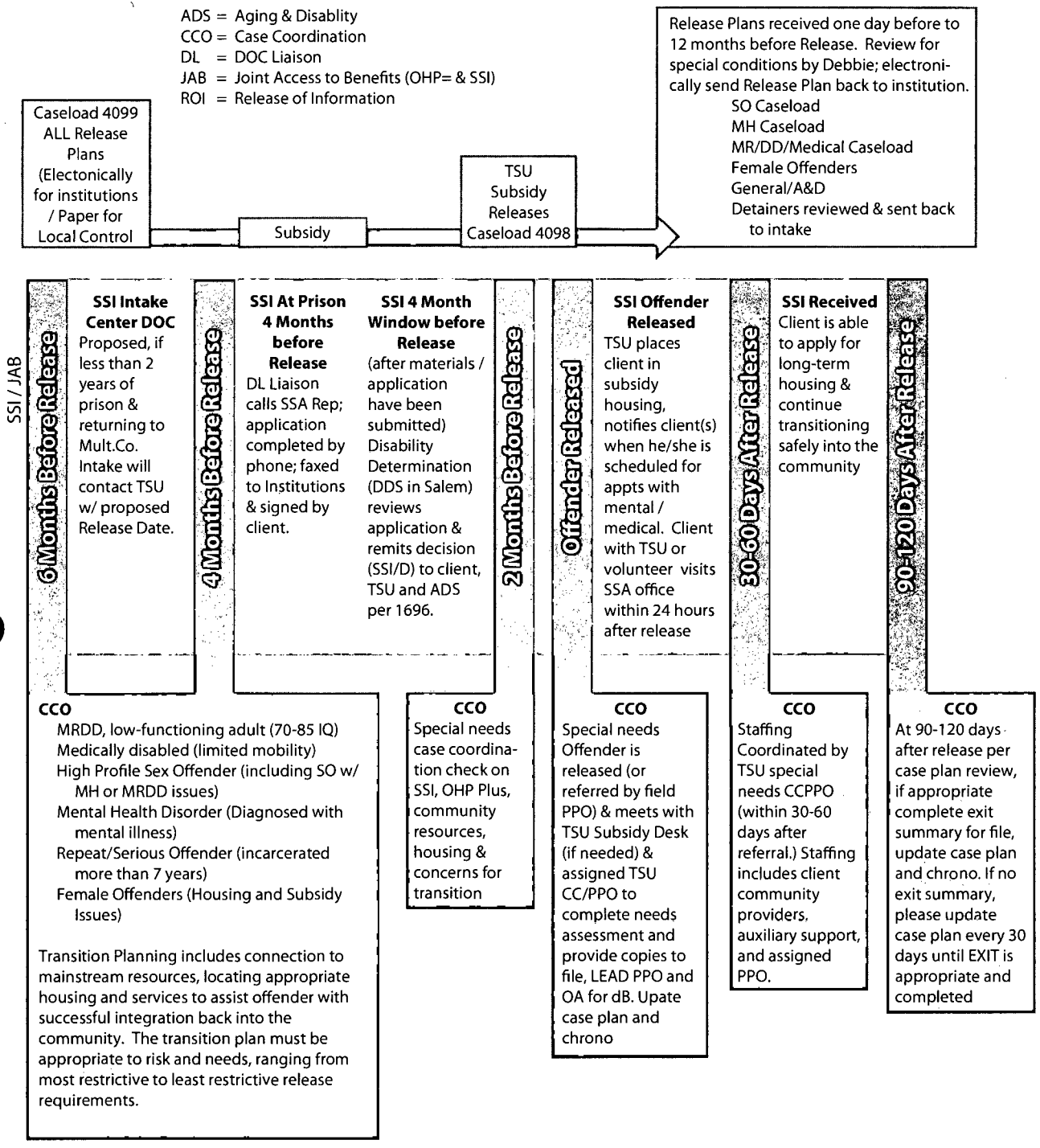


Figure 7: Diagram of the Transition Services Unit Services

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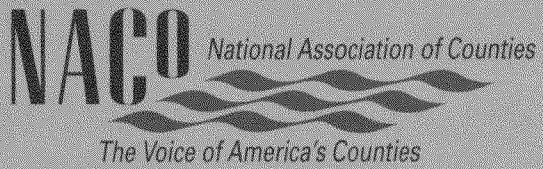
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¹³ Macomb County Community Corrections estimates that with 100 participants multiplied by 104 days (the average stay in jail for individuals with co-occurring disorders) multiplied by \$70.30 (the daily cost of incarceration in the Macomb County Jail) they save \$733,200 a year in jail costs.



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LOW-RISK OFFENDERS: IS IT A GOOD INVESTMENT?

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ACKNOWLEDGMENTS

We would like to thank several individuals at the Multnomah County

Department of Community Justice for their assistance with the collection and interpretation of the data required for this study. Charlene Rhyne, Ph.D., Wayne Salvo, and Kathy Zimmerman all provided invaluable insight into the anomalies, rival hypotheses, and solid explanations for our findings. The validity and applicability of this research was greatly improved by their efforts. Many thanks.

This research was supported by Grant #2000-IJ-CX-0029 awarded by the National Institute of Justice, Office of Justice Programs, U.S. Department of Justice. Points of view in this document are those of the authors and do

not necessarily represent the official position or policies of the U.S.
Department of Justice.

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EXECUTIVE SUMMARY

Background

Community justice departments, across the nation, are continually pressured to implement higher-intensity modes of supervision for serious offenders without the benefit of expanded resources. This study examines one county's response to these pressures. In 1997, the Multnomah County (Oregon) Department of Community Justice launched an ambitious effort to change the way in which adult community supervision services were provided. A departmental audit, state budget re-allocations, and continuing budget shortfalls all encouraged the Department to re-think the way in which its resources were expended. The overall goal of the redesign effort was to refocus time and resources on high-risk offenders, while providing less restrictive modes of supervision to lower risk offenders, without jeopardizing public safety.

Following empirically-validated best practices demonstrating that high-risk offenders are more likely to benefit from intensive intervention and treatment services than low-risk offenders, the Department launched a new mode of supervision that was grounded in solid research. Specifically, the redesign required increased transfers of limited and low-risk probationers and parolees to a casebank caseload. Casebank provides minimal face-to-face supervision and compliance reviews, thereby conserving Departmental resources for offenders who demonstrate a higher risk to re-offend. The redesign also provided differing service levels in response to the offenders' risks and needs, as well as a mobile structure for the transfer of offenders between supervision levels and caseloads in response to their behavior.

The cornerstone of the redesign is a validated risk assessment system used to identify the level of risk posed to public safety by an offender. The Oregon Case Management System includes an Initial Risk Assessment Instrument (administered upon admission to community supervision) and a Risk Reassessment Instrument (administered at least every six months for high, medium, and low supervision levels, and on an as-needed basis for limited supervision). Scores on individual items are combined to create a total score which translates to a supervision level. The level indicated by the raw score is the *calculated supervision level*. Discretionary overrides are permitted if the classification staff feels that, upon reviewing specific case information, the offender poses a more or less serious threat to public

safety than that indicated by the calculated supervision level. Overrides to a higher supervision level are permitted if the offender has a history of assault, significant programming needs, a significant criminal history, new criminal activity, major non-compliance, or criminal associations. Overrides to a lower supervision level are permitted if the offender's compliance with supervision conditions is exemplary or if the offender is participating in a residential treatment program (and is therefore unavailable for supervision). Mandatory overrides are also required for certain types of offenses. The overridden supervision level is called the *actual supervision level*.

Together with program needs, the supervision level is part of the consideration for a caseload assignment. Over the years, the Department has had various caseload options available providing different levels of supervision, and offering different treatment services. Contact standards are based on the actual supervision level, and provide for a range of intensities and types of supervision. Contact types include face-to-face contacts with offenders or other persons with meaningful knowledge of the offender, home visits, file reviews, and compliance reviews.

The main strategy for responding to offender non-compliance is the application of sanctions. In 1995, the Department, along with other community corrections agencies in Oregon, implemented a structured intermediate sanctioning process, which permitted the imposition of limited periods of incarceration along with other sanctions in response to offender non-compliance. This process was designed to provide immediate sanctions for specific behaviors, serving as a consequence or treatment intervention to deter future non-compliant behavior. The imposition of sanctions was supposed to occur in a graduated fashion (i.e., escalating in severity with repeated violations) and to combine punitive actions (e.g., jail) with treatment services when necessary. The severity of different sanctions is measured in terms of "custody units," where one unit equals one day in custody, while other sanctions (e.g., program participation, letter of reprimand) equal partial custody units. The sanctioning system features a wide array of options designed to provide intermediate responses to behavior and thereby reduce the reliance on jail time.

Thus, the redesign effort first endeavored to identify offenders with different likelihoods of recidivism and to assign them to caseloads with levels of supervision and treatment services commensurate to their level of

risk. In so doing, expensive staff and treatment resources could be reserved for higher-risk offenders. A process evaluation (Austin et al., 1999) demonstrated that the initial stages of the redesign had been properly implemented, yet questions remained about the extent to which contact standards were being met, sanctions were being imposed, and public safety was being protected. The current study's design addresses each of these questions.

Design

A quasi-experimental design was employed using non-randomized comparison groups consisting of offenders admitted to community supervision in 1995, 1998 and 2000. The 1995 cohort represents offenders processed through the traditional system of community supervision. The next two cohorts were exposed to the new form of supervision that relied on strategic decisions about supervision intensity and access to treatment resources, based on objective risk assessment. The 1998 cohort reflects offenders exposed to the first version of the new system of community supervision, which was the subject of Austin et al.'s (1999) process evaluation confirming the integrity of the initial implementation of the redesign. The 2000 cohort reflects this system of supervision as it has developed over time to become fully institutionalized within the Department.

Major Findings

- \$ Except in a limited number of areas, the cohorts were very similar in terms of their demographic and legal status characteristics. Across the three years, increasing proportions of women, white offenders, probationers, offenders convicted of controlled substance and DUI offenses, and misdemeanor level offenses were evident among admissions to community supervision.
- \$ The three cohorts were very similar in terms of the extent of their prior involvement with the criminal justice system. In 1998 and 2000, offenders on caseloads featuring higher levels of service had a higher number of prior arrests than offenders on caseloads with fewer service resources.
- \$ Since 1995, the proportion of offenders with a *calculated* supervision level of limited or low has increased by approximately 10

percentage-points. In terms of the *actual* supervision level (which accounts for overrides) a 20 percentage-point difference is evident. These changes may be due to two key factors: 1) an increasing proportion of probationers, who are disproportionately lower risk; and 2) increased use of overrides to reduce the offenders' supervision level. These are important considerations in the interpretation of changes in recidivism rates.

- \$ In terms of initial caseload assignments, an increasing proportion of offenders were assigned to casebank from 1998 to 2000, with a consequent decrease in the proportion assigned to caseloads with higher levels of service.
- \$ The caseloads have become more homogeneous, with greater concentrations of high and medium-risk offenders assigned to generic caseloads and a greater concentration of limited and low-risk offenders assigned to the casebank.
- \$ The backbone of the redesign, the objective risk assessment system, has some significant problems. The override rates are much higher than the accepted standard (40% in 2000), with most of the cases being overridden in the downward direction (23% of all cases in 2000). Because the higher rate of overrides indicates that the supervision levels are being driven by subjective or mandatory policy criteria, rather than by the validated, objective risk items, the Department should conduct an in-depth revalidation study to identify the source of and remedy for the problem and the operation of override criteria across gender.
- \$ Although we intended to conduct an in-depth analysis of the type and intensity of supervision contacts across supervision levels and caseloads, the contact data were not reliable for such examination. Problems with the software created inflated estimates of the actual amount of contact. However, given that this inherent bias was equally distributed across all offenders, we were able to discern that the intensity of supervision increased by supervision level. Thus, it appears that low and limited supervision cases indeed received significantly fewer supervision contacts than medium and high-risk offenders, which is a key element of the casebank's cost-effectiveness.

\$ In general, the analysis of sanctions data revealed that approximately 27% of offenders in the 1998 cohort were sanctioned at least once, and 21% of offenders in the 2000 cohort were sanctioned at least once (these rates are not comparable due to differences in the length of the follow-up period). Differences in the custody units imposed varied as expected across legal statuses, with offenders on parole and post-prison supervision receiving longer custodial sanctions. The structured sanctioning system, despite its mission to decrease the reliance on custodial sanctions in response to offender non-compliance, continues to use "jail" and "jail plus a program" much more often than any other option. In addition, in approximately one-third to one-half of sanction events, the full sanction is never actually served, indicating a lack of integrity in the sanction program.

\$ In recent years, the level of reported crime in Multnomah County has decreased approximately 7%, while the number of arrests has increased approximately 2%. While the actual contribution of probationers, parolees, and post-prisoners to the reported crime and arrest statistics cannot be estimated with available data, this study confirms that the majority of offenders on community supervision are successful and are not re-arrested in Multnomah County during their periods of supervision.

\$ Over time, the 12-month recidivism rate decreased from 35.5% in 1995 to 27.1% in 2000. While it is plausible that the new form of supervision contributed to this success, the changing composition of the community supervision offender caseload should also be considered (e.g., an increasing proportion of women and probationers who are disproportionately low-risk). Overall, however, these findings provide sound evidence that the casebank model has been implemented without compromising public safety.

\$ The high rate of overrides of the calculated supervision level has hampered the risk assessment system's overall effectiveness. In contrast to the actual (i.e., overridden) supervision level, the calculated level provides for linear failure rates across levels. Overridden cases had recidivism rates corresponding more closely to their calculated supervision level than their overridden supervision level. Further, bivariate analyses showed a stronger relationship between the calculated level and the dependent variable (i.e., re-

arrest) than did the actual supervision level.

- \$ The redesign required low and limited-risk offenders to be assigned to a casebank featuring very low levels of contact and supervision. Despite the lower level of surveillance and treatment resources, offenders on the casebank caseload performed better (i.e., lower recidivism rates, less serious new offenses) than offenders on other, higher-intensity forms of supervision. One obvious caveat to this finding is the reduced risk of detection of new criminal behavior among offenders who are not supervised as closely. In general, however, it appears that eligible offenders have been appropriately targeted (i.e., they were at low-risk of re-offending) and that they performed well on the new form of supervision.
- \$ A multivariate logistic regression analysis yielded an equation able to predict 78.4% of re-arrests. Variables included caseload assignment, legal status, actual supervision level, race, gender, age, current offense type, prior arrests, and sanctions. The variables performed as expected, with an increasing probability of recidivism for higher-service caseloads (e.g., generic and specialized) and offenders who abscond from supervision; greater risk of recidivism for offenders with higher assessed risk levels, those on parole and post-prison supervision, those with a greater number of prior arrests, and those who had been sanctioned. In terms of demographic characteristics, men were more likely to recidivate than women, and Black and Native American offenders were more likely to recidivate than offenders of other racial groups. Although age was identified as a significant predictor of recidivism in the bi-variate analyses, its effect appears to be mitigated by other factors in the multivariate equation.

Conclusions and Recommendations

In general, it appears that the redesign has accomplished its core objective: to assign offenders to caseloads based on risk, thereby allowing the reallocation of Department resources toward medium and high-risk offenders without compromising public safety. Offenders on limited and low supervision have significantly lower rates of recidivism, meaning that they do not pose a threat to public safety despite reduced contact levels and access to treatment services. While the decreasing recidivism rates are certainly encouraging, its exact cause cannot be located by research

that does not feature an experimental design. For example, the drop in recidivism may be due to superior methods of offender supervision under the redesign, but could also be attributed to an increasing proportion of low-risk probationers on the caseload who, as indicated by their risk level, commit fewer offenses. While the specific cause of the drop in recidivism rates cannot be pinpointed, it is important to note that the redesigned supervision model appears to work at least as well as the prior system of supervision that provided costly resources and services to all offenders, regardless of risk level. These results clearly encourage the continued use and refinement of the casebank model of supervision.

There are several recommendations flowing from this study. First, the Department should conduct a validation of its risk assessment system to determine the reasons for and impact of its high rates of override. Because the Oregon Case Management System is a statewide system, the Department is not permitted to make changes to the items, their relative weights or to the cut-points of the scale. Given that Multnomah supervises the majority of probationers, parolees, and post-prisoners in the state however, consideration should be given to a statewide revalidation study to isolate the items which may serve to classify offenders improperly, and the elements of the system in which the staff may lack confidence, both of which would serve to reduce the need for overrides in the first place. In general, it is recommended that state or local jurisdictions revalidate their classification systems every five years to ensure they are responsive to the changing characteristics of the offender population. In particular, because of the increasing proportions of probationers among the community supervision populations over the past five years, reconsideration of the precision of each item and the validity of the instrument as a whole appears warranted.

Of additional concern is the potential for the risk assessment system, as it is currently formulated, to over-classify women offenders who have demonstrably lower recidivism rates than men. A thorough evaluation of the validity of the system across gender would necessitate data on a sample of offenders' scores on each of the risk items (not available for this study) and the specific reason for overriding the calculated supervision level (also not available). Such a study would ensure that the instrument is valid for both genders, and would provide additional insight into the functionality of each of the risk assessment items and override criteria.

Short of a full-scale evaluation, the Department should conduct

additional research into the causes of the high rates of overrides to the calculated supervision level. Ostensibly, override policies and procedures were developed to adapt the statewide instrument to the county's unique features. However, given that the calculated supervision level proved to be a better predictor of recidivism than the actual supervision levels (which take overrides into account), limiting the permissible override criteria could improve the overall integrity of the system of offender supervision. At the very least, the Department should review its mandatory and discretionary override policies, assess the distribution of all overrides across both genders, and examine the relative failure rates of overridden cases.

Currently available data on the type and intensity of supervision are not adequate to determine their impact on offender behavior. Eliminating the default setting in the MIS which serves to over-estimate the actual number of contacts with any given offender is a necessary first step in creating an internal capacity to monitor the level of contact across supervision levels. Second, given that the rates of recidivism among medium and high-risk offenders are rather high (55% to 70% over 24-months), the Department should consider a qualitative assessment of the interventions (contact type, intensity, and duration), needs assessment process, and treatment services that could improve the rates of success for these offenders. This study could specifically target offenders on the caseloads of experienced PPO's with a demonstrated history of effective supervision. Identifying specific behaviors, types of contact, effective treatment programs, and general supervision styles, and developing training around these factors, could help to reduce the rates of recidivism over time. Further, the rates of success across specialized and generic supervision services were not statistically different, leading to the question "What makes specialized caseloads 'special'?" The Department may wish to reconsider the intended goal of these services, how resources are allocated across these caseload types, and the specific needs targeted by the specialized services. The relative efficacy of these caseloads should be examined using validated needs assessment data.

One of the most interesting findings emerging from this study is the relative interchangeability of the various caseload types with respect to recidivism rates. Offenders of a given risk level (e.g., a high-risk sex offenders) would have approximately the same performance level regardless of the caseload to which they were assigned. Although the data on the type and level of service intensity was not judged to be valid

for the purposes of this research, we did conclude that offenders of different risk levels receive *quantitatively* different levels of supervision. However, it appears that *qualitatively*, the levels of service do not appear to make much difference in terms of offender outcomes (i.e., the two caseloads are more similar in practice than intended in their design). This is particularly important in determining the relative efficacy of the specialized versus generic caseloads for medium and high-risk offenders. Thus, we recommend that the Department initiate a study, followed by internal quality assurance monitoring, to identify and expand upon those styles, tools, and methods of supervision that may positively affect recidivism rates in order to make the higher supervision caseloads more effective.

INTRODUCTION

Community justice departments, across the nation, are continually pressured to implement higher-intensity modes of supervision for serious offenders without the benefit of expanded resources. This study examines one county's response to these pressures. In 1997, the Multnomah County (Oregon) Department of Community Justice launched an ambitious effort to change the way in which adult community supervision services were provided. A departmental audit, state budget re-allocations, and continuing budget shortfalls all encouraged the Department to re-think the way in which its resources were expended. The overall goal of the redesign effort was to refocus time and resources on high-risk offenders, while providing less restrictive modes of supervision to lower risk offenders, without jeopardizing public safety.

Following empirically validated best practices demonstrating that high-risk offenders are more likely to benefit from intensive intervention and treatment services than low-risk offenders, the Department launched a new mode of supervision that was grounded in solid research. Specifically, the redesign required increased transfers of limited and low-risk probationers and parolees to a casebank caseload. Casebank provides minimal face-to-face supervision and compliance reviews, thereby conserving Departmental resources for offenders who demonstrate a higher risk to re-offend. The redesign also provided differing service levels responding to the offenders' risks and needs, as well as a mechanism for the efficient transfer of offenders between caseloads, in response to their behavior.

Shortly after the implementation of the redesign, the Department initiated a contract with the authors of this report to conduct a process evaluation to determine whether the new form of supervision had been properly implemented and to determine its impact on public safety¹. The process evaluation utilized one-day snapshots from 1995 through 1998 to examine caseload assignments and composition, and used a subsample of offenders from 1995 and 1998 to do a preliminary analysis of recidivism. The major findings of the process evaluation are summarized below:

¹Austin, J., K. Dedel, and W. Naro. (1999). *Multnomah County Adult Community Justice Supervision Redesign Program*. Washington, DC: The Institute on Crime, Justice and Corrections at The George Washington University and the National Council on Crime and Delinquency.

- \$ A major shift occurred in terms of the proportion of offenders assigned to the various caseloads. Far fewer offenders were being assigned to generic supervision and specialized caseloads, with a concurrent increase in the number of offenders assigned to the casebank.
- \$ The new distribution of offenders across caseloads was accompanied by greater homogeneity within caseloads in terms of risk score, supervision levels, and offense type.
- \$ Preliminary recidivism analyses indicated that the redesign appeared to be safe. Although offenders in the casebank received only minimal supervision, the large majority were successful in the community. Offenders in the casebank were re-convicted and re-incarcerated less often than offenders on generic or specialized caseloads.

While these results were promising, there were several limitations to the study. First, because of the recent tenure of the redesign, there were not a sufficient number of cases nor was a sufficient follow-up period available to ascertain the precise impact on public safety. Further, questions remained about the integrity of service delivery across the caseloads, and the extent to which sanctions were used in response to non-compliance.

Thus, in early 2000, The Institute on Crime, Justice and Corrections at The George Washington University applied for, and received, a grant from the National Institute of Justice to respond to the outstanding issues. This report describes the study's design, methodology and findings.

KEY FACETS OF THE REDESIGN

The caseload redesign required a number of tools and options for the efficient management of offender supervision, including an objective risk assessment system, a variety of caseload options featuring different levels of service intensity and treatment resources, and a method to respond to offender non-compliance.

\$ **Risk Assessment**

The cornerstone of the redesign is a validated risk assessment system

to identify the level of risk to public safety posed by an offender. In 1989, the Oregon Department of Corrections implemented an objective risk assessment system (Oregon Case Management System; OCMS) designed to govern classification decisions for probationers and parolees, statewide. The goals of OCMS were to: 1) classify offenders based on their risk of recidivism; 2) manage the supervision of offenders using the least restrictive method; and 3) ensure statewide consistency in the classification and management of offenders. In 1994, following recommendations made by an independent evaluator, a revised and empirically derived system was implemented. The OCMS includes an Initial Risk Assessment Instrument (administered upon admission to community supervision) and a Risk Reassessment Instrument (administered at least every six months for high, medium, and low supervision levels, and on an as-needed basis for limited supervision).

The Initial Risk Assessment Instrument consists of eight items shown to be statistically related to the risk to re-offend. These items focus heavily on the offender's prior involvement with the criminal justice system, history of escape or failure to appear, and substance abuse. In addition to these items, the Risk Reassessment Instrument also examines the offender's behavior since the last assessment (e.g., employment, compliance with conditions of supervision). A few of the items have point ranges that include negative numbers to indicate exemplary behavior (e.g., employed 75 to 100% of the time since the last assessment). Scores on individual items are combined to create a total score which translates to a supervision level. The level indicated by the raw score is the *calculated supervision level*. The scoring guidelines are as follows:

	<u>Initial Risk Score</u>	<u>Risk Reassessment Score</u>
High Supervision	10 or higher	7 or higher
Medium Supervision	6 to 9 points	4 to 6 points
Low Supervision	1 to 5 points	0 to 3 points
Limited Supervision	0 or lower	-1 or lower

Discretionary overrides are permitted if the classification staff feels that, upon reviewing specific case information, the offender poses a more or less serious threat to public safety than that indicated by the *calculated supervision level*. Overrides to a higher supervision level are permitted if the offender has a history of assault, significant programming needs, a significant criminal history, new criminal activity, major non-compliance, or criminal associations. Overrides to a lower supervision level are permitted if the offender's compliance with supervision conditions is exemplary or if the offender is participating in a residential treatment program (and is therefore unavailable for supervision). Mandatory overrides are also required for certain types of offenses. The overridden supervision level is called the *actual supervision level*.

\$ Caseload Assignment and Supervision Intensity

Together with program needs, the supervision level is part of the consideration for a caseload assignment. Over the years, the Department has had various caseload options available providing different levels of supervision, and offering different treatment services. Contact standards are based on the actual supervision level, and provide for a range of intensities and types of supervision. Contact types include face-to-face contacts with offenders or other persons with meaningful knowledge of the offender, home visits, file reviews, and compliance reviews. Contact frequency standards are summarized below:

	<u># Contacts</u>	<u>Frequency</u>
High Supervision	4	monthly
Medium Supervision	2	monthly
Low Supervision	1	monthly
Limited Supervision	file check	monthly
	compliance review	every 6 months

Offenders can be transferred into and out of the different caseloads in response to their behavior or needs. The main caseload types are described below:

Casebank—as one of the key features of the redesign effort, the casebank generally serves low and limited-risk offenders and requires minimal contact with the offender. Probationers can be assigned to the casebank upon admission, but offenders on parole or post-prison supervision are only

eligible after 90 days on a caseload with a higher level of supervision. A form of casebank operated in 1995, but it was not an immediate option upon admission as it was in 1998 and 2000.

Generic Field Supervision+while the services provided under generic field supervision have largely remained the same over time, the type of offender eligible for this caseload has changed significantly. In 1995, offenders of any supervision level were placed on this caseload, were supervised with face-to-face contact, and had access to the full array of treatment options. The core concept of the redesign was to conserve these resources (both staff time and treatment) for medium- or high-risk offenders, who have been shown through research to benefit more from these services than lower risk offenders. With the redesign effort, generic field supervision targeted medium and high-risk offenders.

Specialized Caseloads+the Department maintains a number of specialized caseloads, tailored toward offenders with special needs or special circumstances. Since 1995, the array of options has included sex offender, mental health, gang supervision, women offender, DUI, African-American Project, and domestic violence. Each of these specialized caseloads features services designed to respond to the specific needs of offenders, either on-site or through contracted services.

There are a few caseload types that only operated in certain years included in this study. These include:

Intensive Case Management+operating in 1995, ICM was designed to serve high-risk offenders and to provide supervision contacts of greater frequency and duration. It was dissolved in 1996, with high-risk offenders being transferred to generic field supervision.

Local Control+with the passage of Senate Bill 1145, responsibility for the supervision of felons sentenced to prison for less than 12 months was transferred from the state to the county, as was the responsibility for offenders whose parole was revoked and who were ordered to serve an in-custody sentence of 12 months or less. Following the implementation of SB1145 in 1997, revocation rates to prison were expected to drop with a corresponding increase in the number of offenders serving revocation sentences in the Multnomah County Jail. In 1998, a report was issued showing that the impact of SB1145 was less significant than projected, due in part to the successful implementation of drug courts, effective utilization

of lower-level interventions prior to revocation, and shorter-than-expected sentences ². These issues notwithstanding, a portion of offenders in the both 1998 and 2000 cohorts included in this study are identified as local control.

\$ Structured Sanctions

The main strategy for responding to offender non-compliance is the application of sanctions. In 1995, the Department, along with other community corrections agencies in Oregon, implemented a structured intermediate sanctioning process, which permitted the imposition of limited periods of incarceration along with other sanctions in response to offender non-compliance. This process was designed to provide immediate sanctions for specific behaviors, serving as a consequence or treatment intervention to deter future non-compliant behavior. The imposition of sanctions was supposed to occur in a graduated fashion (i.e., escalating in severity with repeated violations) and to combine punitive actions (e.g., jail) with treatment services, as needed.

In 1998, the county's sanctioning provisions were revised. Instead of vesting the authority to sanction offenders in the Parole Board, this power was granted to the local authorities. For probationers, the Department has the authority to impose sanctions of up to 60 days, while sanctions of more than 60 days are imposed by the court. For offenders on parole or post-prison supervision, the Probation/Parole Officer (PPO), has the power to impose sanctions of 1 to 5 days, the PPO Supervisor may impose sanctions between 6 and 30 days, and the local hearing officer has the authority to impose sanctions of 31 to 60 days. The local supervisory authority may impose sanctions of 61 to 90 days. This change in sanctioning authority was accompanied by an administrative sanctioning grid that structures the types and duration of sanction that can be imposed for various non-compliant behaviors or specific violations of the conditions of supervision. The severity of different sanctions is measured in terms of "custody units," where one unit equals one day in custody, while other sanctions (e.g., program participation, letter of reprimand) equal partial custody units. The sanctioning system features a wide array of options designed to provide

²Oregon Department of Corrections. (1998). *Senate Bill 1145 Evaluation Report: Executive Summary*. Salem, OR: Oregon Department of Corrections.

intermediate responses to behavior by reducing the reliance on jail time.

Thus, the redesign effort first endeavored to identify offenders with different likelihoods of recidivism and to assign them to caseloads with levels of supervision and treatment resources commensurate to their level of risk. In so doing, expensive staff and treatment resources could be reserved for higher-risk offenders. A process evaluation (Austin et al., 1999) demonstrated that the initial stages of the redesign had been properly implemented, yet questions remained about the extent to which contact standards were being met, sanctions were being imposed, and public safety was being protected. The current study's design addresses each of these questions.

RESEARCH DESIGN

Obviously, it was not possible to use a true experimental design in which offenders were randomly assigned to the system of supervision services at different points in its evolution. Instead, a quasi-experimental design was employed using non-randomized comparison groups consisting of offenders exposed to community supervision in 1995, 1998 and 2000, displayed graphically below:

Year	Admissions (n)	93	94	95	96	97	98	99	00	01
1995	10,094	O ₁		X ₁	O ₂					
1998	12,565				O ₁		X ₂	O ₂		
2000*	9,604							O ₁	X ₃	O ₂
*Note: In order to permit a 12-month follow up period, only offenders admitted between January and June, 2000 were included in the 2000 cohort.										

Where:

O_n represents measurement of impact measure either before or after intervention X_n has occurred;

X₁ represents the community supervision model in place in 1995;

X₂ represents the community supervision model in place in 1998;

X₃ represents the community supervision model in place in 2000.

The intervention (X_n, above) represents services received during the active period of supervision, until either a successful or unsuccessful termination was documented for each offender. The length of the observation (O_n, above) is set at 24 months pre- and post-admission for the 1995 and 1998 cohorts, and 12-months pre- and post-admission for the 2000 cohort. A shorter observation period was utilized for the 2000 cohort in order to complete the research during the grant period.

The 1995 cohort represents offenders processed through the traditional system of community supervision. The next two cohorts were exposed to the new form of supervision that relied on strategic decisions about supervision intensity and access to treatment resources, based on objective risk assessment. The 1998 cohort reflects offenders exposed to the first version of the new system of community supervision, which was the subject of the process evaluation (Austin et al., 1999) described above. The 2000 cohort reflects this system of supervision as it has developed over time to become fully institutionalized within the Department. Originally, we hoped that this cohort would also reflect additional best practices governing the use of an objective needs assessment process with linkages to targeted services. However, despite efforts by the Department to implement the needs assessment process, its use remains sporadic and therefore, not amenable to inclusion in this research.

DATA ACQUISITION

At the outset of this research, the plan was to draw a sample of offenders from each admission cohort and to combine both automated data requests and manual data collection efforts to obtain the full scope of information needed for this study. However, we found that sufficient automated data were available to permit the inclusion of entire admission cohorts, which increases the external validity of the findings as the analyses are free from sampling bias. Data were acquired from a number of different sources and merged together using matching criteria (SID number and date of birth).

First, a list of offenders admitted to community supervision during each of the targeted years was requested from the Oregon Department of Corrections (the state's repository of all community supervision data).

An **admission** was defined as an offender admitted to supervision a) for a new crime for which he or she was given a sentence to probation; b) after serving a prison sentence with additional time to serve on parole or post-prison supervision; c) upon returning to active supervision after previously absconding; and d) upon moving into Multnomah County from active supervision in another county or state. These conditions, in combination, capture the population of offenders "newly exposed" to community supervision during a given year. It excludes those who may be on supervision during a given year as the result of an admission from a previous year. The total cohorts included 10,094 offenders in 1995, 12,565 offenders in 1998, and 13,632 offenders in 2000.

Once the cohorts were identified, a variety of data were obtained from several criminal justice agencies. Data on demographics, current offense, legal status, risk/supervision level, and caseload assignments were obtained directly from the Multnomah County Department of Community Justice (DCJ). Each month, the Oregon Department of Corrections sends the DCJ a "monthly snapshot" which includes the targeted (and other) information on every offender on community supervision that month. Monthly snapshots were obtained from January, 1995 through June, 2001. Offenders who were not part of the cohort were deleted from the files. These data were used both to describe the different cohorts, and to examine differences across caseload types and supervision levels on various outcome measures.

Information on arrests and convictions was obtained from the newly-launched data warehouse, Decision Support System-Justice (DSS-Justice), which contains integrated, individual-level data from law enforcement (Portland Police Department and Multnomah County Sheriff), the District Attorney, and the Courts. DSS-Justice provided arrest and conviction data for each offender in the sample using the following parameters. For the 1995 and 1998 cohorts, data covered two years subsequent to the admission date (follow-up data), and two years prior to the admission date (prior history data). For the 2000 cohort, the follow-up period was limited to one-year in order to complete the research during the grant period. These data were used to describe the offenders' prior criminal justice histories, and also included data for the key outcome measure (re-arrest).

Data describing the intensity of supervision of offenders in the sample were obtained from the Oregon Department of Corrections (as

the repository of the County's community supervision data). For each offender, chronological records of all supervision contacts were provided, including the type of contact (e.g., person-to-person, telephone, mail, etc.) and the person contacted (e.g., offender, employer, etc.), for the entire period of supervision. These data permitted an assessment of whether the type and intensity of supervision varied across caseload types.

Finally, data on the use of sanctions were extracted from the DCJ's Sanctions Tracking Data Base (STDB). This database, created in 1997, contains information on the non-compliant behavior triggering the sanction (i.e., the conditions violated) and the specific type and duration of the sanction imposed. These data were obtained for the 1998 and 2000 cohorts, covering the entire period of supervision for each offender. Unfortunately, data were not available to assess the use of sanctions for the 1995 cohort. Prior to 1998, sanctions data were not maintained systematically. Although the main information management system had a "sanctions module," its data were considered unreliable because of the tremendous number of fields that were not populated. Thus, the comparative analysis of the use of sanctions was limited to the 1998 and 2000 cohorts.

These data were merged, audited, and cleaned to ensure their accuracy and validity. Copies of all databases, and syntax used in their analyses, have been submitted to the National Institute of Justice, as required. Detailed findings are discussed below.

RESULTS

0 Descriptive Analyses

A descriptive analysis of the three cohorts was conducted to identify any differences between the cohorts and across caseload types and supervision levels. These analyses were used to guide the recidivism analyses presented at the end of this section, and to identify key differences that needed to be controlled through multivariate analyses.

\$ Demographics

Table 1, below, describes the three cohorts of offenders that were the subject of this study. The total number of offenders who were admitted

to supervision during the targeted years was identified, and certain groups of offenders were excluded from the research because they were not actually subjected to community supervision.³ The total number of offenders included in each admission sample was⁴:

Table 1. Sample Sizes, 1995 through 2000		
Year	N	% of cohort

³More specifically, offenders who lived out of the county, were in an institution on another offense, were administratively transferred to a caseload for informational purposes, or who were on INS or Interstate Compacts were actually supervised by other criminal justice agencies. For a short time, the DCJ utilized volunteers to supervise very low-risk misdemeanants. Because these volunteers were not deputized officers, their supervision practices were not appropriate for inclusion in the study. Finally, a number of offenders were excluded for other reasons (e.g., administrative transfers to caseloads, miscellaneous outcount reason) or because the necessary data to determine their caseload assignments were not available.

⁴In order to complete the study during the required time frame, the 2000 cohort was limited to those offenders admitted between January 1 and June 30, 2000. Table A (in the appendix) compares the demographic, legal status, current offense, and offense level for the half-year versus the full year 2000 cohort. While the half year cohort had a greater proportion of probationers (79.6% compared to 74.8%), there were otherwise no significant differences between the two groups.

1995	8,506	84.3%
1998	10,794	85.9%
2000**	8,353	87.0%
<i>Note: The 2000 admission cohort was limited to those offenders admitted January 1 through June 30, 2000.</i>		

As shown by the data in Table 2, the three cohorts are similar, with only a few notable trends. Since 1995, there was an increasing proportion of women admitted to community supervision (20.4% in 1995, 21.6% in 1998 and 24.4% in 2000). The proportion of offenders who are white has also increased slightly since 1995 (from 68.3% to 71.2% to 71.8%), with similar decreases in the proportion of Black offenders (from 24.4% to 21.5% to 20.5%). Due in large part to state sentencing guidelines requiring offenders to complete larger portions of their sentences in prison, thereby reducing the volume of offenders released to parole and post-prison supervision, there was a significant increase in the proportion of the adult supervision caseload on probation (from 60.7% in 1995 to 79.6% in 2000) versus various forms of parole and post-prison supervision (from 36.2% in 1995 to 17.3% in 2000). Further, along with decreases in the proportion of individuals convicted of person offenses (from 23.8% in 1995 to 16.8% in 2000), there were increases in the proportion of controlled substance and DUI offenders (from 31.9% in 1995 to 42.4% in 2000). Finally, there was a slight decrease in the proportion of felony offenders since 1995 (from 82.3% to 77.8%), and a slight increase in the proportion of misdemeanants (13.4% to 16.9%).

Table 2.
Cohort Demographics and Legal Characteristics.

Characteristics	1995		1998		2000	
	N	%	N	%	N	%
Total Admissions	10094	100.0	12565	100.0	9604	100.0
Included	8,506	84.3	10,794	85.9	8,353	87.0
Excluded						
Out of the Country	76	0.8	16	0.1	19	0.2
Institution	1	0.0	4	0.0	0	0.0
INS/Compact	2	0.0	520	4.1	153	1.6
Volunteer Misdemeanor	651	6.4	19	0.2	0	0.0
Outcount Reason	485	4.8	734	5.8	806	8.4
Missing	373	3.7	478	3.8	273	2.8
Gender						
Male	6,758	79.5	8,432	78.1	6,282	75.2
Female	1,739	20.4	2,335	21.6	2,035	24.4
Missing	9	0.1	27	0.3	36	0.4
Mean Age	33 years		34 years		34 years	
Race/Ethnicity						
White	5,806	68.3	7,690	71.2	5,997	71.8
Black	2,072	24.4	2,323	21.5	1,692	20.3
Hispanic	365	4.3	435	4.0	348	4.2
Asian/Pacific Islander	142	1.7	176	1.6	154	1.8
Am. Indian/Alaskan Native	112	1.3	141	1.3	123	1.5
Missing	9	0.1	29	0.3	39	0.5
Legal Status						
Probation	5,164	60.7	7,963	73.8	6,653	79.6

Table 2.
Cohort Demographics and Legal Characteristics.

Characteristics	1995		1998		2000	
	N	%	N	%	N	%
Post-Prison	1,922	22.6	1,688	15.6	1,011	12.1
Parole	686	8.1	479	4.4	290	3.5
Parole and Post-Prison	471	5.5	291	2.7	146	1.7
Other	262	3.1	373	3.5	249	3.0
Missing	1	0.0	0	0.0	4	0.0
Most Serious Current Offense						
Person	2,022	23.8	1,809	16.8	1,400	16.8
Property	2,716	31.9	3,034	28.1	2,308	27.6
Controlled Substance	2,534	29.8	3,498	32.4	2,958	35.4
DUI	175	2.1	886	8.2	587	7.0
Other	987	11.6	1,469	13.6	1,036	12.4
Unknown	72	0.8	98	0.9	64	0.8
Offense Level						
Felony	7,001	82.3	8,193	75.9	6,501	77.8
Misdemeanor	1,140	13.4	1,948	18.0	1,408	16.9
Source: Oregon Department of Corrections, Multnomah Department of Community Justice, monthly snapshots						

\$ **Supervision Level**

Table 3 presents the calculated and assessed supervision levels across each of the three cohorts. The "initial caseload" refers to the inmate's first risk assessment and the first caseload to which he or she was assigned.

Upon admission, each offender is assessed using an objective risk assessment instrument, which results in a **calculated** risk/supervision level. Since 1995, there has been an increasing proportion of offenders assessed

as needing limited or low supervision at the initial assessment (54.3%, 59.7%, and 64.7% in 1995, 1998, and 2000, respectively). Based on the calculated supervision level, there was a 10 percentage-point difference in the proportion of limited/low-risk offenders in 1995 versus 2000. However, when examining the **actual** supervision levels (i.e., accounting for overrides), the differences among the cohorts become more pronounced, evidenced by a 20 percentage-point difference in the proportion of limited/low-risk offenders in 1995 versus 2000 (34.5% and 55.7%, respectively). These differences are likely due to two factors: 1) an increasing proportion of probationers in the 2000 cohort, who are disproportionately low-risk compared to the other legal statuses; and 2) a higher rate of overrides to lower supervision levels in 2000.

Table 3.
Supervision Level by Cohort, 1995 through 2000

	1995		1998		2000	
	N=8,506	%	N=10,794	%	N=8,353	%
Calculated Supervision Level at Initial Assignment						
Limited	1,748	20.6	2,774	25.7	2,282	27.3
Low	2,864	33.7	3,673	34.0	3,121	37.4
Medium	1,774	20.9	2,065	19.1	1,377	16.5
High	1,660	19.5	1,903	17.6	1,374	16.5
Missing	460	5.4	379	3.5	199	2.4
Actual Supervision Level at Initial Assignment						
Limited	1,439	16.9	3,879	35.9	3,518	42.1
Low	1,493	17.6	2,034	18.8	1,135	13.6
Medium	3,400	40.0	2,241	20.8	1,903	22.8
High	1,714	20.2	2,261	20.9	1,598	19.1
Missing	460	5.4	379	3.5	199	2.4
Source: Department of Community Justice, monthly snapshots						

\$ Caseload Assignment

The initial assessment is conducted during an intake session for probationers and upon release from prison for parolees and those on post-prison supervision. Once a supervision level is determined, each offender is assigned to a caseload. This initial caseload was defined as *the first caseload of record* for parole/post-prison supervision and the *first caseload after intake* for probationers. In addition to the standard caseloads described in the preceding section (e.g., generic, casebank, specialized, etc.), a number of additional statuses were created to account for offenders who did not fall cleanly into the active caseload types. These include:

- \$ **Intake:** a significant number of offenders stayed in intake status beyond the usual one-month period. A more in depth analysis of these cases revealed that they were held at intake for a number of administrative reasons and were supervised by the PPOs assigned to that unit.
- \$ **Abscond:** a significant number of offenders did not report or absconded from supervision for a portion of the supervision period.

In terms of initial caseload assignment, Table 4 shows that an increasing proportion of offenders were assigned to casebank upon entry to the system (35.1% in 1998 and 47.6% in 2000).⁵ With the introduction of this form of supervision, the proportion of offenders assigned to higher-levels of supervision (i.e., generic, intensive case management, and specialized caseloads) steadily decreased from 88.0% in 1995, to 49.9% in 1998, and to 40.6% in 2000. This finding confirms that of Austin et al.'s (1999) process evaluation which showed a clear migration of cases into the casebank caseload with consequent decreases in the generic and specialized caseloads. This distribution across high-intensity and low-intensity caseloads remained relatively constant from the initial caseload assignment to the final caseload assignment. The proportion of offenders on abscond status increased between the beginning and end of the supervision period for all three cohorts (1995: from 2.8% to 13.1%; 1998: from 4.3% to 12.1%; and 2000: from 4.7% to 9.4%).

\$ Supervision Level and Caseload Assignment

A cross-tabulation of caseload assignment and supervision level was conducted to assess the way in which offenders of different supervision levels are distributed across the caseload types. As shown in Table 5, in 1995, 58.4% of offenders assessed as needing limited supervision were assigned to the generic caseload, along with 82.5% of those requiring low supervision. High proportions of offenders requiring medium (71.9%) and high (53.6%) supervision were also assigned to the generic caseload. Because the DCJ had so few options, the main form of supervision was rather heterogeneous and included offenders requiring vastly different levels of supervision.

As was the intent of the redesign effort, in 1998 and 2000, as the supervision options expanded with the creation of new caseload types, the homogeneity of the caseloads increased. Beginning in 1998, and becoming more pronounced in 2000, the vast majority of limited and low-risk offenders were assigned to the casebank option. In 1998, 63.3% of limited-risk and 54.6% of low-risk offenders were assigned to casebank, increasing to 87.5% of limited-risk and 62.3% of low-risk offenders in 2000.

⁵The casebank was not available as an initial caseload assignment in 1995.

However, as also shown in Table 5, in 1998, approximately one-fifth of limited (21.1%) and low (22.1%) supervision offenders were assigned to specialized caseloads (which are designed to provide higher intensity forms of supervision and access to specialized services). Under the re-design, this could represent a misdirection of DCJ's resources, which were to be conserved for use with medium and high-risk offenders. In 2000, far fewer limited and low-risk offenders were assigned to specialized caseloads (1.7% and 7.8%, respectively).

Table 4.
Caseload Assignments.

	1995		1998		2000	
	N=8,5067	%	N=10,794	%	N=8,353	%
Initial Caseload Assignment						
Casebank	N/A	0.0	3,790	35.1	3,974	47.6
Generic	5,690	66.9	2,428	22.5	2,092	25.0
ICM	277	3.3	N/A	0.0	N/A	0.0
Specialized	1,515	17.8	2,956	27.4	1,303	15.6
Local Control	N/A	0.0	162	1.5	202	2.4
Intake	784	9.2	991	9.2	372	4.5
Abscond	240	2.8	467	4.3	410	4.9
Final Caseload Assignment						
Casebank	1,050	12.3	3,622	33.6	3,706	44.4
Generic	3,577	42.1	2,571	23.8	2,138	25.6
ICM	142	1.7	N/A	0.0	N/A	0.0
Specialized	1,416	16.6	2,239	20.7	1,247	14.9
Local Control	10	0.1	94	0.9	92	1.1
Intake	362	4.3	373	3.5	186	2.2
Abscond	1,116	13.1	1,310	12.1	785	9.4
Excluded	833	9.8	585	5.4	199	2.4
Source: Department of Community Justice, monthly snapshots						

Table 5.
Actual Supervision Level at Initial Caseload Assignment.

Initial Caseload Assignment	Actual Supervision Level									
	Limited		Low		Medium		High		Missing	
	N	%	N	%	N	%	N	%	N	%
1995	1,439	100	1,493	100	3,400	100	1,714	100	460	100
Generic	840	58.4	1,231	82.5	2,443	71.9	919	53.6	257	55.9
ICM	39	2.7	3	0.2	21	0.6	214	12.5	0	0.0
Specialized	99	6.9	143	9.6	831	24.4	422	24.6	20	4.3
Intake	404	28.1	47	3.1	56	1.6	103	6.0	174	37.8
Abscond	57	4.0	69	4.6	49	1.4	56	3.3	9	2.0
1998	3,879	100	2,034	100	2,241	100	2,261	100	379	100
Casebank	2,454	63.3	1,110	54.6	165	7.4	54	2.4	7	1.8
Generic	163	4.2	160	7.9	783	34.9	1,287	56.9	35	9.2
Specialized	818	21.1	450	22.1	948	42.3	614	27.2	126	33.2
Local Control	31	0.8	26	1.3	30	1.3	66	2.9	9	2.4
Intake	288	7.4	176	8.7	197	8.8	138	6.1	192	50.7
Abscond	125	3.2	112	5.5	118	5.3	102	4.5	10	2.6
2000	3,518	90.7	1,135	100	1,903	100	1,598	100	199	52.5
Casebank	3,077	87.5	707	62.3	136	7.1	51	3.2	3	1.5
Generic	103	2.9	106	9.3	920	48.3	937	58.6	26	13.1
Specialized	61	1.7	88	7.8	672	35.3	405	25.3	77	38.7
Local Control	26	0.7	19	1.7	31	1.6	104	6.5	22	11.1

Intake	65	1.8	113	10.0	85	4.5	40	2.5	69	34.7
Abscond	186	5.3	102	9.0	59	3.1	61	3.8	2	1.0
Source: Department of Community Justice, monthly snapshots										

\$ Comparisons Across Caseloads

\$ Demographics

Several analyses were conducted to compare the demographic characteristics and criminal histories of offenders across caseloads (Tables C, D, E in the Appendix). Across all three cohorts, the casebank had a higher proportion of female offenders than any other type of supervision. There were no major differences in age across caseload types. Also, across all three cohorts, the higher-intensity forms of supervision (generic, intensive case management, local control) had a higher proportion of Black offenders than the other caseloads. In 1998 and 2000, the vast majority of offenders on casebank were probationers (90.7% and 94.7%, respectively), while offenders on the other forms of supervision were distributed more evenly across the legal statuses.

In terms of offense type, in both 1998 and 2000, the higher-intensity forms of supervision had larger proportions of offenders convicted of a person offense than the other forms of supervision. The vast majority of offenders on casebank were non-violent offenders convicted of property or drug-related crimes. In both 1998 and 2000, the specialized caseloads contained higher proportions of misdemeanants than the other forms of supervision, including casebank.

In terms of their prior criminal history, the cohorts were similar in their overall mean number of prior arrests during the 24 months prior to supervision (1.14, 1.33, and 1.04, in 1995, 1998, and 2000 respectively). In both 1998 and 2000, offenders in the local control and generic caseloads had the highest mean number of prior arrests. Offenders in the casebank caseload had a low mean number of priors (0.68 and 0.53 in 1998 and 2000, respectively). With the exception of the local control group, over three-quarters of the offenders on supervision had no prior convictions. These results are presented in Table B in the Appendix.

\$ Supervision Level

One of the goals of the redesign effort was to develop more homogeneous caseloads to be connected with modes of supervision that were responsive to risk level. Prior to the redesign, the available supervision options were tasked with providing services to offenders with vastly different levels of risk. As shown in Table 6, in 1995, the main supervision option was the generic caseload, which was comprised of 14.8% limited-risk offenders, 21.6% low-risk offenders, 42.9% medium-risk offenders, and 16.2% high-risk offenders (with 4.5% of cases missing these data). This pattern led to what the DCJ believed to be an inefficient use of resources, as expensive supervision and treatment resources could be consumed by

low-risk offenders (who research had shown to do better with more limited contact and services).

This inefficiency was largely corrected by the redesign. In 1998, the resources available under generic supervision were reserved for higher risk offenders, as evidenced by a shift in the composition of this caseload to include 6.7% limited-risk offenders, 6.6% low-risk offenders, 32.2% medium-risk offenders, and 53% high-risk offenders (with 1.4% missing these data). This pattern becomes slightly more pronounced in 2000, when the generic caseload was comprised as follows: 4.9% limited-risk, 5.1% low-risk, 44.0% medium-risk, and 44.8% high-risk (with 1.2% of cases missing these data). This pattern suggests that higher intensity supervision and treatment resources are indeed being reserved for higher risk offenders.

This shift in the composition of the generic caseloads was accomplished through a successful migration of lower risk offenders to the lower-cost casebank option. In 1998, 94% of the offenders assigned to the casebank caseload were limited and low-risk offenders, while in 2000, this proportion increased to 95.2%.

The local control caseload remained comprised primarily of medium and high-risk offenders in 1998 and 2000 (59.2% and 66.8%, respectively). Offenders held at intake were evenly distributed across all risk levels in 1998 and 2000, although in 1995 just over half were limited-risk offenders. In both 1995 and 1998, offenders who had some period of absconding during supervision were distributed equally across the risk levels, although in 2000, a larger proportion of these offenders were limited-risk (45%). A similar analyses was conducted to examine the distribution across risk levels, by caseload, for the offenders' final month of supervision. The proportions noted in the discussion of the initial time period remained largely unchanged.

\$ Summary of Descriptive Analyses

\$ Except in a limited number of areas, the cohorts were very similar in terms of their demographic and legal status characteristics. Across the three years, increasing proportions of women, white offenders, probationers, offenders convicted of controlled substance and DUI offenses, and misdemeanor level offenses were evident among admissions to community supervision.

\$ The three cohorts were very similar in terms of the extent of their prior involvement with the criminal justice system. In 1998 and 2000, offenders on caseloads featuring higher levels of supervision had a higher number of prior arrests than offenders on low supervision caseloads.

\$ Since 1995, the proportion of offenders with a *calculated* risk level of limited or low increased by approximately 10 percentage-points. In terms of the *actual* risk level (which accounts for overrides) a 20 percentage-point difference is evident. These changes may be due to two key factors: 1) an increasing proportion of probationers, who are disproportionately lower risk; and 2) increased use of overrides to reduce the offenders' supervision levels. These are important considerations in the interpretation of changes in recidivism rates.

\$ In terms of initial caseload assignments, an increasing proportion of offenders were assigned to casebank from 1998 to 2000, with a

consequent decrease in the proportion assigned to caseloads with higher levels of supervision and services.

- \$ The caseloads have become more homogeneous, with greater concentrations of high and medium-risk offenders assigned to generic caseloads and a greater concentration of limited and low-risk offenders assigned to the casebank.

Table 6.
Initial Caseload Assignment by Actual Supervision Level

Actual Supervision Level	Initial Caseload Assignment													
	Casebank		Generic		ICM		Specialized		Local Control		Intake		Abscond	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%
1995	0		5,690	100	277	100	1,515	100	0		784	100	240	100
Limited	N/A		840	14.8	39	14.1	99	6.5	N/A		404	51.5	57	23.8
Low	N/A		1,231	21.6	3	1.1	143	9.4	N/A		47	6.0	69	28.8
Medium	N/A		2,443	42.9	21	7.6	831	54.9	N/A		56	7.1	49	20.4
High	N/A		919	16.2	214	77.3	422	27.9	N/A		103	13.1	56	23.3
Missing	N/A		257	4.5	0	0.0	20	1.3	N/A		174	22.2	9	3.8
1998	3,790	100	2,428	100	0		2,956	100	162	100	991	100	467	100
Limited	2,454	64.7	163	6.7	N/A		818	27.7	31	19.1	288	29.1	125	26.8
Low	1,110	29.3	160	6.6	N/A		450	15.2	26	16.0	176	17.8	112	24.0
Medium	165	4.4	783	32.2	N/A		948	32.1	30	18.5	197	19.9	118	25.3
High	54	1.4	1,287	53.0	N/A		614	20.8	66	40.7	138	13.9	102	21.8
Missing	7	0.2	35	1.4	N/A		126	4.3	9	5.6	192	19.4	10	2.1
2000	3,974	100	2,092	100	0		1,303	100	202	100	372	100	410	100
Limited	3,077	77.4	103	4.9	N/A		61	4.7	26	12.9	65	17.5	186	45.4
Low	707	17.8	106	5.1	N/A		88	6.8	19	9.4	113	30.4	102	24.9
Medium	136	3.4	920	44.0	N/A		672	51.6	31	15.3	85	22.8	59	14.4
High	51	1.3	937	44.8	N/A		405	31.1	104	51.5	40	10.8	61	14.9
Missing	3	0.1	26	1.2	N/A		77	5.9	22	10.9	69	18.5	2	0.5

Table 6.
Initial Caseload Assignment by Actual Supervision Level.

Actual Supervision Level	Initial Caseload Assignment													
	Casebank		Generic		ICM		Specialized		Local Control		Intake		Abscond	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%

Source: Department of Community Justice, monthly snapshots

0 Tools for Supervision

There are three main tools for classifying and supervising offenders under the new system: an objective risk assessment instrument designed to identify necessary levels of supervision (OCMS); standards that set the type and intensity of contact across supervision levels, and a range of custodial and non-custodial sanctions to respond to offender non-compliance.

An examination of each of these tools was critical to ensure their proper implementation, as well as the integrity of the redesign effort which depends on the functionality of each part. A valid risk assessment process is needed to ensure that distinct groups of offenders with different levels of risk to public safety can be targeted for appropriate levels of supervision. If it can be demonstrated that lower risk offenders receiving lower levels of supervision actually do recidivate less often, it will be important to demonstrate that offenders on caseloads featuring less intensive service levels actually do receive less supervision (i.e., they consume less of the Department's resources). If there were no quantitative differences in the intensity of supervision across caseloads, the cost-effectiveness of the casebank option would be questionable. Finally, the use of sanctions is important to understand both in its relationship to recidivism and for its ability to impact offender behavior without expensive custodial sanctions.

\$ Risk Assessment

An issue of concern emerging from these analyses was the high rate of overrides observed in the risk assessment process. Figure 1 (below) and Table F (in the Appendix) illustrate this practice across all three cohorts. The *calculated supervision level* is the level indicated by the total score on the supervision assessment instrument, while the *actual supervision level* represents the risk level assigned after taking a number of discretionary and mandatory override factors into account.

The tables below show the changes in the proportion of the offender population assigned to each supervision level once the overrides are taken into account. For example, in 2000 (see Table F in the Appendix), using the calculated supervision level, the distribution across the levels is 28% limited, 38% low, 17% medium, and 17% high-risk. However, when the override factors are considered, the distribution across supervision levels changes considerably with 43% assessed as limited-risk, 14% as low-risk, 23% as medium and 20% as high. This represents an overall override rate of 39%, with 16% of offenders being overridden to a higher supervision level, and 23% being overridden to a lower supervision level. This pattern is also seen in 1998 (see Figure 1B). However, in 1995 (see Figure 1A), the pattern was reversed, with the majority of the overrides occurring in the upward direction (32% up, and 13% down).

The overall override rates greatly exceeded the accepted standard of between 5 and 15%. In 1995, 45.6% of all cases were overridden; in 1998, 31.9% were overridden, and in 2000, 39.4% were overridden. A more detailed analyses is needed, but in general, these override rates indicate one, or a combination, of interferences. For example, staff may not have confidence in the instrument and may override it to correct these perceived inadequacies. Another issue could be that certain policy directives (e.g., no treatment resources for limited-risk offenders) may run counter to the staff's perception of appropriate supervision. Because the risk assessment process is the backbone of the entire redesign effort, it is vitally important that the Department undertake a proper validation study to determine the specific issues driving the high override rates, and their impact across gender.

Figure 1A. Overrides, 1995

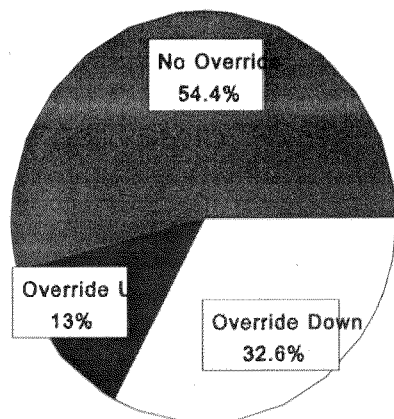


Figure 1B. Overrides, 1998

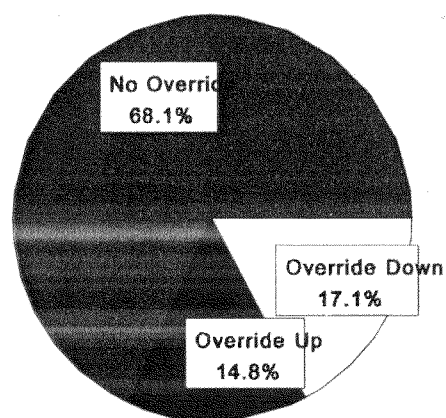
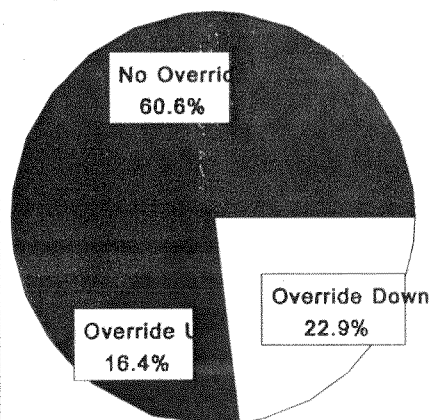


Figure 1C. Overrides, 2000



\$ Supervision Intensity and Type

While one of the key research questions was to examine the intensity of supervision and whether it met contact standards and differed significantly across caseloads, flaws in the data prevented a thorough analysis of this question. Tables G, H, and I (in the Appendix) illustrate an analysis which isolated several points in time through the offenders' periods of supervision. The amount and type of supervision received during each offenders' first, sixth, twelfth, eighteenth, and twenty-fourth month of supervision was compiled to provide a mean number of contacts and a description of the type of supervision contacts during that month. The contact data are separated by supervision level to permit comparisons to contact standards. The *n* of offenders decreases over time, as not all offenders were sentenced to a full 24-month supervision period.

When compared to the contact standards discussed in the previous section of this report (i.e., limited-risk offenders+monthly file check and six month compliance reviews; low-risk+one monthly contact, etc.), it became clear that the number of contacts across all supervision levels was greatly exceeding those required by the contact standards. For example, the number of contacts for limited supervision offenders in 2000 ranged from 2.7 to 3.2 per month, with between 42% and 59% of these reported to be person-to-person contacts with the offender or a collateral contact. After discussions with line staff and supervisors in the DCJ, we learned that these numbers were likely inflated because the default setting in the chronological contact module of the MIS was a person-to-person contact. Thus, anytime an activity was recorded for an offender, if the PPO did not change the contact type, it would be counted as an in-person meeting with the offender. We determined that these data were not a reliable source of information about the intensity or type of supervision contacts.

What can be concluded, however, is that the intensity of contact does appear to increase as the supervision level of the offender increases. This conclusion rests on the assumption that the bias inherent in the MIS is consistent across caseload types. Table I (in the Appendix) shows, for example, in month 12 of 2000, limited-risk offenders received an average of 2.7 contacts, low received an average of 2.9 contacts, medium received an average of 4.2 contacts, and high received an average of 5.0 contacts per month. This pattern of escalating intensity of supervision across risk levels is evident across all cohorts and risk levels. Thus, there is preliminary data to support the assertion that offenders on higher supervision levels indeed receive a greater number of contacts than offenders on lower supervision levels, as required by design.

\$ **Structured Sanctions**

In 1995, the Department, along with other community corrections agencies in Oregon, implemented a structured intermediate sanctions program, which allowed parole and probation officers to impose limited periods of incarceration and other sanctions in response to offender non-compliance. There is a broad array of general and special probation and parole conditions, which have been categorized in the following fashion⁶:

- \$ Supervisory**+conditions that are fundamental to community supervision, such as physical presence in the community, availability, a known residence, not committing additional illegal acts. Examples include "Submit to supervision and visits" and "Remain in Oregon."
- \$ Penalty**+conditions that would generally be construed to be punishments, depriving the offender of personal freedom, time, or money. Examples include "Court ordered restitution" or "Jail days imposed."
- \$ Restrictions**+conditions that are prohibitory or injunctive for specific situations or settings. Examples include "No use or possession or controlled substance" and "No contact with victim."
- \$ Treatment**+conditions that compel or direct the offender to be evaluated or attend treatment programs or ancillary services that support treatment programming, for example, "Submit to mental health evaluation."

A single sanction event may respond to multiple violations (e.g., violation of a supervisory and a penalty condition) and may include multiple sanctions (e.g., jail and a program). The tables below describes the use of sanctions in response to offender non-compliance in the 1998 and 2000 cohorts. (Sanctions data for the 1995 cohort were not available). From the 1998 cohort, a total of 2,950 offenders (27%) were sanctioned and a total of 1,714 offenders (21%) were sanctioned from the 2000 cohort. The 2000 cohort includes admissions from January through June and uses only a 12-month follow up period, so the numbers of offenders

⁶See Salvo, W. (2001). *The Use of Structured Intermediate Sanctions in Multnomah County*. Portland, OR: Department of Community Justice, Research and Evaluation Unit.

sanctioned are not comparable. For a comparative analysis of the use of structured sanctions, please see Salvo (2001).

As shown in Table 7 below, the mean number of violations for offenders sanctioned at least once from the 1998 cohort was 4.9 while the mean number of violations for offenders sanctioned at least once from the 2000 cohort was 3.4. Approximately 33% of 1998 sanctioned offenders violated six or more conditions during the 24-month follow up period, while approximately 16% of the 2000 cohort violated six or more conditions during the 12-month follow up period. The average time to the first violation was 7.7 months for 1998 offenders and 5.0 months for 2000 offenders.

Most often, offenders violated one of the general probation and parole conditions. In 1998, approximately two-thirds of all violations (62.3%) were of the supervisory type, as compared to 57.6% of all violations by offenders in the 2000 cohort.

Table 8, below, presents the most serious condition violated for offenders who were sanctioned at least once. The hierarchy of seriousness across condition types is supervisory, penalty, restriction, and treatment, with general and special conditions carrying equal weight. A slightly larger proportion of 1998 offenders had a violation of a supervisory condition as their most serious violation (86.5%), as compared to 2000 offenders (80.9%). In both cohorts, the majority of offenders receiving a sanction were under either medium or high supervision at the time of their most serious violation (80.7% in 1998 and 78.0% in 2000). This finding makes intuitive sense as one would expect medium and high-risk offenders to be more likely to fail to comply, but also because the greater intensity of supervision and the greater number of rules with which they must comply provide expanded opportunities to detect non-compliant behavior.

Over half of the offenders who were sanctioned at least once were on either parole or post-prison supervision (69.8% in 1998 and 63.9% in 2000), and over three-quarters of the offenders were on either generic or specialized caseloads (84.5% in 1998 and 78.5% in 2000).

Table 7.
Total Violations of Offenders Sanctioned at Least Once, 1998 and 2000.

	1998		2000	
	N=2,950	%	N=1,714	%
Total Number of Violations per Offender				
1 Violations	497	16.8	363	21.2
2 Violations	546	24.0	411	24.0
3 - 5 Violations	932	31.6	658	38.4
6 - 9 Violations	593	20.1	226	13.2
10+ Violations	382	12.9	56	3.3
Mean Violations	4.9		3.4	
Time to First Violation				
First 6 Months	1,438	48.7	1,065	62.1
7 - 12 Months	769	26.1	651	37.9
13 - 18 Months	490	16.6	N/A	0.0
19 - 24 Months	253	8.6	N/A	0.0
Mean	7.7		5.0	
Total Number of Violations	14,521	100.0	5,892	100.0
General Probation and Parole Conditions Violated				
Supervisory	9,045	62.3	3,393	57.6
Penalty	365	2.5	255	4.3
Restriction	2,111	14.5	846	14.4
Treatment	1,878	12.9	788	13.4
Special Parole Conditions Violated				
Penalty	8	0.1	10	0.2
Restriction	569	3.9	297	5.0
Treatment	317	2.2	140	2.4
Special Probation Conditions Violated				
Penalty	220	1.5	159	2.7
Treatment	8	0.1	4	0.1

Table 7.
Total Violations of Offenders Sanctioned at Least Once, 1998 and 2000.

	1998		2000	
	N=2,950	%	N=1,714	%
<i>Note: There are no special parole or probation conditions of the 'supervisory' type, and no special probation conditions of the 'restriction' type.</i> <i>Source: Department of Community Justice, Sanctions Tracking Data Base.</i>				

Table 8.
Most Serious Violation for Offenders Sanctioned at Least Once, 1998 and 2000

	1998		2000	
	N=2,950	%	N=1,714	%
Most Serious Condition Violated				
Supervisory	2,553	86.5	1,388	80.9
Penalty	90	3.1	111	6.5
Restriction	256	8.7	182	10.6
Treatment	51	1.7	33	1.9
Missing	0	0.0	2	0.1
Supervision Level at Most Serious Violation				
Limited	315	10.7	287	16.7
Low	253	8.6	91	5.3
Medium	761	25.8	418	24.4
High	1,618	54.9	920	53.6
Legal Status at Most Serious Violation				
Parole	260	8.8	96	5.6
Post-Prison	1,800	61.0	1,001	58.3
Probation	890	30.2	619	36.1
Caseload at Most Serious Violation				
Casebank	238	8.1	312	18.2
Generic	1,603	54.3	938	54.7
Specialized	891	30.2	409	23.8
Local Control	0	0.0	2	0.1

Table 8.
Most Serious Violation for Offenders Sanctioned at Least Once, 1998 and 2000

	1998		2000	
	N=2,950	%	N=1,714	%
Abscond	54	1.8	0	0.0
Excluded	164	5.6	55	3.2

Source: Department of Community Justice, Sanctions Tracking Data Base

In response to these violations, the offenders received an array of sanctions. As mentioned previously, a single sanction event can include multiple sanctions for multiple violations. For example, during the 1998 cohort's 24-month follow up period, there were 6,341 sanction events that imposed a total of 7,641 sanctions. Over the 12-month follow up period for the 2000 cohort, there were a total of 2,654 sanction events that imposed a total of 3,031 sanctions.

For those offenders who received at least one sanction, Table 9 presents the number of sanctions imposed. In 1998, 47.6% received only one sanction, while 63.7% of offenders in 2000 received only one sanction. The mean number of sanctions imposed was 2.6 in 1998 and 1.8 in 2000. Again, these differences may be due to the differing lengths of the follow-up periods used. For a comparative analysis of the use of sanctions, please see Salvo (2001).

The distribution across the types of sanctions recommended were similar for the 1998 and 2000 cohorts. In approximately half of the sanction events, jail was recommended (52.5% in 1998 and 54.2% in 2000). Jail plus a program was recommended in 10.9% of the 1998 sanction events and 9.5% of the 2000 sanction events. A revocation of probation or parole/post-prison supervision was recommended for one in ten sanction events in 1998 and 2000. Non-custodial sanctions (programs with custody units and programs without custody units) were recommended for only about one-quarter of sanction events in both years. The average custody units (for both jail and programs) recommended differed according to the offenders' legal status. The total mean custody units recommended for parolees/post-prisoners who were sanctioned was 89.7 in 1998 and 71.9 in 2000, compared to a mean of 12.6 custody units for probationers in 1998 and 12.7 custody units for probationers in 2000. This mean is computed per offender, using all sanctions recommended during the follow-up period, rather than calculating the mean custody units per sanction event. These differences are compatible with the sanctioning grids employed for the different legal statuses, which provide for a higher number of custody units for offenders on parole and post-prison supervision.

In terms of the sanctions actually imposed, revocation was actually imposed slightly less often than it was recommended (5.5% versus 10.6% in 1998 and 6.3% versus 10.7% in 2000), with consequent increases in jail and jail plus a program. The mean number of custody units actually imposed was significantly less than the number recommended for parole/post-prison (74.4 versus 89.7 in 1998 and 52.7 versus 71.9 in 2000), and only slightly less for probationers (12 versus 12.6 in 1998 and 11.2 versus 12.7 in 2000). Of the sanctions imposed, only about two-thirds were actually

served (65.4% in 1998 and 68.1% in 2000). Most often, the program portion of the "jail plus a program" sanction was not actually served.

Table 10 presents the most serious recommended sanction for offenders who were sanctioned at least once. For approximately half of the offenders, the most serious sanction recommended was jail (46.3% in 1998 and 52.6% in 2000). A non-custodial sanction was recommended for approximately one-fifth of the offenders in both years. As with all sanctions recommended and imposed (discussed above), when considering only the most serious sanction, again there is a difference in the number of times revocation was recommended versus imposed (19.1% versus 11.0% in 1998 and 15.2% versus 9.4% in 2000). When considering the most serious sanction imposed, only about half of the sanctions were actually served (51.3% and 40.0% in 1998 and 2000).

Table 9.
Total Sanctions & Sanction Events for Offenders Sanctioned at Least Once, 1998
and 2000

	1998		2000	
	N=2,950	%	N=1,714	%
Total Number of Sanctions per Offender				
1 Sanctions	1,405	47.6	1,092	63.7
2 Sanctions	654	22.1	403	23.5
3 Sanctions	403	13.7	155	9.0
4 Sanctions	233	7.9	48	2.8
5+ Sanctions	255	8.6	18	1.1
Mean Sanctions	2.6		1.8	
Total Number of Sanction Events	6,341		2,654	
Recommended Sanctions				
Revoke	669	10.6	284	10.7
Jail + Any Program	691	10.9	253	9.5
Jail	3,326	52.5	1,438	54.2
Program WITH Custody Units Only	619	9.8	299	11.3
Program WITHOUT Custody Units Only	1,036	16.3	380	14.3
Average Recommended Custody Units				
Parole and Post Prison	89.7		71.9	
Probation	12.6		12.7	
Imposed Sanctions				
Revoke	346	5.5	166	6.3
Jail + Any Program	1,025	16.2	283	10.7
Jail	3,456	54.5	1,529	57.6
Program WITH Custody Units Only	405	6.4	259	9.8
Program WITHOUT Custody Units Only	1,109	17.5	417	15.7
Average Imposed Custody Units				
Parole and Post Prison	74.4		52.7	

Table 9.
Total Sanctions & Sanction Events for Offenders Sanctioned at Least Once, 1998 and 2000

	1998		2000	
	N=2,950	%	N=1,714	%
Probation	12.0		11.2	
Sanctions Actually Served	4,147	65.4	1,807	68.1
<i>Source: Department of Community Justice, Sanctions Tracking Data Base</i>				

Table 10.
Most Serious Sanctions for Offenders Sanctioned at Least Once, 1998 and 2000

	1998		2000	
	N=2,950	%	N=1,714	%
Most Serious Recommended Sanction				
Revoke	564	19.1	260	15.2
Jail + Any Program	440	14.9	185	10.8
Jail	1,365	46.3	903	52.6
Program WITH Custody Units Only	198	6.7	149	8.7
Program WITHOUT Custody Units Only	383	13.0	219	12.8
Most Serious Imposed Sanction				
Revoke	324	11.0	162	9.4
Jail + Any Program	694	23.5	218	12.7
Jail	1,372	46.5	970	56.5
Program WITH Custody Units Only	152	5.2	134	7.8
Program WITHOUT Custody Units Only	408	13.8	232	13.5
Most Serious Sanctions Actually Served	1,512	51.3	687	40.0
<i>Source: Department of Community Justice, Sanctions Tracking Data Base</i>				

\$ Summary

- \$ The backbone of the redesign, the objective risk assessment system, has some significant problems. The override rates are

much higher than the accepted standard, with most of the cases being overridden in the downward direction (23% of all cases in 2000). The Department should conduct an in-depth revalidation study to identify the source of and remedy for the problem and the operation of override criteria across gender.

\$ Although we intended to conduct an in-depth analysis of the type and intensity of supervision contacts across supervision levels and caseloads, the contact data were not reliable for such an examination as problems with the Department's software created inflated estimates of the actual amount and type of contact. However, given that this inherent bias is equally distributed across all offenders, we were able to discern that the intensity of supervision does escalate with increases in supervision level. Thus, it appeared that offenders on low and limited supervision indeed receive significantly fewer supervision contacts than medium and high-risk offenders, which is a key element of the casebank's cost-effectiveness.

\$ In general, the analysis of sanctions data revealed that approximately 27% of offenders in the 1998 cohort were sanctioned at least once, and 21% of offenders in the 2000 cohort were sanctioned at least once (these rates are not comparable due to differences in the length of the follow up period). Differences in the custody units imposed varied as expected across legal statuses, with offenders on parole and post-prison supervision receiving longer custodial sanctions. The structured sanctioning system, despite its mission to decrease the reliance on custodial sanctions in response to offender non-compliance, continues to use "jail" and "jail plus a program" much more often than any other option. In addition, in approximately one-third to one-half of sanction events, the full sanction is never actually served, indicating a lack of integrity in the sanction program.

0 **RECIDIVISM ANALYSIS**

The key research questions for this study revolve around whether the new form of supervision is safe (i.e., whether offenders recidivate more often than under the old system), and how rates of recidivism differ across supervision levels and caseload assignments.

\$ ***State and County Level Context***

Before looking at the recidivism rates across the three cohorts, it is

important to examine the context within which the re-offending occurred. Originally, we planned to conduct a multiple time series analysis to permit an historical analysis of key impact indicators (i.e., arrest), not only for Multnomah County but also for a small number of comparable locations. It would be useful to compare Multnomah to other counties that did not "reinvent" their community supervision programs to see if they experienced similar trends with respect to arrest rates. Other outcome indicators could also be targeted, including the use of local detention and parole/probation revocations, but these data were simply not available in a reliable format.

Table 11, below, tracks the total number of arrests for the state of Oregon, Multnomah, Washington, and Clackamas counties. Washington and Clackamas counties have relatively large populations and together with Multnomah, account for approximately 36% of arrests in the state each year.

When causation effects are believed to be lagged over time, traditional time series analyses requires over 20 data points in order to use ordinary linear regression analysis. At the outset of this research, we anticipated that we would be able to disaggregate annual arrest data to secure monthly data points. However, these data were not available. Although it provides a less detailed analysis of the relevant context, a simple computation of the changes in the number of arrests throughout the state, and within each county (shown in Table 12), sets the context for interpreting the changes in the rates of recidivism across time within the study cohorts.

As shown in Table 11, patterns in the number of arrests have been somewhat unstable over time with the state and counties experiencing significant fluctuations since 1995. Overall, in 2000, arrests statewide and in Multnomah County are approximately 2% higher than 1995 levels. Arrests have increased significantly in Washington County (33.5% increase between 1995 and 2000), but have decreased significantly in Clackamas County (-10.85% between 1995 and 2000). After a significant drop in arrests in 1998 and 1999 in Multnomah County, the number of arrests in 2000 is the highest in the six year history.

Table 12 shows changes in reported crime over a five-year period. In 2000, in Multnomah County and statewide, reported crime was down approximately 7%, while in Washington and Clackamas counties, reported crime was up 2.41% and 3.43%, respectively, in 2000 compared to 1996.

Table 11.

State and County Arrests, 1995 through 2000

Jurisdiction	State	Multnomah	Washington	Clackamas
1995	164,708	36,293	10,840	10,535
1996	170,808	34,944	11,134	12,330
1997	174,260	35,131	14,259	11,755
1998	168,669	32,658	14,017	10,562
1999	154,333	31,789	14,318	8,955
2000	169,316	37,128	14,467	9,392
% change	2.79	2.30	33.50	-10.84

Source: Law Enforcement Data System, Oregon Uniform Crime Reports, Annual Reports 1995-2000.

Table 12.

Reported Crime, 1996 through 2000

Jurisdiction	State	Multnomah	Washington	Clackamas
1996	471,515	117,532	37,112	33,079
1997	457,532	111,094	36,245	35,053
1998	484,100	118,636	39,317	34,355
1999	434,738	108,890	37,327	32,988
2000	439,371	108,845	38,005	34,212
% change 1996-2000	-6.82	-7.39	2.41	3.43

Source: Law Enforcement Data System, Oregon Uniform Crime Reports, Annual Reports 1995-2000.

\$ By Cohort

Table 13 shows the rates of re-arrest after 12- and 24-month follow up periods⁷. These rates were essentially the same in 1995 and 1998. Thus, even though the method of delivering supervision changed significantly between 1995 and 1998, with large groups of limited and low-risk offenders receiving very little supervision or treatment, public safety was not compromised. Further, the 12-month re-arrest rates for the 2000 cohort provide additional promising evidence that the redesign effort has been implemented safely. The 12-month re-arrest rate for the 2000 cohort is 27.1%, compared to 35.3% and 35.5% in previous years.⁸

A Kaplan-Meyer survival analysis was conducted to identify the key variables that were predictive of recidivism (or in the case of a survival analysis+the absence of recidivism, i.e., the offenders who "survive"). In general, the factors relevant to the length of time to re-arrest were roughly similar across cohorts. While there were annual differences across the cohorts, none appeared to be either driving the results or skewing the analyses.

As shown in Table 13, between 1995 and 2000, the proportion of offenders re-arrested for person-related offenses decreased from 15.7% to 9.3%, and the number re-arrested for property offenses decreased from 27.5% to 19.1%. The number arrested for DUI and controlled substance offenses remained approximately the same. Significant increases were witnessed in the number of offenders re-arrested for "other" crimes, which include public order offenses, low-level property offenses, trespassing, etc. The proportion of offenders with their most serious new offense in these categories increased from 29.0% to 35.5% to 42.9% across the years. In general, in addition to a decreasing proportion of offenders being re-

⁷While the rate of re-conviction is considered to be a superior outcome indicator, its use was not appropriate here because of the time lag involved in the cases reaching disposition, the data being transferred to the county's data warehouse, and the recency of the follow-up period for the 2000 cohort (ending in June, 2001).

⁸To assess whether the decreased recidivism rate was caused by delays in arrest data being reported to data sources, we examined the distribution of new arrests across the follow up period for the 2000 cohort (January, 2000 to June, 2001). The number of arrests mirrored the pattern of the number of offenders in the sample across the 18-month period, which supports their validity. The lower number of arrests at the beginning and toward the end of the follow-up period can be explained by a smaller number of offenders being monitored for recidivism. The arrest data were also verified by accessing the Law Enforcement Data System (LEDS) directly and finding a match with the data reported by DSS-Justice.

arrested, the severity of their subsequent offenses decreased.

An additional analysis looked at the extent to which the rate of re-arrests decreased using the time period prior to supervision, compared to a 12- or 24-month follow-up period. This is called a "suppression effect," with the following formula:

$$(\# \text{ arrests during follow-up period} / \# \text{ arrests prior to supervision}) - 1.00 = \text{Suppression rate}$$

If there had been a significant decrease in the rate of re-arrests, the suppression rate would be a large, negative number. Table 13 presents the suppression rates for the three cohorts. In all three years, the rates are small, positive numbers, meaning that the offenders were re-arrested slightly more often while on supervision, than they were prior to being admitted to community supervision. The 2000 cohort uses a 12-month prior time period and follow-up period; thus, the lower mean number of arrests for the 2000 cohort is due in part to a shorter time at risk. Overall, while the severity of re-offending decreased, the rate of re-offending has stayed the same.

Table 13. Recidivism Analysis by Cohort.						
	1995		1998		2000	
	N=8,506	%	N=10,794	%	N=8,353	%
Re-arrest						
% Re-arrested w/in 12 Months	35.5		35.3		27.1	
% Re-arrested w/in 24 Months	46.9		47.1		N/A	
Most Serious Re-arrest						
Total n re-arrested	3,989	100.0	5,079	100.0	2,268	100.0
Person	627	15.7	575	11.3	211	9.3
Property	1,095	27.5	1,078	21.2	433	19.1
Controlled Substance	997	25.0	1,395	27.5	553	24.4
DUI	106	2.7	206	4.1	73	3.2
Other	1,156	29.0	1,804	35.5	974	42.9
Unknown	8	0.2	21	0.4	24	1.1
Suppression Rate						

Table 13.
Recidivism Analysis by Cohort.

	1995		1998		2000	
	N=8,506	%	N=10,794	%	N=8,353	%
Mean Arrests - Prior	1.1		1.3		0.5	
Mean Arrests - Sup.Period	1.4		1.5		0.6	
Suppression Rate	0.22		0.12		0.04	
Reconviction						
% Reconvicted w/in 12 Months	21.7		22.9		15.4	
% Reconvicted w/in 24 Months	15.4		15.5		N/A	
Source: Multnomah County Decision Support System-Justice (DSS-J)						

Additional analyses were conducted isolating those offenders who were re-arrested. The total sample sizes for these analyses are as follows: 1995 (n=3,989), 1998 (n=5,079), and 2000 (n=2,268). Table 14, below, presents the demographic and offense characteristics of offenders who were re-arrested. Compared to Table 2, which presents the demographics of the full cohorts, we can see the following differences. The proportion of women who recidivated was slightly less than their overall proportion in the samples. There were also fewer white offenders, and more black offenders, among the recidivist group as compared to the full samples. The proportion of probationers is smaller than the full samples, while the proportion of offenders on parole/post-prison supervision is larger. There are also fewer misdemeanants compared to the full cohort.

Table 14.
Characteristics of Offenders Who Recidivated, by Cohort.

Characteristics	1995		1998		2000	
	N=3,989	%	N=,5079	%	N=2,268	100%
Gender						
Male	3,250	81.5	4,041	79.6	1,776	78.3
Female	737	18.5	1,036	20.4	481	21.2
Missing	2	0.1	2	0.0	11	0.5

Mean Age	31.8		33.1		34.2	
Race/Ethnicity						
White	2,409	60.4	3,313	65.2	1,476	65.1
Black	1,311	32.9	1,437	28.3	650	28.7
Hispanic	154	3.9	186	3.7	69	3.0
Asian/Pac. Island	48	1.2	56	1.1	18	0.8
Am. Ind/Alaskan	65	1.6	84	1.7	44	1.9
Missing	2	0.1	3	0.1	11	0.5
Legal Status						
Probation	1,919	48.1	3,421	67.4	1,624	71.6
Post-Prison	1,280	32.1	1,105	21.8	428	18.9
Parole	371	9.3	208	4.1	89	3.9
Parole and Post-Prison	353	8.8	211	4.2	80	3.5
Other	66	1.7	134	2.6	46	2.0
Missing	0	0.0	0	0.0	1	0.0
Offense Level						
Felony	3,353	84.1	4,013	79.0	1,861	82.1
Misdemeanor	438	11.0	760	15.0	290	12.8
Missing	198	5.0	306	6.0	117	5.2
Source: Multnomah Department of Community Justice, monthly snapshots						

\$ By Supervision Level

As mentioned previously, given the centrality of objective risk assessment process to the redesign effort, the high rate of overrides brings this fundamental tool (and the efficacy of the redesign) into question. One method for assessing the validity of a risk classification system is to examine the relationship between the risk/supervision level and the incidence of re-arrest. The validity of the risk assessment instrument pertains to its ability to identify distinct groups of offenders with different likelihoods of re-arrest. In general, the incidence of re-arrest should follow a linear pattern, with the proportion of offenders who are re-arrested increasing as the level of risk/supervision increases. Figure 2, below, presents these failure rates by the initial actual supervision level (which accounts for any overrides to the calculated supervision level).⁹ Looking across cohorts during the 12-month follow up period, we can see that failure rates have decreased slightly across all risk levels from 1995 to 2000. More detailed data are available in Table J in the Appendix.

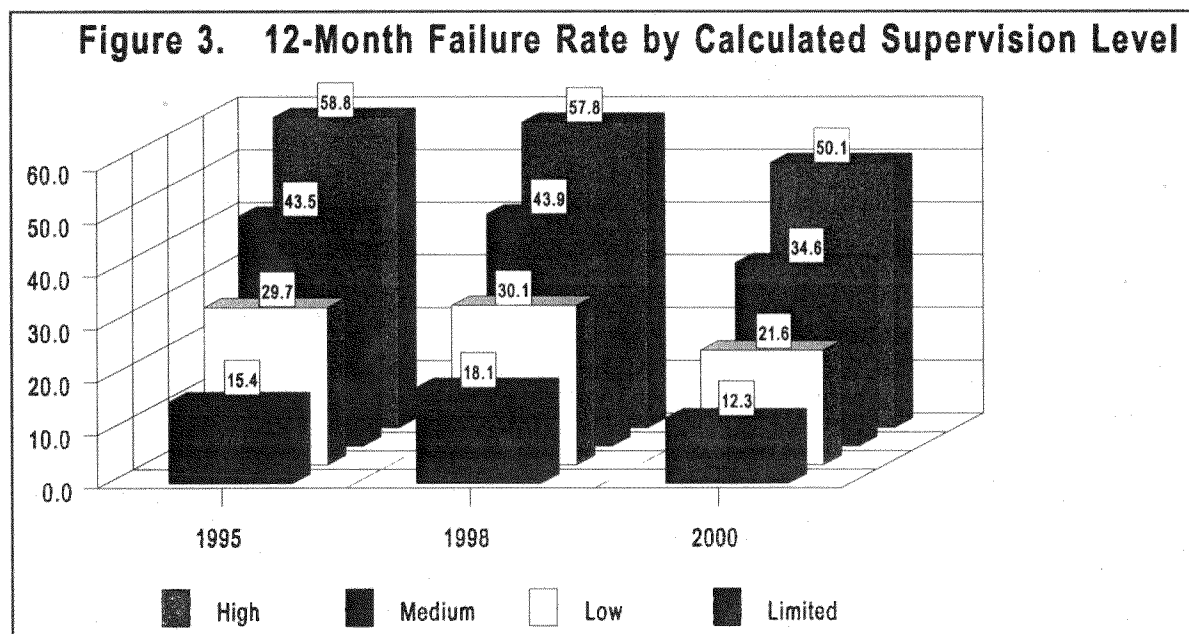
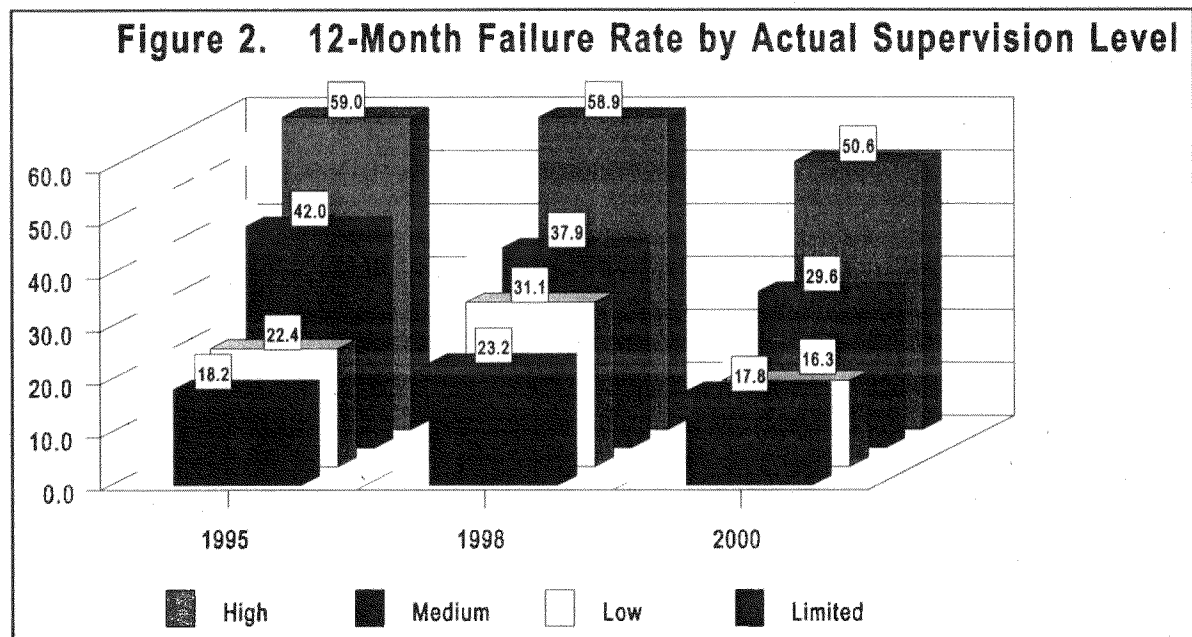
A Kaplan-Meyer survival analysis, described in the previous section, also showed that differences in the mean time to re-arrest across supervision were statistically significant. In other words, the "survival" of an offender (i.e., the absence of recidivism) was statistically dependent on the supervision level. These results are promising in terms of the overall efficacy of the risk assessment system that is currently in place. However, as will be discussed throughout the remainder of this report, slight modifications to the use of the override criteria could enhance the predictive validity of the risk assessment system.

As shown in Figure 2, in 1995 and 1998, the failure rates do conform to the linear patterns required to claim the basic validity of the risk assessment instrument. The proportion of high-risk offenders who are re-

⁹With regard to differences in demographics and offense type across supervision levels, there were no significant findings except that across all three years, a greater proportion of new arrests were felonies among high-risk offenders, as compared to their counterparts on other supervision levels. The proportion of felony arrests for high-risk offenders was 72.5%, 72.3%, and 69.3% in 1995, 1998, and 2000, compared to a range of 55% to 64% across other supervision levels. Table L, M, and N (in the Appendix) present recidivism analyses across supervision levels.

arrested is larger than the proportion of medium-risk, which is larger than low-risk, and so on. However, in 2000, this linear pattern is disrupted by the low and limited-risk offenders. The limited-risk category has a 17.8% failure rate, while the low-risk category has a 16.3% failure rate. You will recall that a large group of offenders were overridden from medium and low-risk categories into the limited-risk category. The question of whether these overrides were appropriate was examined with the subsequent analyses.

In order to look further into the question of linearity across supervision levels, Figure 3, below, presents the failure rates according to the **calculated** supervision level, which is based on the scoring of the risk items and does not account for any overrides. The linear pattern remains in 1995 and 1998, and is also now evident in the 2000 cohort with limited supervision failure rate of 12.3% and the low-risk failure rate of 21.6%.



As discussed previously, the high rate of overrides may have a detrimental effect on the precision of the risk assessment system. Table 15 examines the extent to which the failure rates of cases whose supervision level was overridden differs from cases whose supervision level was not. The first section of Table 15 focuses on offenders who scored as low-risk but were overridden down to limited supervision (Low+Limited). In 1998 and 2000, these offenders had recidivism rates more comparable to those who score and stay low (Low+Low) than to those who score and stay limited (Limited+Limited). In other words, the Low+Limited recidivism rates are similar to what would be expected by the risk level suggested by their calculated score.

Table 15. Recidivism Analysis, Overridden Cases (Calculated+Actual)						
Year	Limited-Limited		Low-Limited		Low-Low	
	Total N	Failure Rate (%)	Total N	Failure Rate (%)	Total N	Failure Rate (%)
1995	659	16.8	452	23.0	1106	27.0
1998	2198	20.2	1169	30.7	1802	32.0
2000	1737	14.5	1492	22.5	992	20.5
Year	Limited-Limited		Limited-Medium		Medium-Medium	
	Total N	Failure Rate (%)	Total N	Failure Rate (%)	Total N	Failure Rate (%)
1995	659	16.8	801	18.9	1292	47.5
1998	2198	20.2	379	17.7	1347	45.6
2000	1737	14.5	435	9.9	940	37.4
Year	Low-Low		Low-Medium		Medium-Medium	
	Total N	Failure Rate (%)	Total N	Failure Rate (%)	Total N	Failure Rate (%)
1995	1106	27.0	1172	32.2	1292	47.5
1998	1802	32.0	501	29.5	1347	45.6
2000	992	20.5	513	25.9	940	37.4

*Note: Follow up period for all three years is limited to 12 months to permit cross-year comparisons
Source: Department of Community Justice, monthly snapshots*

The second section of the table focuses on offenders who scored as limited-risk, but who were overridden up to medium supervision (Limited+Medium). In 1998 and 2000, their recidivism rates were similar to, in fact lower than, those of offenders who scored and stayed at limited (Limited+Limited). The Limited+Medium recidivism rates are significantly lower than those who scored and stayed at medium (Medium+Medium).

The third section of Table 15 focuses on those offenders who scored as low-risk, but were overridden up to medium supervision (Low+Medium). Their rates of recidivism were more similar to those who scored and stayed low (Low+Low) than to those who scored and stayed medium (Medium+Medium). These analyses demonstrate that the calculated supervision level provides a more accurate assessment of the offenders' actual risk to re-offend than the overridden supervision level. These findings provide additional support to the recommendation that the Department should examine the reasons for and appropriateness of its override practices.

Several bivariate analyses were conducted to compare the ability of the calculated versus the actual supervision level to predict recidivism. The chi-square coefficient for the calculated supervision level ($\chi^2 = 2449.968$) was larger than the coefficient for the actual supervision level ($\chi^2 = 1381.369$) indicating a stronger relationship to the outcome variable. Further, for every level of increase in actual supervision level, the odds of recidivism increases 53.7% (Wald = 1317.367, $p < .001$, Exp (B) = 1.537). However, the odds of recidivism-across supervision levels increases to 88.0% if the calculated supervision level is used (Wald = 2265.527, $p < .001$, Exp(B) = 1.880). These tests indicate that the calculated supervision level is superior to the actual supervision level in terms of its ability to predict recidivism. Most likely, this effect occurs because the high rate of overrides has blurred the distinction between the limited and low supervision levels.

Overrides affect a large number of offenders under the Department's supervision. The largest groups, presented in Table 15, account for $n=2,049$ offenders in 1998 and $n=2,440$ offenders in the first half of 2000. The data in the tables above indicate that, based solely on the risk to public safety, these overrides were not appropriate because the

recidivism rates of the overridden cases were more similar to those of offenders in the supervision level suggested by their calculated score.

There are several consequences to this pattern of overrides. First, for the purposes of this research, the override patterns evidenced here mask some of the differences in failure rates between the groups. More specifically, the addition of low-risk offenders (who have higher failure rates) in the limited supervision category serves to increase the overall failure rate of the limited supervision category. Conversely, the addition of low-risk offenders (who have lower failure rates) to the medium supervision category may artificially deflate the failure rate of medium supervision offenders. Second, the placement of lower risk offenders in higher supervision levels is contrary to the very premise of the redesign, the resources available to the higher supervision levels are supposed to be reserved for higher risk offenders.

The high rate of overrides of the calculated risk assessment score is troubling. Given the particular structure and requirements of the OCMS system, the overrides may represent the County's efforts to tailor the statewide system to better match local needs. Two specific directives may be particularly relevant to the use of overrides: 1) offenders who are convicted of person-to-person offenses must be overridden to medium supervision during the first six months of supervision; and 2) overrides to medium supervision are permissible if they are done to provide access to needed treatment services. While data were not available on the reason for overrides, an examination of the distribution of overrides across offense types did not provide clear support for the first directive. It appears that many offenders are being overridden for reasons other than offense type, a practice which should be examined in further detail.

The OCMS is a statewide system under which the county is not permitted to make changes to the items, weights, or cut points on the scale. Given that the system does not appear to have the confidence of Multnomah county (as evidenced by its high rates of override of the calculated risk score), a revalidation of the state system is required to assess whether it can be better tailored to local needs. Best-practices suggest that risk assessments should be revalidated every five years to ensure it accounts for changes in the offender population. The last evaluation of this system was in the mid-1990's, suggesting a need for a comprehensive validation study.

\$ By Caseload

Table 16, below, shows the failure rates across the different initial caseload assignments. Failure rates for 1995 and 1998 should not be compared to rates in 2000 because of differences in the length of the follow-up period. In 1995, the primary caseload options of generic, specialized, and intensive case management (ICM) had failure rates of 44.5%, 53.1%, and 79.1%, respectively. Offenders who absconded during part of their supervision period had high rates of failure (62.5%).

In 1998, when the casebank option was first implemented, the rate of failure for the generic caseload increased to 61.3% (as it was newly configured to supervise medium and high-risk offenders), with the failure rate of offenders initially assigned to casebank at 36.8%. Specialized and local control caseloads, had failure rates of 46.0% and 53.1% respectively. This finding indicates that the initial phase of the redesign effectively transferred offenders with lower rates of recidivism to the casebank caseload.

Table 16. Failure Rates by Initial Caseload Assignment, by Cohort						
Initial Caseload Assignment	1995		1998		2000	
	N	%	N	%	N	%
Casebank	~	~	1,393	36.8	736	18.5
Generic	2,531	44.5	1,488	61.3	808	38.6
ICM	219	79.1	~	~	~	~
Specialized	805	53.1	1,360	46.0	361	27.7
Local Control	~	~	86	53.1	88	43.6
Intake	284	36.2	468	47.2	109	29.3
Abscond	150	62.5	284	60.8	166	40.5
Source: Multnomah County Decision Support System-Justice (DSS-J) and Department of Community Justice, monthly snapshots						

While the failure rates of the 2000 caseloads are not comparable to

the previous years due to differences in the length of the follow up period, we can see that the casebank caseload had a relatively low failure rate (18.5%) compared to the other forms of supervision, such as generic (38.6%), specialized (27.7%) and local control (43.6%). Offenders who absconded had relatively high rates of recidivism (40.5%). Within cohorts, differences in recidivism rates and characteristics across caseload types and supervision levels were also examined. These tables are located in the Appendix. These analyses used the caseload and supervision level at the time of re-arrest.

In terms of differences across caseload types, the Kaplan-Meier survival analysis found that the differences across caseloads in the mean time to re-arrest were statistically significant. In 1995 and 1998, offenders on casebank had a longer time to re-arrest (mean 17.3 months) than offenders on generic, intensive case management, and specialized caseloads (mean 5.9, 4.2, and 6.2 months, respectively). However, in 2000, offenders on casebank had a slightly shorter mean time to re-arrest than their counterparts on the other caseload types (mean 5.0 months versus 5.4, and 5.3 months, respectively). The shorter than expected time to re-arrest for the casebank offenders may have been impacted by the high rates of overriding low and medium-risk offenders into the limited supervision group, and the consequent transfer of these offenders into casebank.

There were no major differences in offense types for the most serious new arrests, except that in 1995 and 1998, offenders on casebank were more likely to be re-arrested for a misdemeanor (versus a felony) than their counterparts on generic and specialized caseloads. In 2000, the proportion of misdemeanor versus felony arrests was similar across all caseload types. All of the cases had a positive suppression effect value, meaning that the mean number of arrests during supervision was *higher* than the mean number of arrests prior to supervision. These data are presented in Tables L, M, and N in the Appendix.

These analyses suggested additional questions about the relative efficacy of generic and specialized caseloads for medium and high-risk offenders. Table 17, below, compares the 12-month failure rates of medium and high-risk offenders being supervised on generic or specialized caseloads (i.e., they may have been transferred to this caseload at some point after their initial caseload assignment). Overall, it

appears that the failure rates of medium and high-risk offenders have improved slightly (yet are still quite high), irrespective of the caseload to which they are assigned. In 1995, the failure rates were similar across caseload types. However, in 1998, medium and high-risk offenders performed better on specialized caseloads than on generic supervision. In 2000, medium-risk offenders performed better on specialized caseloads than on generic supervision, although high-risk offenders had very similar failure rates across these two caseload types.

Additional analyses were conducted to determine if these differences could be attributed to something other than risk level. There were significant differences between the two caseload types in terms of the current offense ($\chi^2 = 528.319$, $p < .001$; more person and DUI offenders on "specialized" and more property and drug offenders on "generic") and gender ($\chi^2 = 26.327$, $p < .001$; with "specialized" having more women offenders). These differences could explain the apparent superior performance of the specialized caseloads, rather than a superior style of supervision, the differences could be attributed to the composition of the caseloads, with specialized caseloads having higher proportions of offenders with lower likelihoods of re-offending (e.g., person and DUI offenders; women).

Table 17. Comparison of Generic vs. Specialized Caseloads for Medium and High-risk offenders				
Supervision Level at Re-arrest/Final	Generic (at arrest or final)		Specialized (at arrest or final)	
	Total N	%	Total N	%
1995				
Medium	1,339	49.7	681	46.4
High	830	64.8	409	63.8
1998				
Medium	676	43.0	926	37.5
High	1,184	65.2	669	59.6
2000				

Medium	791	32.9	533	25.7
High	1,019	55.4	409	53.3
<i>Note: uses caseload/supervision level at re-arrest for those who recidivate; final caseload/supervision level for those who do not; follow up period for all years is 12 months to permit cross year comparisons.</i>				

When these differences in offender characteristics were controlled through multivariate analyses, there were no significant differences in the performance of medium and high-risk offenders on specialized or generic caseloads. While there was a slight, statistically significant difference in the mean survival time (i.e., length of time before re-arrest), these differences were most likely due to the large sample sizes and the very small standard errors rather than any substantive difference in performance. Further, a Cox regression analysis showed that, once other factors were controlled (e.g., offense type, gender, etc.), the impact of specialized versus generic caseload assignments on the time to re-offend was negligible (Wald = .195, $p > .05$). These findings lead to the question "What makes the specialized caseloads 'special'?"

\$ By Legal Status

As discussed earlier, one of the major changes to the composition of the total caseload under the supervision of the Department was a significant increase in the proportion of probationers. In 1995, probationers comprised approximately 60% of the total caseload, while in 2000, approximately 80% of the offenders on community supervision were probationers. The interpretation of the changes in the overall recidivism rates must be viewed within this context. The decrease in the overall failure rate from 37% to 26% from 1995 to 2000 can be partially explained by the fact that the overall caseload included a higher number of probationers who are disproportionately low-risk and did not re-offend as often as offenders of

other legal statuses. The table below presents the 12-month failure rates for offenders by cohort, separated across legal statuses.

Table 18. 12-Month Recidivism Rates by Legal Status, by Cohort			
Legal Status	1995	1998	2000
Probation	26.2%	31.4%	24.4%
Post-prison	53.8%	53.0%	42.3%
Parole	42.0%	31.5%	30.7%
Post-Prison and Parole	63.9%	57.7%	54.8%
Other	18.7%	25.7%	18.5%
<i>Source: Multnomah Department of Community Justice, monthly snapshots; DSS-Justice</i>			

Table 18 shows that the recidivism rates for probationers were at their lowest point in 2000. This, combined with their increasing number in the caseload, can partially explain the improvement in 12-month recidivism rates across the cohorts included in this study. It is important to note that because this study could not, for obvious reasons, employ an experimental design with random assignment, attributions about causation are limited. It is also important to note, however, that the recidivism rates across the other legal statuses also declined, which could indicate that the model of supervision also may have been partially responsible for the improvements evident in 2000.

\$ Predictors of Recidivism

A multivariate logistic regression analysis was performed to identify the factors which were predictive of recidivism. These results focus only on the 2000 cohort. Bi-variate analyses indicated that there were no significant differences between the cohorts; thus, while the actual predictive abilities of the variables differ, the pattern of their relative strengths remain the same. The variables included in the model were: caseload assignment, legal status, actual supervision level, race, gender, age, current offense type, whether the offender had a prior arrest, and

whether the offender had been sanctioned. Taking these variables as a collective whole, they were able to predict recidivism ($\chi^2 = 1727.347$, $p < .001$) in 78.4% of the cases. In comparison to bivariate analyses conducted on each variable, the -2 log likelihood value indicated that the variables, together, were better able to predict recidivism than any of the variables on its own.¹⁰ Other analyses (not shown) indicated that collinearity between variables was not significant.

Table 19, below, indicates the ability of each variable, when controlling for all others, to predict recidivism. A higher Wald value indicates a stronger relationship to recidivism. The overall strengths of the coefficients were as follows: caseload (Wald = 40.96, $p < .001$), legal status (Wald = 8.64, $p = .070$), actual supervision level (Wald = 14.92, $p < .001$), gender (Wald = 4.81, $p < .05$), race (Wald = 31.95, $p < .001$), age (Wald = .026, $p = .871$), crime category (Wald = 18.15, $p = .003$), prior arrest (Wald = 383.52, $p < .001$), and sanctions (Wald = 359.28, $p < .001$). These coefficients indicate that, with the exception of age, all of the variables have a strong association with recidivism. Bivariate analyses demonstrated that age, when considered alone, had a significant, inverse relationship to recidivism. When placed in a regression equation, however, other variables mediated the relationship between age and the dependent variable.

In logistic regression, one category in each variable must be selected as the control category to which all others are compared. While changing the control category will produce different values and probabilities, the rankings among the different categories will remain the same. While there are many numbers in Table 19, below, its interpretation is rather straightforward.

¹⁰A smaller value for the -2 log likelihood is indicative of a better fit of the predictive model. The -2 log likelihood value for the collective whole was 7823.776, compared to values obtained through bivariate analyses of 34,268.527 for caseload; 33,784.588 for legal status; 31,498.290 for calculated supervision level; 32,566.890 for actual supervision level; 34,910.505 for gender; 34,266.641 for race; 34,972.609 for age; 31,413.143 for prior arrests; and 34,840.979 for current offense category.

First, examine the caseload assignment variable. Compared to an offender assigned to generic supervision, an offender on casebank was 0.7% less likely to recidivate. Similarly, the risk of recidivism for an offender on specialized, local control, or intake caseloads was lower than that of an offender on generic caseload. Compared to an offender on generic supervision, however, an offender who absconded was 48.1% more likely to recidivate.

In terms of legal status, the control category was "other," which is not a particularly informative comparison group for the purposes of this study. However, the use of this category as the control permits an examination of the ranking of the other legal statuses in terms of the risk to re-offend. Offenders on both post-prison supervision and parole had the highest risk of recidivism (i.e., were 44.7% more likely to recidivate than the "other" group), followed by offenders on post-prison supervision (24.9% more likely to recidivate), offenders on parole (20.2% more likely to recidivate), and by offenders on probation (10.9% more likely to recidivate). While changing the control category would result in different actual probabilities, the ranking among the groups would remain the same, with offenders on both parole and post-prison supervision having the highest risk of recidivism.

The actual supervision level was constructed as an ordinal variable, wherein each step up the levels (e.g., from low to medium-risk) represents an increased value. Controlling for all other variables, for each step up in supervision level, the risk for recidivism increased 13.8%. In other words, an offender on high supervision was 13.8% more likely to recidivate than an offender on medium supervision, who was 13.8% more likely to recidivate than an offender on low supervision, and so on. This finding again supports the validity of the risk assessment system to identify offenders with significantly different risks to public safety.

Gender is a dichotomous categorical variable and in this case, female was the control category. Even when other variables were controlled, males were 14.1% more likely to re-offend than women. In terms of race, Asian was selected as the control category to permit a clear comparison among other race categories. Compared to an Asian offender, Native American offenders were 61.5% more likely to recidivate, followed by African Americans (55.3% more likely), white offenders (38.9%

more likely) and Hispanics (23.0%). Again, even though changing the control category would change the actual probabilities of re-arrest, the ranking among the categories would stay the same. Using this particular model, age was not a significant predictor of recidivism, as its relationship to the dependent variable was mediated by other variables in the model.

Table 19. Multivariate logistic regression, 2000 cohort.			
Variable (control category)	Wald	Significance	Risk (Probability)
Caseload (generic)	40.96	.000	
Casebank	.01	.944	-0.7%
Specialized	4.76	.029	-15.3%
Local Control	.72	.398	-12.9%
Intake	.01	.928	-1.4%
Abscond	23.90	.000	48.1%
Legal Status (other)	8.640	.071	
Probation	.29	.591	10.9%
Post Prison	1.64	.200	24.9%
Supervision	.77	.379	20.2%
Parole	4.27	.039	44.7%
PPS and Parole			
Actual Supervision Level	14.92	.000	13.8%
Gender (female)	4.81	.028	14.1%
Race (asian)	31.95	.000	
White	3.57	.059	38.9%
African American	9.18	.002	55.3%
Hispanic	.76	.383	23.0%
Native American	8.01	.005	61.5%
Age	.26	.871	0.0%
Crime Group (other)	18.15	.003	
Person	5.36	.021	-18.7%
Property	1.65	.199	12.0%
Controlled	.38	.540	5.8%
Substance	.66	.415	10.5%
DUI	.11	.736	-13.2%

Unknown			
Prior Arrest	383.52	.000	27.7%
Sanctioned (no)	359.28	.000	72.4%
Notes: Constant Wald = 57.24, $p < .001$.			

When examining the current offense type, "other" was used as the control category. In comparison, property offenders had the highest risk of recidivism (12.0% higher), followed by DUI offenders (10.5% higher), and controlled substance offenders (5.8% higher). Compared to the "other" category, person offenders were 18.7% less likely to recidivate, and those with "unknown" offenses were 13.2% less likely to recidivate. Changing the control category would change the actual probabilities, but the rankings among offense types would remain the same.

One of the most significant findings was the power of the prior criminal history and sanctions variables. For every additional prior arrest, the risk of recidivism increased 27.7%. In other words, offenders with one prior arrest were 27.7% more likely to recidivate than offenders with no prior arrests. Of all the variables in the model, the sanctions variable had the largest predictive power. Offenders who had been sanctioned at least once were 72.4% more likely to recidivate than those who had not been sanctioned.

\$ Risk Probabilities

From this analysis, we can calculate risk probabilities through comparisons to a control or comparison offender profile. For example, an Asian female with a current offense of "other", and a legal status of "other," who has absconded from supervision is used as a comparison subject. (Again, the control subject is used to examine the relative strength of the other categories). Compared to this profile, the relative risk of recidivism for a hypothetical 35-year old, African American male with one prior arrest, convicted of a controlled substance offense, on probation, with no sanctions, assessed as limited supervision and assigned to casebank is 22.2%. If only the race is changed to White, the relative risk of recidivism decreases to 18.4%. If this white offender is also female, the

relative risk of recidivism decreases yet again to 13.7%. It is important to reiterate that these analyses do not pinpoint an actual risk to re-offend, but rather provide the ability to make comparisons in the relative risk across different variables (e.g., race or gender).

The most interesting risk probabilities were those structured around changes in caseload assignments. For the hypothetical limited-risk offender described above with a recidivism risk of 22.2% on casebank, changing the initial caseload assignment to generic resulted in a risk to re-offend of 22.3%; changing the caseload assignment to specialized resulted in a risk to re-offend of 19.1%. These findings indicate that a limited-risk offender would perform about the same (i.e., re-offend at the same rate) regardless of the caseload to which he is assigned. This pattern is true even for high-risk offenders, where the risk of recidivism was 30.8% for casebank, 31.0% for generic, and 26.9% for specialized. Whether the offender succeeds or fails has little to do with the type of caseload to which he was initially assigned. Given that the system of supervision is designed to be a mobile structure, an additional variable was constructed to examine the impact of the caseload assignment at the time of re-arrest (or the final caseload assignment if the offender was not re-arrested). These findings mirrored those for the initial caseload: offenders would perform about the same regardless of the caseload to which they were assigned. The most important practical application of this finding is in the area of specialized versus generic caseloads. Specialized caseloads are supervised by officers with specific training in the targeted area (e.g., sex offenders, domestic

violence, etc.), and are designed to access specialized treatment services. However, they do not appear to have a significant impact on the recidivism rates of offenders.

\$ Summary

\$ In recent years, the level of reported crime in Multnomah County has decreased approximately 7%, while the number of arrests has increased approximately 2%. While the actual contribution of probationers, parolees, and post-prisoners to the reported crime and arrest statistics cannot be estimated with available data, the results of this study confirm that the majority of offenders on community supervision are successful and are not re-arrested in Multnomah County during their periods of supervision.

\$ Over time, the 12-month recidivism rate decreased from 35.5% in 1995 to 27.1% in 2000. While it is plausible that the new form of supervision contributed to this success, the changing composition of the community supervision offender caseload should also be considered (e.g., an increasing proportion of women and probationers who are disproportionately low-risk). Overall, however, these findings provide sound evidence that the casebank model has been implemented without compromising public safety.

\$ The high rate of overrides of the calculated supervision level has hampered the risk assessment system's overall effectiveness. In contrast to the actual (i.e., overridden) supervision level, the calculated level provides for linear failure rates across levels. Overridden cases had recidivism rates corresponding more closely to their calculated supervision level than their overridden supervision level. Further, bivariate analyses showed a stronger relationship between the calculated level and the dependent variable (i.e., re-arrest) than did the actual supervision level.

\$ The redesign required low and limited-risk offenders to be assigned to a casebank featuring very low levels of contact and supervision. Despite the lower level of surveillance and treatment resources, offenders on the casebank caseload performed better (i.e., lower recidivism rates, less serious new offenses) than offenders on other, higher-intensity forms of supervision. One obvious caveat to this

finding is the reduced risk of detection of new criminal behavior among offenders who are not supervised as closely. In general, however, it appears that eligible offenders have been appropriately targeted (i.e., they are at low-risk of re-offending) and that they perform well under the new form of supervision.

- \$ When certain offender characteristics (e.g., age, race, current offense, etc.) were controlled, there was no significant difference in the failure rate of medium and high-risk offenders on generic or specialized supervision. In other words, the types of supervision they provide are virtually interchangeable in terms of their impact on recidivism. One caveat to these findings is that the specialized caseloads were designed to respond to specific offender needs, on which reliable data were not available for this study.

\$ A multivariate logistic regression analysis yielded an equation able to predict 78.4% of re-arrests. Variables included caseload assignment, legal status, actual supervision level, race, gender, age, current offense type, prior arrests, and sanctions. The variables performed as expected, with an increasing probability of recidivism for higher-intensity caseloads (e.g., generic and specialized) and offenders who abscond from supervision; greater risk of recidivism for offenders with higher assessed risk levels and those on parole and post-prison supervision, those with a greater number of prior arrests, and for those who had been sanctioned. In terms of demographic characteristics, men were more likely to recidivate than women, and Black and Native American offenders were more likely to recidivate than offenders of other racial groups. Although age was identified as a significant predictor of recidivism in the bi-variate analyses, its effect appeared to be mitigated by other factors in the multivariate equation.

CONCLUSIONS AND RECOMMENDATIONS

In general, it appears that the redesign has accomplished its core objective: to assign offenders to caseloads based on risk, thereby allowing the reallocation of Department resources toward medium and high-risk offenders without compromising public safety. Offenders on limited and low supervision have significantly lower rates of recidivism, meaning that they do not pose a threat to public safety despite reduced contact levels and access to treatment services. While the decreasing recidivism rates are certainly encouraging, its exact cause cannot be located by research that does not feature an experimental design. For example, the drop in recidivism may be due to superior methods of offender supervision under the redesign, but could also be attributed to an increasing proportion of low-risk probationers on the caseload who, as indicated by their risk level, commit fewer offenses. While the specific cause of the drop in recidivism rates cannot be pinpointed, it is important to note that the redesigned supervision model works *at least as well as* the prior system of supervision that provided costly resources and services to all offenders, regardless of risk level. These results clearly encourage the continued use and

refinement of the casebank model of supervision.

There are several recommendations flowing from this study. First, the Department should assess its risk assessment process to determine the reasons for and impact of its high rates of override. Because the Oregon Case Management System is a statewide system, the Department is not permitted to make changes to the items, their relative weights or to the cut-points of the scale. Given that Multnomah supervises the majority of probationers, parolees, and post-prisoners in the state however, consideration should be given to a statewide revalidation study to isolate the items which may serve to classify offenders improperly, and the elements of the system in which the staff may lack confidence, both of which would reduce the need for overrides in the first place. In general, it is recommended that state or local jurisdictions revalidate their classification systems every five years to ensure they are responsive to the changing characteristics of the offender population. In particular, because of the increasing proportions of probationers among the

community supervision populations over the past five years, reconsideration of the precision of each item, assessment of the validity of the instrument, and review of the mandatory and discretionary override policies and procedures appear warranted.

Of particular concern is the potential for the risk assessment system, as it is currently formulated, to overclassify women offenders who have demonstrably lower recidivism rates than men. A thorough evaluation of the validity of the system across gender would necessitate data on a sample of offenders' scores on each of the classification items (not available for this study) and the specific reason for overriding the calculated supervision level (also not available). Such a study would ensure that the instrument is valid for both genders, and would provide additional insight into the functionality of each of the risk assessment items and override criteria.

Short of a full-scale evaluation, the Department should conduct additional research into the causes of the high rates of overrides to the calculated supervision level. Ostensibly, override policies and procedures were developed to adapt the statewide instrument to the county's unique features. However, given that the calculated supervision level proved to be a better predictor of recidivism than the actual supervision levels (which take overrides into account), limiting the permissible override criteria could improve the overall integrity of the classification system for offender supervision. At the very least, the Department should review its mandatory and discretionary override policies, assess the distribution of all overrides across both genders, and examine the relative failure rates of overridden cases.

Currently available data on the type and intensity of supervision are not adequate to determine their impact on offender behavior. Eliminating the default setting in the MIS which serves to over-estimate the actual number of contacts with any given offender is a necessary first step in creating an internal capacity to monitor the level of contact across supervision levels. Second, given that the rates of recidivism among medium and high-risk offenders are rather high (55% to 70% over 24-months), the Department should consider a qualitative assessment of the interventions (contact type, intensity, duration), needs assessment process, and treatment services that could improve the rates of success for these offenders. This study could specifically target offenders on the caseloads

of experienced PPO's with a demonstrated history of effective supervision. Identifying specific behaviors, types of contact, effective treatment programs, and general supervision styles, and developing training around these factors, could help to reduce the rates of recidivism over time. Further, the rates of success across specialized and generic supervision services were not statistically different, leading to the question "What makes specialized caseloads 'special'?" The Department may wish to examine the intended goal of these services, how resources are allocated across these caseload types, and the specific needs targeted by the specialized services. The relative effectiveness of these caseloads should be examined using validated needs assessment data.

One of the most interesting findings emerging from this study is the relative interchangeability of the various caseload types with respect to recidivism rates. Offenders of a given risk level (e.g., a high-risk sex offenders) would have approximately the same performance level regardless of the caseload to which they were assigned. Although the data on the type and level of service intensity was not judged to be valid for the purposes of this research, we did conclude that offenders of different risk levels receive *quantitatively* different levels of supervision. However, it appears that *qualitatively*, the levels of service do not appear to make much difference in terms of offender outcomes (i.e., the two caseloads are more similar in practice than intended in their design). This is particularly important in determining the relative effectiveness of the specialized versus generic caseloads for medium and high-risk offenders. Thus, we recommend that the Department initiate a study, followed by internal quality assurance monitoring, to identify and expand upon those styles, tools, and methods of supervision that may positively affect recidivism rates in order to make the higher supervision caseloads more effective.

APPENDIX

Table A.
Cohort Demographics and Legal Characteristics - Comparing Full vs. Half
Year 2000 Cohort.

Characteristics	2000 (Half)		2000 (Full)	
	N=8,353	%	N=13,632	%
Gender				
Male	6,282	75.2	10,269	75.3
Female	2,035	24.4	2,969	21.8
Missing	36	0.4	394	2.9
Mean Age	34 years		34 years	
Race/Ethnicity				
White	5,997	71.8	9,362	68.7
Black	1,692	20.3	2,576	18.9
Hispanic	348	4.2	860	6.3
Asian/Pacific Islander	154	1.8	242	1.8
Am. Indian/Alaskan Native	123	1.5	193	1.4
Missing	39	0.5	399	2.9
Legal Status				
Probation	6,653	79.6	10,191	74.8
Post-Prison	1,011	12.1	1,820	13.4
Parole	290	3.5	594	4.4
Parole and Post-Prison	146	1.7	284	2.1
Other	249	3.0	441	3.2
Missing	4	0.0	302	2.2
Most Serious Current Offense				
Person	1,400	16.8	2,355	17.3
Property	2,308	27.6	3,512	25.8
Controlled Substance	2,958	35.4	4,691	34.4
DUI	587	7.0	913	6.7
Other	1,036	12.4	1,699	12.5
Unknown	64	0.8	462	3.4
Offense Level				
Felony	6,501	77.8	10,310	75.6

Table A.
Cohort Demographics and Legal Characteristics - Comparing Full vs. Half
Year 2000 Cohort.

Characteristics	2000 (Half)		2000 (Full)	
	N=8,353	%	N=13,632	%
Misdemeanor	1,408	16.9	2,212	16.2
Missing	444	5.3	1,110	8.1

Table B.
Prior Criminal History and Initial Caseload Assignment.

	1995		1998		2000	
	N=8,506	%	N=10,794	%	N=8,353	%
Overall Sample						
Mean # Prior Arrests	1.14		1.33		1.04	
Mean # Prior Convictions	0.25		0.25		0.25	
Casebank						
Mean # Prior Arrests	N/A		0.68		0.53	
Mean # Prior Convictions	N/A		0.13		0.10	
Generic						
Mean # Prior Arrests	1.01		2.04		1.68	
Mean # Prior Convictions	0.23		0.46		0.45	
Intensive Case Management						
Mean # Prior Arrests	2.82		N/A		N/A	
Mean # Prior Convictions	0.52		N/A		N/A	
Specialized						
Mean # Prior Arrests	1.24		1.23		1.21	
Mean # Prior Convictions	0.28		0.23		0.31	
Local Control						
Mean # Prior Arrests	N/A		2.92		2.89	
Mean # Prior Convictions	N/A		0.65		0.86	
Held at Intake						
Mean # Prior Arrests	1.31		2.18		1.50	
Mean # Prior Convictions	0.24		0.27		0.23	
Abscond						
Mean # Prior Arrests	1.22		1.19		0.86	
Mean # Prior Convictions	0.18		0.21		0.16	

Table C
Cohort Demographics and Legal Characteristics by Caseload Assignment - 1995.

Characteristics	Initial Caseload Assignment									
	Generic		ICM		Specialized		Intake		Abscond	
	N=5,690	%	N=277	%	N=1,515	%	N=784	%	N=240	%
Gender										
Male	4,358	76.6	225	81.2	1,283	84.7	700	89.3	192	80.0
Female	1,324	23.3	52	18.8	231	15.2	84	10.7	48	20.0
Missing	8	0.1	0	0.0	1	0.1	0	0.0	0	0.0
Mean Age	33 Years		34 Years		33 Years		30 Years		34 Years	
Race/Ethnicity										
White	4,050	71.2	153	55.2	892	58.9	558	71.2	153	63.8
Black	1,293	22.7	113	40.8	502	33.1	102	13.0	62	25.8
Hispanic	172	3.0	5	1.8	62	4.1	106	13.5	20	8.3
Asian/Pac.Isl.	89	1.6	1	0.4	43	2.8	9	1.1	0	0.0
Am.Ind/Alaska n	78	1.4	5	1.8	15	1.0	9	1.1	5	2.1
Missing	8	0.1	0	0.0	1	0.1	0	0.0	0	0.0
Legal Status										
Probation	3,768	66.2	53	19.1	708	46.7	508	64.8	127	52.9
Post-Prison	1,044	18.3	89	32.1	532	35.1	206	26.3	51	21.3
Parole	389	6.8	88	31.8	144	9.5	25	3.2	40	16.7
Parole/PPS	261	4.6	44	15.9	111	7.3	36	4.6	19	7.9

Table C
Cohort Demographics and Legal Characteristics by Caseload Assignment - 1995

Characteristics	Initial Caseload Assignment									
	Generic		ICM		Specialized		Intake		Abscond	
	N=5,690	%	N=277	%	N=1,515	%	N=784	%	N=240	%
Other	228	4.0	3	1.1	20	1.3	8	1.0	3	1.3
Missing	0	0.0	0	0.0	0	0.0	1	0.1	0	0.0
Most Serious Current Offense										
Person	1,192	20.9	81	29.2	593	39.1	113	14.4	43	17.9
Property	1,956	34.4	102	36.8	382	25.2	189	24.1	87	36.3
Control.Sub.	1,663	29.2	64	23.1	321	21.2	408	52.0	78	32.5
DUI	120	2.1	8	2.9	14	0.9	18	2.3	15	6.3
Other	724	12.7	16	5.8	190	12.5	44	5.6	13	5.4
Unknown	35	0.6	6	2.2	15	1.0	12	1.5	4	1.7
Offense Level										
Felony	4,552	80.0	248	89.5	1,276	84.2	713	90.9	212	88.3
Misdemeanor	877	15.4	15	5.4	188	12.4	44	5.6	16	6.7
Missing	261	4.6	14	5.1	51	3.4	27	3.4	12	5.0

Table D
Cohort Demographics and Legal Characteristics by Caseload Assignment - 1998

Characteristics	Initial Caseload Assignment									
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	Casebank		Generic		Specialized		Local Control		Intake		Abscond	
	N=3,790	%	N=2,428	%	N=2,956	%	N=162	%	N=991	%	N=467	%
Gender												
Male	2,725	71.9	2,106	86.7	2,342	79.2	120	74.1	788	79.5	351	75.2
Female	1,064	28.1	321	13.2	609	20.6	38	23.5	187	18.9	116	24.8
Missing	1	0.0	1	0.0	5	0.2	4	2.5	16	1.6	0	0.0
Mean Age	34 Years		34 Years		34 Years		33 Years		33 Years		34 Years	
Race/Ethnicity												
White	2,936	77.5	1,601	65.9	1,996	67.5	116	71.6	706	71.2	335	71.7
Black	656	17.3	672	27.7	688	23.3	38	23.5	170	17.2	99	21.2
Hispanic	97	2.6	80	3.3	177	6.0	1	0.6	67	6.8	13	2.8
Asian/Pac.Isl.	60	1.6	34	1.4	60	2.0	1	0.6	16	1.6	5	1.1
Am.Ind/Alaska n	40	1.1	40	1.6	29	1.0	2	1.2	16	1.6	14	3.0
Missing	1	0.0	1	0.0	6	0.2	4	2.5	16	1.6	1	0.2
Legal Status												
Probation	3,436	90.7	1,147	47.2	2,121	71.8	79	48.8	813	82.0	367	78.6
Post-Prison	192	5.1	797	32.8	464	15.7	33	20.4	135	13.6	67	14.3
Parole	117	3.1	197	8.1	122	4.1	4	2.5	22	2.2	17	3.6
Parole/PPS	18	0.5	187	7.7	59	2.0	4	2.5	16	1.6	7	1.5
Other	27	0.7	100	4.1	190	6.4	42	25.9	5	0.5	9	1.9
Missing	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Most Serious Current Offense												

Table D
Cohort Demographics and Legal Characteristics by Caseload Assignment - 1998

Characteristics	Initial Caseload Assignment											
	Casebank		Generic		Specialized		Local Control		Intake		Abscond	
	N=3,790	%	N=2,428	%	N=2,956	%	N=162	%	N=991	%	N=467	%
Person	339	8.9	494	20.3	816	27.6	12	7.4	102	10.3	46	9.9
Property	1,077	28.4	818	33.7	662	22.4	61	37.7	274	27.6	142	30.4
Control.Sub.	1,572	41.5	728	30.0	555	18.8	69	42.6	414	41.8	160	34.3
DUI	366	9.7	74	3.0	329	11.1	3	1.9	57	5.8	57	12.2
Other	434	11.5	281	11.6	575	19.5	14	8.6	106	10.7	59	12.6
Unknown	2	0.1	33	1.4	19	0.6	3	1.9	38	3.8	3	0.6
Offense Level												
Felony	2,969	78.3	2,136	88.0	1,791	60.6	153	94.4	800	80.7	344	73.7
Misdemeanor	672	17.7	199	8.2	867	29.3	5	3.1	116	11.7	89	19.1
Missing	149	3.9	93	3.8	298	10.1	4	2.5	75	7.6	34	7.3

Table E
Cohort Demographics and Legal Characteristics by Caseload Assignment - 2000

Characteristics	Initial Caseload Assignment											
	Casebank		Generic		Specialized		Local Control		Intake		Abscond	
	N=3,974	%	N=2,092	%	N=1,303	%	N=202	%	N=372	%	N=410	%
Gender												
Male	2,706	68.1	1,841	88.0	983	75.4	163	80.7	287	77.2	302	73.7
Female	1,262	31.8	246	11.8	319	24.5	28	13.9	73	19.6	107	26.1
Missing	6	0.2	5	0.2	1	0.1	11	5.4	12	3.2	1	0.2
Mean Age	34 Years		35 Years		35 Years		34 Years		33 Years		34 Years	
Race/Ethnicity												
White	3,046	76.6	1,412	67.5	837	64.2	145	71.8	262	70.4	295	72.0
Black	657	16.5	537	25.7	322	24.7	37	18.3	58	15.6	81	19.8
Hispanic	138	3.5	72	3.4	78	6.0	7	3.5	30	8.1	23	5.6
Asian/Pac.Isl.	79	2.0	27	1.3	39	3.0	1	0.5	6	1.6	2	0.5
Am.Ind/Alaska n	46	1.2	39	1.9	25	1.9	1	0.5	4	1.1	8	2.0
Missing	8	0.2	5	0.2	2	0.2	11	5.4	12	3.2	1	0.2
Legal Status												
Probation	3,765	94.7	1,281	61.2	809	62.1	117	57.9	330	88.7	351	85.6
Post-Prison	95	2.4	547	26.1	267	20.5	36	17.8	31	8.3	35	8.5
Parole	81	2.0	119	5.7	64	4.9	7	3.5	6	1.6	13	3.2
Parole/PPS	9	0.2	82	3.9	40	3.1	4	2.0	4	1.1	7	1.7

Table E
Cohort Demographics and Legal Characteristics by Caseload Assignment - 2000

Characteristics	Initial Caseload Assignment											
	Casebank		Generic		Specialized		Local Control		Intake		Abscond	
	N=3,974	%	N=2,092	%	N=1,303	%	N=202	%	N=372	%	N=410	%
Other	23	0.6	61	2.9	122	9.4	38	18.8	1	0.3	4	1.0
Missing	1	0.0	2	0.1	1	0.1	0	0.0	0	0.0	0	0.0
Most Serious Current Offense												
Person	346	8.7	488	23.3	481	36.9	17	8.4	31	8.3	37	9.0
Property	1,219	30.7	599	28.6	219	16.8	60	29.7	84	22.6	127	31.0
Control.Sub	1,655	41.6	623	29.8	228	17.5	91	45.1	178	47.8	183	44.6
DUI	364	9.2	77	3.7	98	7.5	6	3.0	17	4.6	25	6.1
Other	385	9.7	288	13.8	271	20.8	15	7.4	40	10.8	37	9.0
Unknown	5	0.1	17	0.8	6	0.5	13	6.4	22	5.9	1	0.2
Offense Level												
Felony	3,189	80.2	1,700	81.3	805	61.8	180	89.1	286	76.9	341	83.2
Misdemeanor	643	16.2	278	13.3	381	29.2	8	4.0	42	11.3	56	13.7
Missing	142	3.6	114	5.4	117	9.0	14	6.9	44	11.8	13	3.2

Table F1. Calculated versus Actual Supervision Levels - Initial Assignment - 1995.						
Calculated Supervision Level	Actual Supervision Level				Total	Percent of Total
	Limited	Low	Medium	High		
Limited	659	256	801	32	1,748	22%
Low	452	1,106	1,172	134	2,864	36%
Medium	188	66	1,292	228	1,774	22%
High	140	65	135	1,320	1,660	21%
Total	1,439	1,493	3,400	1,714	8,046	100%
% of Total	18%	19%	42%	21%	100%	
Overall Override Rate - 45.6%			Upward Rate - 32.6%		Downward Rate - 13.0%	

Table F2. Calculated versus Actual Supervision Levels - Initial Assignment - 1998.						
Calculated Supervision Level	Actual Supervision Level				Total	Percent of Total
	Limited	Low	Medium	High		
Limited	2,198	146	379	51	2,774	27%
Low	1,169	1,802	501	201	3,673	35%
Medium	396	61	1,347	261	2,065	20%
High	116	25	14	1,748	1,903	18%
Total	3,879	2,034	2,241	2,261	10,415	100%
% of Total	37%	20%	22%	22%	100%	

Overall Override Rate - 31.9%	Upward Rate - 14.8%	Downward Rate - 17.1%
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Table F3.
Calculated versus Actual Supervision Levels - Initial Assignment - 2000.

Calculated Supervision Level	Actual Supervision Level				Total	Percent of Total
	Limited	Low	Medium	High		
Limited	1,737	69	435	41	2,282	28%
Low	1,492	992	513	124	3,121	38%
Medium	231	49	940	157	1,377	17%
High	58	25	15	1,276	1,374	17%
Total	3,518	1,135	1,903	1,598	8,154	100%
% of Total	43%	14%	23%	20%	100%	
Overall Override Rate - 39.4%		Upward Rate - 16.4%		Downward Rate - 22.9%		

Table G.
Intensity of Supervision by Supervision Level - 1995.

		Time 1		Time 6		Time 12		Time 18		Time 24	
		N	%	N	%	N	%	N	%	N	%
LIMITED	Total Offenders	972		389		369		245		233	
	Total Contacts	3,093		864		989		681		512	
	Mean # of Contacts	3.2		2.2		2.7		2.8		2.2	
	Type of Contact										

Table G.
Intensity of Supervision by Supervision Level - 1995.

	Time 1		Time 6		Time 12		Time 18		Time 24		
	N	%	N	%	N	%	N	%	N	%	
Person-to-Person	1,699	54.9	451	52.2	498	50.4	303	44.5	247	48.2	
Administrative	1,391	45.0	406	47.0	484	48.9	366	53.7	265	51.8	
Institutional	3	0.1	7	0.8	7	0.7	12	1.8	0	0.0	
Person Contacted											
Offender	1,065	34.4	346	40.0	444	44.9	304	44.6	208	40.6	
Collateral	1,730	55.9	447	51.7	419	42.4	296	43.5	224	43.8	
Legal	61	2.0	15	1.7	28	2.8	28	4.1	38	7.4	
Institution	6	0.2	16	1.9	11	1.1	16	2.3	1	0.2	
Administration	231	7.5	40	4.6	87	8.8	37	5.4	41	8.0	
LOW	Total Offenders	1,304		886		673		535		341	
	Total Contacts	4,558		2,824		2,127		1,415		858	
	Mean # of Contacts	3.5		3.2		3.2		2.6		2.5	
	Type of Contact										
	Person-to-Person	2,383	52.3	1,343	47.6	1,041	48.9	745	52.7	440	51.3
	Administrative	2,173	47.7	1,473	52.2	1,083	50.9	668	47.2	414	48.3
	Institutional	2	0.0	8	0.3	3	0.1	2	0.1	4	0.5

Table G.
Intensity of Supervision by Supervision Level - 1995.

		Time 1		Time 6		Time 12		Time 18		Time 24	
		N	%	N	%	N	%	N	%	N	%
Person Contacted											
Offender		2,249	49.3	1,322	46.8	999	47.0	686	48.5	394	45.9
Collateral		1,570	34.4	1,185	42.0	916	43.1	589	41.6	374	43.6
Legal		79	1.7	66	2.3	74	3.5	56	4.0	41	4.8
Institution		6	0.1	15	0.5	5	0.2	4	0.3	13	1.5
Administration		654	14.3	236	8.4	133	6.3	80	5.7	36	4.2
M E D I U M	Total Offenders	3,043		2,156		1,370		952		470	
	Total Contacts	12,937		7,951		5,007		3,476		1,676	
	Mean # of Contacts	4.3		3.7		3.7		3.7		3.6	
	Type of Contact										
	Person-to-Person	7,020	54.3	4,413	55.5	2,825	56.4	1,853	53.3	924	55.1
	Administrative	5,906	45.7	3,511	44.2	2,138	42.7	1,599	46.0	745	44.5
	Institutional	11	0.1	27	0.3	44	0.9	24	0.7	7	0.4
	Person Contacted										
	Offender	6,766	52.3	3,721	46.8	2,338	46.7	1,630	46.9	785	46.8
	Collateral	5,423	41.9	3,570	44.9	2,219	44.3	1,535	44.2	718	42.8

Table G.
Intensity of Supervision by Supervision Level - 1995.

		Time 1		Time 6		Time 12		Time 18		Time 24	
		N	%	N	%	N	%	N	%	N	%
HIGH	Legal	278	2.1	246	3.1	164	3.3	111	3.2	70	4.2
	Institution	24	0.2	55	0.7	46	0.9	31	0.9	12	0.7
	Administration	446	3.4	359	4.5	240	4.8	169	4.9	91	5.4
	Total Offenders	1,567		1,032		994		773		319	
	Total Contacts	9,280		5,250		5,254		3,907		1,423	
	Mean # of Contacts	5.9		5.1		5.3		5.1		4.5	
	Type of Contact										
	Person-to-Person	5,259	56.7	2,632	50.1	2,596	49.4	1,931	49.4	780	54.8
	Administrative	4,012	43.2	2,592	49.4	2,604	49.6	1,898	48.6	637	44.8
	Institutional	9	0.1	26	0.5	54	1.0	78	2.0	6	0.4
	Person Contacted										
	Offender	4,241	45.7	2,119	40.4	2,001	38.1	1,486	38.0	490	34.4
	Collateral	4,380	47.2	2,514	47.9	2,566	48.8	1,922	49.2	744	52.3
	Legal	260	2.8	272	5.2	272	5.2	191	4.9	106	7.4
	Institution	26	0.3	62	1.2	102	1.9	94	2.4	11	0.8
Administration	373	4.0	283	5.4	313	6.0	214	5.5	72	5.1	

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Table H.
Intensity of Supervision by Supervision Level - 1998.

		Time 1		Time 6		Time 12		Time 18		Time 24	
		N	%	N	%	N	%	N	%	N	%
L I M I T E D	Total Offenders	2,949		1,716		1,367		987		568	
	Total Contacts	10,025		3,823		3,003		2,226		1,515	
	Mean # of Contacts	3.4		2.2		2.2		2.3		2.7	
	Type of Contact										
	Person-to-Person	6,274	62.6	1,752	45.8	1,314	43.8	1,071	48.1	774	51.1
	Administrative	3,740	37.3	2,071	54.2	1,685	56.1	1,151	51.7	737	48.6
	Institutional	11	0.1	0	0.0	4	0.1	4	0.2	4	0.3
	Person Contacted										
	Offender	4,785	47.7	1,820	47.6	1,484	49.4	937	42.1	459	30.3
	Collateral	4,813	48.0	1,723	45.1	1,268	42.2	1,044	46.9	815	53.8
	Legal	188	1.9	86	2.3	104	3.5	145	6.5	150	9.9
	Institution	12	0.1	1	0.0	3	0.1	6	0.3	14	0.9
	Administration	227	2.3	193	5.0	144	4.8	94	4.2	77	5.1
L O W	Total Offenders	1,430		815		686		450		174	
	Total Contacts	5,199		2,083		1,584		1,066		478	
	Mean # of Contacts	3.6		2.6		2.3		2.4		2.7	
	Type of Contact										

Table H.
Intensity of Supervision by Supervision Level - 1998.

		Time 1		Time 6		Time 12		Time 18		Time 24	
		N	%	N	%	N	%	N	%	N	%
	Person-to-Person	3,218	61.9	1,023	49.1	736	46.5	515	48.3	239	50.0
	Administrative	1,971	37.9	1,060	50.9	848	53.5	547	51.3	235	49.2
	Institutional	10	0.2	0	0.0	0	0.0	4	0.4	4	0.8
	Person Contacted										
	Offender	2,359	45.4	963	46.2	759	47.9	481	45.1	218	45.6
	Collateral	2,514	48.4	920	44.2	656	41.4	470	44.1	195	40.8
	Legal	109	2.1	71	3.4	67	4.2	49	4.6	32	6.7
	Institution	11	0.2	2	0.1	1	0.1	3	0.3	1	0.2
	Administration	206	4.0	127	6.1	101	6.4	63	5.9	32	6.7
	M E D I U M	Total Offenders	1,607		1,263		953		700		388
Total Contacts		8,892		5,749		4,185		2,800		1,432	
Mean # of Contacts		5.5		4.6		4.4		4.0		3.7	
Type of Contact											
Person-to-Person		5,165	58.1	3,019	52.5	2,266	54.1	1,502	53.6	799	55.8
Administrative		3,669	41.3	2,726	47.4	1,912	45.7	1,287	46.0	625	43.6
Institutional		58	0.7	4	0.1	7	0.2	11	0.4	8	0.6

Table H.
Intensity of Supervision by Supervision Level - 1998.

		Time 1		Time 6		Time 12		Time 18		Time 24	
		N	%	N	%	N	%	N	%	N	%
	Person Contacted										
	Offender	4,084	45.9	2,717	47.3	2,000	47.8	1,376	49.1	713	49.8
	Collateral	4,140	46.6	2,519	43.8	1,857	44.4	1,145	40.9	589	41.1
	Legal	255	2.9	213	3.7	144	3.4	138	4.9	72	5.0
	Institution	82	0.9	14	0.2	11	0.3	10	0.4	11	0.8
	Administration	331	3.7	286	5.0	173	4.1	131	4.7	47	3.3
HIGH	Total Offenders	1,397		1,107		1,019		745		335	
	Total Contacts	9,213		6,133		5,414		3,517		1,558	
	Mean # of Contacts	6.6		5.5		5.3		4.7		4.7	
	Type of Contact										
	Person-to-Person	5,562	60.4	3,448	56.2	2,984	55.1	1,929	54.8	853	54.8
	Administrative	3,572	38.8	2,668	43.5	2,409	44.5	1,571	44.7	696	44.7
	Institutional	79	0.9	17	0.3	21	0.4	17	0.5	9	0.6
	Person Contacted										
	Offender	4,073	44.2	2,538	41.4	2,268	41.9	1,437	40.9	670	43.0
Collateral	4,274	46.4	2,901	47.3	2,602	48.1	1,731	49.2	687	44.1	

Table H.
Intensity of Supervision by Supervision Level - 1998.

	Time 1		Time 6		Time 12		Time 18		Time 24	
	N	%	N	%	N	%	N	%	N	%
Legal	313	3.4	286	4.7	215	4.0	154	4.4	81	5.2
Institution	140	1.5	40	0.7	39	0.7	19	0.5	22	1.4
Administration	413	4.5	368	6.0	290	5.4	176	5.0	98	6.3

Table I.
Intensity of Supervision by Supervision Level - 2000.

		Time 1		Time 6		Time 12	
		N	%	N	%	N	%
L I M I T E D	Total Offenders	2,238		880		651	
	Total Contacts	7,149		2,389		1,784	
	Mean # of Contacts	3.2		2.7		2.7	
	Type of Contact						
	Person-to-Person	4,199	58.7	991	41.5	770	43.2
	Administrative	2,934	41.0	1,389	58.1	1,002	56.2
	Institutional	16	0.2	9	0.4	12	0.7
	Person Contacted						
	Offender	3,051	42.7	836	35.0	545	30.5
	Collateral	3,412	47.7	1,137	47.6	891	49.9
	Legal	414	5.8	296	12.4	252	14.1
	Institution	31	0.4	28	1.2	23	1.3
	Administration	241	3.4	92	3.9	73	4.1
L O W	Total Offenders	762		201		197	
	Total Contacts	2,568		637		569	
	Mean # of Contacts	3.4		3.2		2.9	
	Type of Contact						
	Person-to-Person	1,420	55.3	323	50.7	273	48.0
	Administrative	1,141	44.4	301	47.3	289	50.8
	Institutional	7	0.3	13	2.0	7	1.2
	Person Contacted						
	Offender	937	36.5	293	46.0	273	48.0
	Collateral	1,390	54.1	282	44.3	215	37.8
	Legal	146	5.7	23	3.6	39	6.9

Table I.
Intensity of Supervision by Supervision Level - 2000.

		Time 1		Time 6		Time 12	
		N	%	N	%	N	%
Institution		18	0.7	11	1.7	5	0.9
Administration		77	3.0	28	4.4	37	6.5
M E D I U M	Total Offenders	1,803		1,270		788	
	Total Contacts	9,859		5,725		3,332	
	Mean # of Contacts	5.5		4.5		4.2	
	Type of Contact						
	Person-to-Person	5,696	57.8	3,117	54.4	1,749	52.5
	Administrative	4,078	41.4	2,568	44.9	1,552	46.6
	Institutional	85	0.9	40	0.7	31	0.9
	Person Contacted						
	Offender	4,862	49.3	2,714	47.4	1,644	49.3
	Collateral	4,370	44.3	2,573	44.9	1,415	42.5
	Legal	276	2.8	182	3.2	114	3.4
	Institution	96	1.0	64	1.1	42	1.3
	Administration	255	2.6	192	3.4	117	3.5
	H I G H	Total Offenders	1,477		1,181		725
Total Contacts		8,615		6,079		3,622	
Mean # of Contacts		5.8		5.1		5.0	
Type of Contact							
Person-to-Person		5,085	59.0	3,354	55.2	2,125	58.7
Administrative		3,482	40.4	2,672	44.0	1,463	40.4
Institutional		48	0.6	53	0.9	34	0.9
Person Contacted							
Offender	3,674	42.6	2,400	39.5	1,449	40.0	

Table I.
Intensity of Supervision by Supervision Level - 2000.

	Time 1		Time 6		Time 12	
	N	%	N	%	N	%
Collateral	4,182	48.5	3,012	49.5	1,792	49.5
Legal	290	3.4	284	4.7	157	4.3
Institution	146	1.7	91	1.5	42	1.2
Administration	323	3.7	292	4.8	182	5.0

**Table J.
Recidivism Analysis + Actual Supervision Level**

Cohort/Supervision Level	Total N	12-month Failure Rate (%)	24-month Failure Rate (%)
1995			
Limited	1,740	18.2	25.2
Low	1,770	22.4	33.4
Medium	2,659	42.0	56.5
High	1,877	59.0	71.3
Missing	460	18.5	25.7
TOTAL	8,506	35.5	46.9
1998			
Limited	4,022	23.2	32.6
Low	1,779	31.1	44.1
Medium	2,174	37.9	51.1
High	2,440	58.9	73.2
Missing	379	15.3	22.7
TOTAL	10,794	35.3	47.1
2000			
Limited	4,123	17.8	~
Low	564	16.3	~
Medium	1,651	29.6	~
High	1,816	50.6	~
Missing	199	17.1	~
TOTAL	8,353	27.1	~
Source: Department of Community Justice, monthly snapshots			

**Table K.
Recidivism Analysis + Calculated Supervision Level**

Cohort/Supervision Level	Total N	12-Month Failure Rate (%)	24-month Failure Rate (%)
1995			
Limited	1,751	15.4	21.6
Low	2,546	29.7	41.2
Medium	1,927	43.5	59.9
High	1,822	58.8	70.7
Missing	460	18.5	25.7
TOTAL	8,506	35.5	46.9
1998			
Limited	2,615	18.1	26.1
Low	3,409	30.1	43.0
Medium	2,077	43.9	57.5
High	2,314	57.8	71.3
Missing	379	15.3	22.7
TOTAL	10,794	35.3	47.1
2000			
Limited	2,146	12.3	~
Low	2,890	21.6	~
Medium	1,403	34.6	~
High	1,715	50.1	~
Missing	199	17.1	~
TOTAL	8,353	27.1	~
Source: Department of Community Justice, monthly snapshots			

**Table L.
Recidivism Analysis by Caseload Assignment - 1995.**

	Caseload Assignment at Re-arrest													
	Casebank		Generic		ICM		Specialized		Intake		Abscond		Excluded	
	N=54	%	N=1,802	%	N=199	%	N=726	%	N=145	%	N=453	%	N=156	%
Supervision Level at Re-arrest														
Limited	8	14.8	129	7.2	16	8.0	22	3.0	77	53.1	48	10.6	31	19.9
Low	37	68.5	280	15.5	2	1.0	42	5.8	5	3.4	89	19.6	27	17.3
Medium	6	11.1	727	40.3	7	3.5	337	46.4	5	3.4	154	34.0	55	35.3
High	3	5.6	462	25.6	169	84.9	239	32.9	19	13.1	127	28.0	28	17.9
Missing	0	0.0	204	11.3	5	2.5	86	11.8	39	26.9	35	7.7	15	9.6
Re-arrest														
Mean Months to Rearr.	17.3		5.9		4.2		6.2		3.9		10.8		13.8	
Most Serious Re-arrest														
Person	11	20.4	320	17.8	25	12.6	118	16.3	17	11.7	31	6.8	21	13.5
Property	7	13.0	535	29.7	52	26.1	203	28.0	44	30.3	108	23.8	42	26.9
Controlled Subs.	9	16.7	429	23.8	65	32.7	204	28.1	59	40.7	100	22.1	43	27.6
DUI	3	5.6	56	3.1	1	0.5	13	1.8	1	0.7	6	1.3	10	6.4
Other	24	44.4	458	25.4	55	27.6	187	25.8	24	16.6	207	45.7	39	25.0
Unknown	0	0.0	4	0.2	1	0.5	1	0.1	0	0.0	1	0.2	1	0.6
Offense Level														
Felony	23	42.6	1,143	63.4	143	71.9	510	70.2	108	74.5	318	70.2	84	53.8

Table L..
Recidivism Analysis by Caseload Assignment - 1995.

	Caseload Assignment at Re-arrest													
	Casebank		Generic		ICM		Specialized		Intake		Abscond		Excluded	
	N=54	%	N=1,802	%	N=199	%	N=726	%	N=145	%	N=453	%	N=156	%
Misdemeanor	21	38.9	518	28.7	38	19.1	162	22.3	29	20.0	96	21.2	56	35.9
Unknown/Other	10	18.5	141	7.8	18	9.0	54	7.4	8	5.5	39	8.6	16	10.3
Suppression Rate														
Mean Arrests - Prior 24 Months	0.7		2.0		3.0		2.2		2.8		1.6		1.3	
Mean Arrests - Supervision Period	1.3		3.2		3.8		3.4		3.0		2.4		1.9	
Suppression Rate	0.85		0.59		0.27		0.54		0.08		0.53		0.54	

Table M.
Recidivism Analysis by Caseload Assignment - 1998.

	Caseload Assignment at Re-arrest													
	Casebank		Generic		Specialized		Local Control		Intake		Abscond		Excluded	
	N=77 5	%	N=131 6	%	N=116 6	%	N=6	%	N=27 7	%	N=37 1	%	N=42 0	%
Supervision Level at Re-arrest														
Limited	453	58.5	73	5.5	207	17.8	2	33.3	39	14.1	88	23.7	222	52.9
Low	252	32.5	52	4.0	118	10.1	0	0.0	37	13.4	69	18.6	125	29.8
Medium	54	7.0	330	25.1	366	31.4	0	0.0	22	7.9	69	18.6	35	8.3
High	14	1.8	765	58.1	400	34.3	3	50.0	33	11.9	124	33.4	30	7.1
Missing	2	0.3	96	7.3	75	6.4	1	16.7	146	52.7	21	5.7	8	1.9
Re-arrest														
Mean Months to Re-arrest	9.7		7.1		6.5		7.8		2.7		8.9		5.3	
Most Serious Re-arrest														
Person	79	10.2	139	7.9	175	15.0	0	0.0	15	5.4	28	7.5	44	10.5
Property	133	17.2	352	19.9	195	16.7	2	33.3	88	31.8	84	22.6	94	22.4
Controlled Subs.	162	20.9	407	23.0	322	27.6	2	33.3	105	37.9	85	22.9	128	30.5
DUI	52	6.7	25	1.4	46	3.9	0	0.0	4	1.4	10	2.7	14	3.3
Other	344	44.4	836	47.3	423	36.3	2	33.3	65	23.5	161	43.4	140	33.3
Unknown	5	0.6	7	0.4	5	0.4	0	0.0	0	0.0	3	0.8	0	0.0
Offense Level														
Felony	421	54.3	916	69.6	713	61.1	5	83.3	209	75.5	243	65.5	248	59.0

Table M.
Recidivism Analysis by Caseload Assignment - 1998.

	Caseload Assignment at Re-arrest													
	Casebank		Generic		Specialized		Local Control		Intake		Abscond		Excluded	
	N=77 5	%	N=131 6	%	N=116 6	%	N=6	%	N=27 7	%	N=37 1	%	N=42 0	%
Misdemeanor	245	31.6	277	21.0	334	28.6	1	16.7	57	20.6	88	23.7	119	28.3
Unknown/Other	109	14.1	123	9.3	119	10.2	0	0.0	11	4.0	40	10.8	53	12.6
Suppression Rate														
Mean Arrests - Prior 24 Months	1.1		2.9		2.2		4.8		4.3		1.7		2.0	
Mean Arrests - Supervision Period	2.1		3.7		3.1		3.5		5.7		2.6		3.0	
Suppression Rate	0.93		0.28		0.43		-0.28		0.34		0.51		0.54	

Table N.
Recidivism Analysis by Caseload Assignment - 2000.

	Caseload Assignment at Re-arrest													
	Casebank		Generic		Specialized		Local Control		Intake		Abscond		Excluded	
	N=66 5	%	N=79 5	%	N=35 4	%	N=10	%	N=69	%	N=12 8	%	N=8	%
Supervision Level at Re-arrest														
Limited	579	87.1	22	2.8	16	4.5	0	0.0	4	5.8	25	19.5	3	37.5
Low	39	5.9	11	1.4	9	2.5	1	10.0	13	18.8	8	6.3	0	0.0
Medium	18	2.7	235	29.6	119	33.6	1	10.0	23	33.3	25	19.5	2	25.0
High	28	4.2	515	64.8	199	56.2	3	30.0	10	14.5	66	51.6	2	25.0
Missing	1	0.2	12	1.5	11	3.1	5	50.0	19	27.5	4	3.1	1	12.5
Re-arrest														
Mean Months to Re-arrest	5.0		5.5		5.4		5.3		1.8		6.5		7.1	
Most Serious Re-arrest														
Person	68	10.2	81	10.2	38	10.7	0	0.0	2	2.9	0	0.0	1	12.5
Property	127	19.1	155	19.5	60	16.9	0	0.0	17	24.6	22	17.2	2	25.0
Controlled Subs.	135	20.3	224	28.2	97	27.4	3	30.0	20	29.0	19	14.8	1	12.5
DUI	28	4.2	23	2.9	10	2.8	0	0.0	2	2.9	2	1.6	0	0.0
Other	294	44.2	305	38.4	147	41.5	7	70.0	27	39.1	85	66.4	4	50.0
Unknown	13	2.0	7	0.9	2	0.6	0	0.0	1	1.4	0	0.0	0	0.0
Offense Level														
Felony	375	56.4	496	62.4	223	63.0	8	80.0	47	68.1	88	68.8	2	25.0

**Table N.
Recidivism Analysis by Caseload Assignment - 2000.**

	Caseload Assignment at Re-arrest													
	Casebank		Generic		Specialized		Local Control		Intake		Abscond		Excluded	
	N=66 5	%	N=79 5	%	N=35 4	%	N=10	%	N=69	%	N=12 8	%	N=8	%
Misdemeanor	203	30.5	225	28.3	100	28.2	2	20.0	18	26.1	28	21.9	2	25.0
Unknown/Other	87	13.1	74	9.3	31	8.8	0	0.0	4	5.8	12	9.4	4	50.0
Suppression Rate														
Mean Arrests - Prior 12 Months	0.7		1.7		1.6		1.1		3.1		0.9		0.0	
Mean Arrests - Supervision Period	1.7		2.2		2.1		2.0		3.2		1.7		1.8	
Suppression Rate	1.60		0.34		0.37		0.82		0.03		0.92		N/A	

Table O.
Recidivism Analysis by Supervision Level - 1995.

	Limited		Low		Medium		High		Missing	
	N=331	%	N=482	%	N=1,291	%	N=1,047	%	N=838	%
Caseload Type at Re-arrest										
Casebank	8	2.4	37	7.7	6	0.5	3	0.3	0	0.0
Generic	129	39.0	280	58.1	727	56.3	462	44.1	204	24.3
ICM	16	4.8	2	0.4	7	0.5	169	16.1	5	0.6
Specialized	22	6.6	42	8.7	337	26.1	239	22.8	86	10.3
Intake	77	23.3	5	1.0	5	0.4	19	1.8	39	4.7
Abscond	48	14.5	89	18.5	154	11.9	127	12.1	35	4.2
Excluded	31	9.4	27	5.6	55	4.3	28	2.7	15	1.8
Missing	0	0.0	0	0.0	0	0.0	0	0.0	454	54.2
Re-arrest										
Mean Months to Re-arrest	7.7		8.7		7.2		6.4		9.2	
Most Serious Re-arrest										
Person	47	14.2	65	13.5	206	16.0	160	15.3	149	17.8
Property	91	27.5	127	26.3	344	26.6	301	28.7	232	27.7
Controlled Substance	105	31.7	102	21.2	310	24.0	303	28.9	177	21.1
DUI	9	2.7	22	4.6	36	2.8	17	1.6	22	2.6
Other	79	23.9	164	34.0	393	30.4	262	25.0	258	30.8
Unknown	0	0.0	2	0.4	2	0.2	4	0.4	0	0.0
Re-arrest Level										

Table O.
Recidivism Analysis by Supervision Level - 1995.

	Limited		Low		Medium		High		Missing	
	N=331	%	N=482	%	N=1,291	%	N=1,047	%	N=838	%
Felony	208	62.8	280	58.1	806	62.4	759	72.5	518	61.8
Misdemeanor	101	30.5	157	32.6	372	28.8	206	19.7	258	30.8
Unknown/Other	22	6.6	45	9.3	113	8.8	82	7.8	62	7.4
Suppression Rate										
Mean Arrests - Prior 24 Months	1.6		1.4		1.9		2.4		1.9	
Mean Arrests - Supervision Period	2.5		2.4		2.8		3.7		2.9	
Suppression Rate	0.56		0.71		0.47		0.54		0.53	

**Table P.
Recidivism Analysis by Supervision Level - 1998.**

	Limited		Low		Medium		High		Missing	
	N=1,084	%	N=653	%	N=876	%	N=1,369	%	N=1,097	%
Caseload Type at Re-arrest										
Casebank	453	41.8	252	38.6	54	6.2	14	1.0	2	0.2
Generic	73	6.7	52	8.0	330	37.7	765	55.9	96	8.8
Specialized	207	19.1	118	18.1	366	41.8	400	29.2	75	6.8
Local Control	2	0.2	0	0.0	0	0.0	3	0.2	1	0.1
Intake	39	3.6	37	5.7	22	2.5	33	2.4	146	13.3
Abscond	88	8.1	69	10.6	69	7.9	124	9.1	21	1.9
Excluded	222	20.5	125	19.1	35	4.0	30	9.3	8	0.7
Missing	0	0.0	0	0.0	0	0.0	0	0.0	748	68.2
Re-arrest										
Mean Months to Re-arrest	7.7		7.8		7.6		7.2		9.1	
Most Serious Re-arrest										
Person	107	9.9	63	9.6	123	14.0	151	11.0	131.0	11.9
Property	214	19.7	141	21.6	175	20.0	320	23.4	228.0	20.8
Controlled Substance	285	26.3	159	24.3	182	20.8	454	33.2	315.0	28.7
DUI	54	5.0	28	4.3	40	4.6	22	1.6	62.0	5.7
Other	418	38.6	261	40.0	349	39.8	416	30.4	360.0	32.8
Unknown	6	0.6	1	0.2	7	0.8	6	0.4	1.0	0.1
Re-arrest Level										
Felony	622	57.4	381	58.3	501	57.2	990	72.3	674.0	61.4

Table P.
Recidivism Analysis by Supervision Level - 1998.

	Limited		Low		Medium		High		Missing	
	N=1,084	%	N=653	%	N=876	%	N=1,369	%	N=1,097	%
Misdemeanor	321	29.6	194	29.7	270	30.8	267	19.5	319.0	29.1
Unknown/Other	141	13.0	78	11.9	105	12.0	112	8.2	104.0	9.5
Suppression Rate										
Mean Arrests - Prior 24 Months	1.5		1.4		2.0		3.0		2.7	
Mean Arrests - Supervision Period	2.5		2.4		2.8		3.6		3.6	
Suppression Rate	0.72		0.76		0.45		0.23		0.31	

Table Q.
Recidivism Analysis by Supervision Level - 2000.

	Limited		Low		Medium		High		Missing	
	N=649	%	N=81	%	N=423	%	N=823	%	N=292	%
Caseload Type at Re-arrest										
Casebank	579	89.2	39	48.1	18	4.3	28	3.4	1	0.3
Generic	22	3.4	11	13.6	235	55.6	515	62.6	12	4.1
Specialized	16	2.5	9	11.1	119	28.1	199	24.2	11	3.8
Local Control	0	0.0	1	1.2	1	0.2	3	0.4	5	1.7
Intake	4	0.6	13	16.0	23	5.4	10	1.2	19	6.5
Abscond	25	3.9	8	9.9	25	5.9	66	8.0	4	1.4
Excluded	3	0.5	0	0.0	2	0.5	2	0.2	1	0.3
Missing	0	0.0	0	0.0	0	0.0	0	0.0	239	81.8
Re-arrest										
Mean Months to Re-arrest	5.2		4.9		5.1		5.6		5.5	
Most Serious Re-arrest										
Person	61	9.4	9	11.1	50	11.8	65	7.9	26.0	8.9
Property	130	20.0	12	14.8	85	20.1	142	17.3	64.0	21.9
Controlled Substance	126	19.4	23	28.4	84	19.9	253	30.7	67.0	22.9
DUI	30	4.6	1	1.2	21	5.0	11	1.3	10.0	3.4
Other	290	44.7	36	44.4	177	41.8	347	42.2	124.0	42.5
Unknown	12	1.8	0	0.0	6	1.4	5	0.6	1.0	0.3
Re-arrest Level										
Felony	355	54.7	52	64.2	230	54.4	570	69.3	168.0	57.5

Table Q.
Recidivism Analysis by Supervision Level - 2000.

	Limited		Low		Medium		High		Missing	
	N=649	%	N=81	%	N=423	%	N=823	%	N=292	%
Misdemeanor	205	31.6	24	29.6	151	35.7	180	21.9	96.0	32.9
Unknown/Other	89	13.7	5	6.2	42	9.9	73	8.9	28.0	9.6
Suppression Rate										
Mean Arrests - Prior 12 Months	0.7		1.1		1.3		1.8		1.2	
Mean Arrests - Supervision Period	1.7		2.0		2.2		2.2		2.0	
Suppression Rate	1.58		0.75		0.73		0.21		0.70	



ASSESSING THE EFFECTIVENESS OF
INTERMEDIATE SANCTIONS IN
MULTNOMAH COUNTY, OREGON

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June 2008

Suggesting citation: Andres F. Rengifo and Christine S. Scott-Hayward. *Assessing the Effectiveness of Intermediate Sanctions in Multnomah County, Oregon*. New York: Vera Institute of Justice, 2008.

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Requests for additional information about the research described in this report should be directed to contactvera@vera.org.

Executive Summary

In the 1990s the Department of Community Justice (DCJ) in Multnomah County, Oregon, initiated a series of evidence-based reforms intended to shift resources and change its supervision approach. This study by the Vera Institute of Justice is one of a number of studies the DCJ has solicited to look at particular questions about its system. It provides an overview of the patterns and practices of adult probation and post-prison supervision, based on Vera's quantitative and qualitative analysis of the use of intermediate sanctions in response to violations of probation conditions. Specifically the authors seek to answer three main questions:

- What are the most frequent condition violations among clients on supervision and the most frequent sanctions associated with those violations?
- What is the incidence and prevalence of jail sanctions?
- Is there an association between sanctions and short- and long-term outcomes?

Overall, we found that most of the people on supervision in Multnomah County did not receive any type of sanction or intervention while under supervision. Of 3,642 people discharged in 2005, only 29.4 percent registered at least one sanction or intervention. The most common condition violations for which sanctions were imposed were failure to report to the parole or probation officer and changing job or residence without permission. Together these were listed as the top condition violated for 39 percent of the administrative actions carried out by supervising officers. Jail was the most frequently employed sanction. Of those who received at least one sanction, 92 percent received a jail sanction, averaging 63.9 jail days over the course of their tenure.

In looking at short-term outcomes—i.e., whether people were able to complete their supervision successfully—we found that those who received intermediate sanctions were significantly more likely to experience an unsuccessful discharge. Controlling for demographic and crime related attributes, we found that people who received any sanction or formal intervention were 44 percent more likely to have their supervision revoked.

It is possible, of course, that those who receive jail sanctions might be different from clients who don't receive sanctions or who receive other sanctions. To account for this potential "bias," we used statistical analyses (propensity score matching) to create two samples of clients with a similar propensity to receive jail sanctions. Using these matched samples, we found that intermediate sanctions had a negative effect on long-term outcomes, both re-arrest and reconviction. The re-arrest rate for clients who received at least one sanction or intervention was 20 percent higher than that of the matched control group who received no sanctions. Similarly, the reconviction rate for clients who received

any sanction or intervention was 15 percent higher than that of the matched control group.

Based on our findings, we suggest four ways DCJ could improve supervision and outcomes:

1. Increase the use of sanctions and interventions other than jail; this would allow for this study to be expanded to look at the specific effects of actions other than jail.
2. Examine in more detail how jail is used, specifically the number of jail days given for each sanction.
3. Educate probation and parole officers on DCJ's practices and protocols to ensure accurate data collection.
4. Conduct future studies, which should include cost-benefit analysis, on the effect of sanctions other than jail.

Acknowledgments

The authors would like to thank several people who contributed to this report. First, we would like to acknowledge the staff of the Multnomah County Department of Community Justice (DCJ), particularly Charlene E. Rhyne, director of the department's Research and Evaluation Unit and Bill Penny, district manager. We would also like to thank DCJ director, Scott Taylor for his support of the research. In addition, Diane Manthe and Gail McKeel of the DCJ and Paul Schroeder of the Oregon Department of Corrections ensured that we had accurate data to work with.

We are also grateful to the Multnomah County parole officers and managers who participated in focus groups and interviews and to the senior managers who gave us valuable feedback on earlier versions of the report.

Finally, we would like to thank our colleagues at Vera. Reagan Daly and Neil Weiner gave us helpful feedback on the report, while the Communications Department, particularly Robin Campbell and Abbi Leman, provided exceptional editing support.

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I. Introduction

This study examines how intermediate sanctions—a stepped hierarchy of penalty options that may forestall a return to prison—and other formal interventions are used as responses when people on adult probation or under post-prison supervision in Multnomah County, Oregon, violate the conditions of their release. Specifically, our research focuses on three main areas:

1. *General patterns of intermediate sanctioning.* We look at the types of intermediate sanctions and formal interventions given to Multnomah County Department of Community Justice (DCJ) clients, as well as the violations associated with these sanctions. We also compare the use of sanctions in Multnomah County with their use in Washington and Clackamas counties to determine whether DCJ sanctioning patterns are different from those of other agencies.
2. *Use of jail-based sanctions.* In addition to general patterns of sanctioning, we look more specifically at the incidence and prevalence of jail-based sanctions (local control) and the types of violations for which jail was given as a sanction. As with the general patterns of intermediate sanctioning, we examine whether DCJ patterns of jail-based sanctioning are different from the patterns observed in Washington and Clackamas counties.
3. *Short- and long-term outcomes of supervision and the effect of sanctions on outcomes.* Finally, we examine the distribution of short-term outcomes of supervision as measured by the type of discharge (e.g., successful completion, revocation, administrative discharge) and investigate the effect of sanctions and interventions on these outcomes. We also look at long-term outcomes as measured by re-arrest and reconviction after discharge to see whether there is an association between short- and long-term outcomes of supervision and to gauge any impact of sanctions on long-term outcomes.

Background

The Multnomah County Department of Community Justice (DCJ) is responsible for supervising all people on probation, parole, or post-prison supervision who reside in the county.¹ Since the 1990s, it has been a national leader in innovative practices in the criminal justice system. In 1997, DCJ officials began redesigning the department's operations using evidence-based practices (practices shown to be effective based on

¹ Oregon abolished parole in 1989 when it adopted sentencing guidelines. However, there are people who were sentenced prior to 1989 who are still released on parole. People sentenced after 1989 are required to serve a period of time in the community following release from prison—this is referred to as post-prison supervision.

empirical research). They began by developing specialized caseloads for particular populations, such as people convicted of sex offenses and clients with mental health issues, and new programs and sanctions. They also eliminated services and programs that were considered ineffective or insufficiently evidence-based and began concentrating resources on clients who were at medium and high risk of re-offending (rather than low-risk clients). This process of change continued in 1999 when the DCJ developed an enhanced needs assessment that would allow them to tailor services to meet individual clients' specific psychological, emotional, and educational needs.

While these reforms were being enacted locally, structured intermediate sanctions were being developed at the state level.² In 1993, Oregon's legislature developed a structured sanctions process for people on felony probation. This innovation provided probation officers (POs) with a range of sanctions that correspond to particular violations. The structured sanction process uses a sanction grid similar to a sentencing guidelines grid.³ This grid, which originally targeted people on felony probation, was later adopted by the State Board of Parole and Post-Prison Supervision to be used with a wider number of people on parole and under post-prison supervision. The legislature's goal was, in part, to reduce the numbers of revocations to prison for non-criminal violations, such as failure to attend a required meeting with a PO.⁴ The DCJ adopted this structured sanctions process in 1995 and subsequently developed a sanction process for people on misdemeanor probation.⁵ More recently, in 2001, as part of a systemwide effort to free up jail beds, the DCJ reduced the number of jail days that could be imposed as a sanction.

As part of this overall process, the DCJ established a Research and Evaluation Unit to ensure that system decisions were grounded in research and data analysis. However, in addition to conducting its own internal research and data analysis, the DCJ has also relied on external researchers. This project by the Vera Institute of Justice is one of a number of studies that have been solicited to look at particular questions about the county system.

² In the context of community supervision, intermediate sanctions are sanctions given to a person when he or she violates a condition of supervision. Intermediate sanctions are generally given in lieu of revoking probation or parole and sending people back to prison.

³ National Institute of Corrections, *Topics in Community Corrections Annual Issue 2006: Effectively Managing Violations and Revocations* (Washington, DC: NIC, 2006,) p. 22. (Hereafter, referred to as *Topics in Community Corrections*.) In Multnomah County, intermediate sanctions are described as sanctions or interventions. The most common sanctions are jail, inpatient treatment, community service, and restitution, while interventions include day reporting, outpatient treatment, curfew, cognitive intervention, and modification of conditions.

⁴ *Topics in Community Corrections*.

⁵ Wayne Salvo, *The Use of Structured Intermediate Sanctions in Multnomah County, November 1997 through March, 2001* (Portland, OR: Multnomah County Department of Community Justice, Research and Evaluation Unit.) (Hereafter, referred to as *The Use of Structured Intermediate Sanctions in Multnomah County*.)

Data and Methods

This study is based on the analysis of client-level administrative records compiled by the DCJ and stored by the Oregon Department of Corrections. These records contain variables traditionally associated with the performance of people under community-based supervision, including key demographics, risk assessment scores, and information on prior criminal involvement. The sample comprises people who ended community-based supervision in 2005.⁶ It includes both clients who successfully completed their supervision term as well as those whose supervision was revoked. We compiled information on these people in order to include events that occurred between their release from prison and their discharge from supervision (for those with a prison sentence), or between the beginning of their supervision period and their discharge from supervision (for those without a prison sentence).⁷ Although our research focuses on processes and outcomes in Multnomah County, we use patterns detected in two neighboring jurisdictions, Clackamas and Washington Counties, for comparison. Overall, 7,542 people were discharged from supervision in these three counties in 2005, almost half from Multnomah County (3,642).

Our analysis of administrative records is supplemented by information derived from a series of semi-structured interviews with DCJ supervising officers as well as focus groups with DCJ line officers, all completed in July 2007. We conducted two focus groups, one with line officers who had generic caseloads and one with line officers who had specialized caseloads (including people convicted of domestic violence offenses and sex offenses and people who were mentally ill). We also interviewed three supervising officers and met on multiple occasions with several DCJ managers and researchers. Gathering this qualitative data helped us understand the practices of supervision and intermediate sanctions in Multnomah County. It also contributed to our interpretation of patterns detected through our statistical analysis of the administrative records.

As noted earlier, in addition to describing patterns of intermediate sanctioning, we sought to associate sanctioning processes with short- and long-term supervision outcomes. We defined short-term outcomes using administrative records on type of discharge from supervision. Essentially, we reclassified these discharges into several categories of success and failure. To look at long-term outcomes we followed a subset of clients discharged from supervision in 2005 to determine how many were re-arrested or reconvicted in Multnomah County.

By applying standard multivariate statistical techniques to the data derived from the administrative records, we were able to assess the effectiveness of jail-based intermediate

⁶ In Oregon, community-based supervision is a county-level function that includes the supervision of both people leaving prison (parole or "post-prison supervision") and those sentenced locally to a term of probation.

⁷ For people with multiple sentences we focused on their last release from prison or their last admission to probation.

sanctions on short- and long-term outcomes. Specifically, we developed a series of logistic and Cox-regression models estimating the likelihood of short-term failures (i.e., being discharged in 2005 due to a revocation) controlling for demographic and crime-related factors. We used a similar approach to examine the long-term outcomes (i.e., being re-arrested or reconvicted after discharge). For both analyses we explored multiple measures of intermediate sanctioning practices, focusing on jail-based sanctions. We supplemented this approach with the study of a reduced sample that we created using propensity score matching (PSM).⁸ This technique accounts for any selection “bias” implied by the administration of jail-based sanctions (i.e., clients receiving jail-based sanctions may be different than clients without sanctions or clients receiving other types of sanctions). Using PSM, we created two samples of clients with a “similar” propensity to receive jail-based sanctions and compared their long-term supervision outcomes.

Outline of the report

The remainder of the report is organized into four sections. In Section II we present a brief profile of the clients included in our dataset of administrative records, looking at their demographic characteristics, risk assessment scores, and key elements of their involvement with the criminal justice system. Section III examines the nature and frequency of condition violations and the use of intermediate sanctions. In particular, it looks at the use of jail as a sanction, both individually and in combination with other sanctions. Section IV presents our findings on the effect of jail and other sanctions on short-term and long-term outcomes and discusses prior research on the effect of intermediate sanctions on recidivism. Finally, in Section V we summarize the findings of the report and suggest ways the DCJ can use these findings to improve supervision practices in Multnomah County. Detailed descriptions and results of the multivariate data analyses discussed in Section IV can be found in the appendices.

⁸ See Appendix I.

II. Profile of Clients on Community-based Supervision

During 2005, 7,542 people exited from community-based supervision in the counties of Multnomah, (48.3 percent of all discharges), Washington (32.1 percent), and Clackamas (19.6 percent). As the data in Figure 1 show, overall, women represented only 21 percent of discharges. On average, people were approximately 33 years old when admitted into community-based supervision. White clients comprised more than 75 percent of the total discharges, with Hispanic comprising 11.2 percent and black clients comprising 10 percent.

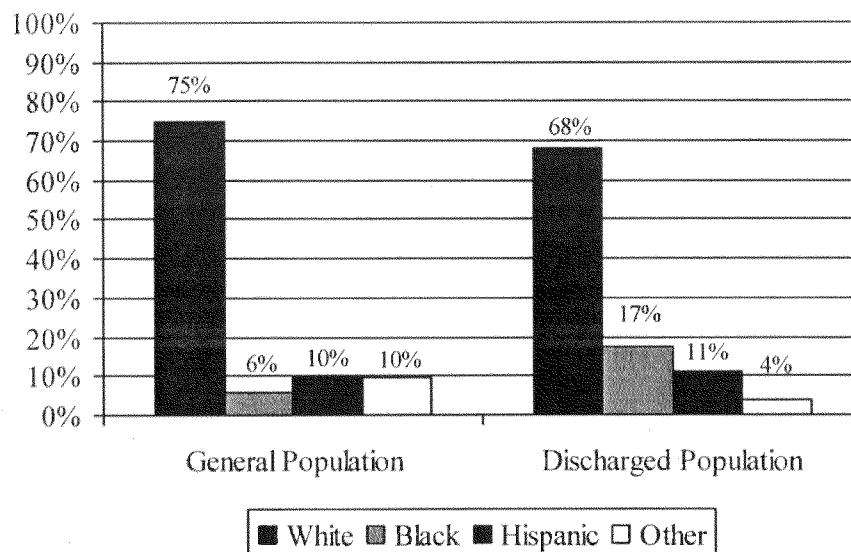
Figure I: Demographic attributes by county⁹

	Overall	Multnomah	Clackamas	Washington
Total clients	7,542	3,642	1,480	2,420
<i>Gender</i>				
Percent female	20.8	19.9	20.1	22.4
<i>Race/Ethnicity</i>				
Percent white	75.8	68.0	89.3	79.3
Percent black	10.0	17.2	1.6	4.1
Percent Hispanic	11.2	11.0	6.7	14.2
Percent other	3.1	3.8	2.4	2.5
<i>Age at admission</i>				
Mean	33.1	33.2	34.1	32.2
Range	15-81	15-80	17-77	15-81

Although the age and gender of the study sample were consistent across the three counties, there were substantial differences in the racial breakdown. As Figure 1 shows, the percentage of minority clients in Multnomah County (28.2 percent) was significantly higher than in Clackamas and Washington counties (8.3 percent and 18.3 percent respectively). Multnomah County also showed a higher level of racial disparity than the other counties. For example, as Figure 2 shows, the percentage of black clients discharged in 2005 is almost triple the percentage in the general population of Multnomah County (17 percent compared with 6 percent).

⁹ Due to rounding, percentages in this (and other tables) may not add to 100.

Figure 2: Multnomah County general population and discharged population, by race



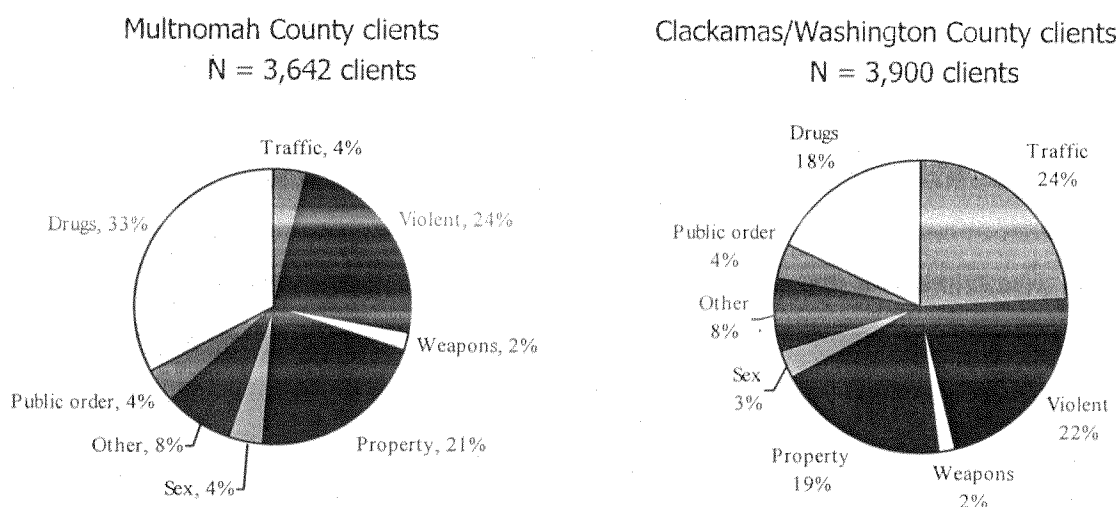
There are also differences among the counties with respect to crime-related attributes. As shown in Figure 3, Multnomah County supervises a greater percentage of post-prison supervision clients (34.6 percent) than the other counties and its clients remained on active supervision longer, on average (40.1 months). We also found that Multnomah clients had more serious involvement in criminal activities as indicated by their current offense level and their criminal histories.

Figure 3: Crime-related attributes by county

	All	Multnomah	Clackamas	Washington
Total clients	7,542	3,642	1,480	2,420
<i>Type of supervision</i>				
Percent probation	74.4	65.4	83.5	82.3
Percent post-prison	25.6	34.6	16.5	17.7
<i>Criminal history</i>				
Percent none	45.4	28.9	60.3	60.6
Percent A – D	9.7	13.7	6.0	6.2
Percent E – I	44.9	57.4	33.6	33.2
<i>Current offense</i>				
Percent class A felony	9.1	13.4	5.3	5.2
Percent other felony	53.9	67.8	41.4	41.1
Percent class A misdemeanor	32.1	15.6	51.3	44.6
Percent other misdemeanor	4.9	3.2	2.0	9.1

Differences among the counties are particularly significant in the distribution of the most current offense of conviction. As Figure 3 shows, most clients in Multnomah County were convicted of a felony (13.4 percent of a class A felony) whereas in Clackamas and Washington a slight majority of cases involve misdemeanor convictions and only about 5.3 percent were convicted of a class A felony. Figure 4 presents a further breakdown of Multnomah and Clackamas/Washington clients by current offense. DCJ clients are significantly more likely to have been convicted of a drug-related crime than other clients (33 percent vs. 18 percent). In Clackamas and Washington counties, on the other hand, the proportion of offenses associated with traffic violations was substantially higher (24 percent compared with 4 percent in Multnomah County).

Figure 4: Current offense, by county



Differences among the counties are also seen when we look at the results of risk assessments. Each client is assessed at intake using the Revised Oregon Initial Risk Assessment Instrument and the County Violence Triage Tool.¹⁰ Over the course of their supervision, clients are reassessed periodically using the Revised Oregon Reassessment Risk Instrument (the reassessment). The scores generated by the repeated risk assessments combined with result from the Violence Triage Tool determine the required

¹⁰ The Violence Triage Tool is a screening tool and contains three items for males and four items for females but does not directly impact the initial risk score. For more information on the tool, see Garth Davies and Kelly Dedel, "Violence Risk Screening in Community Corrections," *Criminology and Public Policy* 5 no. 4 (2006): 743-770. As we will see subsequently, it may result in an override to the calculated supervision level.

level of supervision. The initial needs assessment tool also provides a baseline for each client's service plan.

As Figure 5 shows, on average, DCJ clients have higher initial assessment and reassessment scores than clients in Clackamas and Washington counties. The most significant variation is in the reassessment score: The average reassessment score for DCJ clients is 4.84, compared with 1.99 and 3.46 for Clackamas and Washington clients respectively. The assessment score (either initial or reassessment) corresponds directly to the level of supervision assigned to a client—the “calculated supervision level.” However, for reasons to be discussed later in this report, which include the results of the Violence Triage Tool, this level may be overridden. In such cases, the actual level of supervision would be reflected as the “community supervision level.” Figure 5 shows differences among the three counties in the calculated supervision levels assigned to clients. Just 19 percent of Clackamas and Washington clients received a calculated supervision level of *medium* or *high* compared with 32 percent of DCJ clients.

Figure 5: Assessment scores and levels of supervision, by county

	All	Multnomah	Clackamas	Washington
Total clients	7,542	3,642	1,480	2,420
<i>Initial assessment (N = 6,032)</i>				
Mean score	2.92	3.49	3.25	2.21
Mean substance abuse score ¹¹	0.68	0.69	0.70	0.64
<i>Last reassessment (N = 3,943)</i>				
Mean general score	3.99	4.84	1.99	3.46
Mean substance abuse score ¹²	0.58	0.67	0.40	0.52
<i>Calculated supervision level (IA)</i>				
Percent high	8	10	5	6
Percent medium	18	22	14	13
Percent low	42	41	42	43
Percent limited	32	27	39	38
<i>Community supervision level (IA)</i>				
Percent high	11	13	9	9
Percent medium	51	45	60	56
Percent low	16	17	9	20
Percent limited	22	25	23	16

¹¹ Question R8 in the Revised Oregon Initial Risk Assessment Instrument reads “Substance abuse problem in the community during the three years prior to the current offense?” A client receives a score of 0 for No and 1 for Yes.

¹² Question RA8 in the Revised Oregon Risk Reassessment Instrument reads “Substance abuse problem in the community?” The question asks about behavior since the last assessment. A client receives a score of 0 for “No use/possession,” 1 for “Occasional use,” and 2 for “Frequent abuse.”

Figure 5 shows that there are many instances where the calculated supervision level is different from the community supervision level. As a result of discretionary overrides by POs, the percentage of cases actually supervised at a medium or high level is lower in Multnomah County than in Clackamas or Washington Counties (58 percent compared with 69 percent and 65 percent respectively). Although we don't know why there are so many overrides outside of Multnomah County, when we asked DCJ staff about the overrides, officers and managers alike noted that in the past there were more of them, many of which were arbitrary. Current policy consequently requires a manager to approve all overrides. Although some officers told us there were financial pressures from management to have more medium- and high-level cases because they received more funding for those cases, most officers attributed overrides to concerns about public safety: SJ, a manager, told us "overrides usually occur in cases where there is someone dangerous and there are high public safety needs." Frequently, the override is necessary because of the limitations of the state risk assessment tool. According to one officer, the violence triage tool may lead to an override because "the state tool measures recidivism but not violence." SJ told us that the risk assessment tool gives property crime more weight than other crime types, which does not reflect current crime demographics in the county: "Many officers use other risk assessment tools based on best practices...these give a better view of where the offender stands." Finally, we were told that there are certain crimes for which clients must be supervised at a high or medium level for the first six months out of prison, which leads to an automatic override.

III. Violation of Conditions of Supervision and the Use of Intermediate Sanctions

This portrait of the clients supervised in Multnomah County suggests that DCJ officers supervise a greater number of parole clients with more serious offenses and more prolonged contact with the justice system than neighboring counties. These circumstances affect the nature of community-based supervision in multiple ways. For example, the average supervision tenure in Multnomah is significantly longer than in Clackamas and Washington (40.1 months vs. 30.1 months).

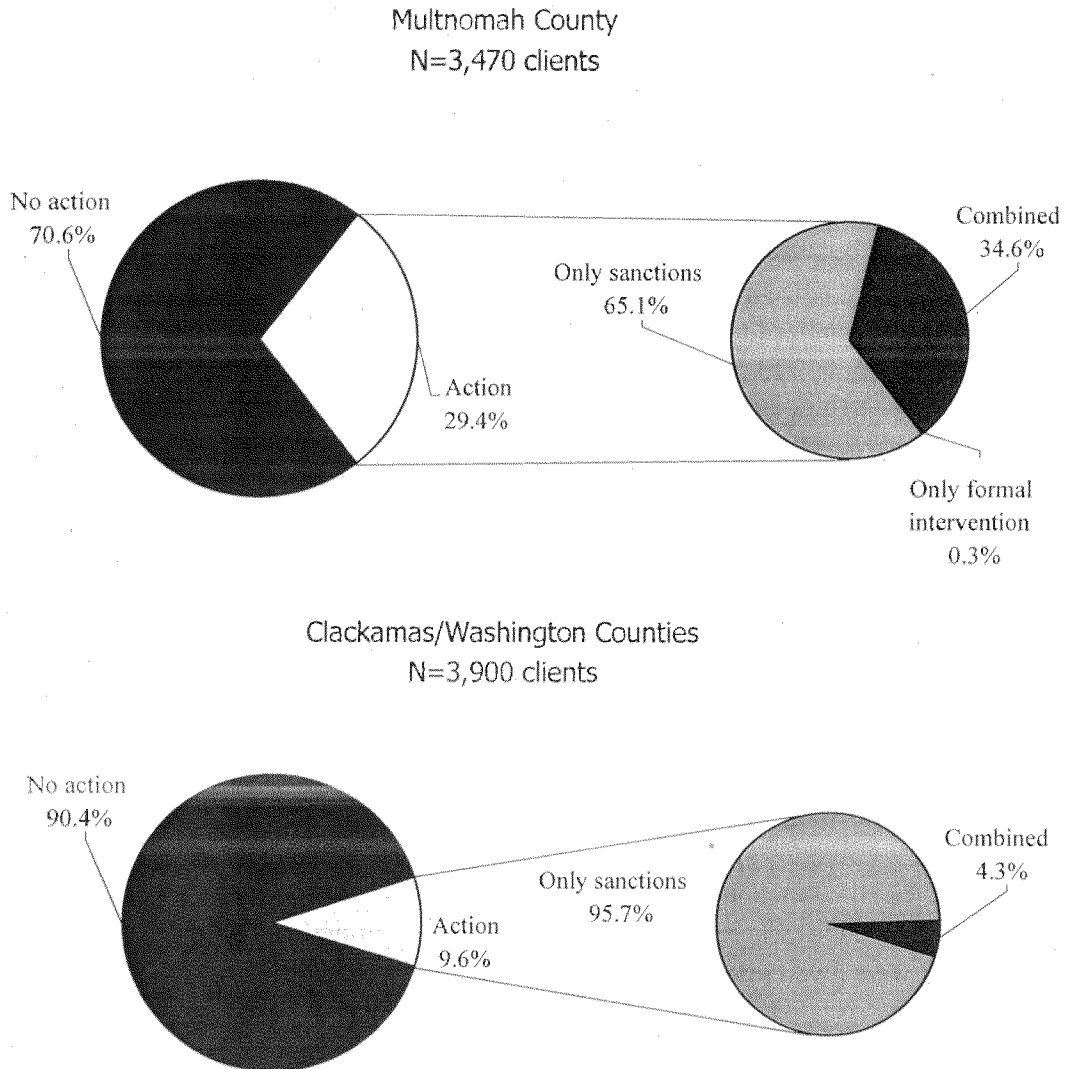
Given these differences, we might expect to see a greater number of condition violations and intermediate sanctions, as well as more serious sanctions in Multnomah County compared with the surrounding counties. We found, however, that despite the relative seriousness of its client-base and the longer tenures on supervision of probation and parole clients, most people supervised by DCJ discharged in 2005 did not receive any type of structured action in the form of sanctions (jail, inpatient treatment, etc) or other formal interventions (curfew, day reporting, etc.).¹³ In fact, more than two-thirds of those included in the study cohort monitored in Multnomah County were terminated without any sanction or formal intervention by their supervising officers (70.6 percent). The remaining 29.4 percent of the clients received at least one sanction or formal intervention during their tenure on community-based supervision. As expected, in Clackamas and Washington, the percentage of clients receiving sanctions was significantly lower (9.6 percent).

Figure 6, below, provides a visual representation of the county-level differences in the use of intermediate sanctions and other formal interventions. It shows that not only is the incidence of actions greater in Multnomah County but also that a greater percentage of clients in this jurisdiction received a combination of sanctions and formal interventions during their supervision tenure (34.6 percent of those registering at least one action compared with 4.3 percent in Clackamas/Washington).¹⁴ It was rare for a client to receive only a formal intervention.

¹³ In Multnomah County, intermediate sanctions are described as sanctions or interventions. The most common sanctions are jail, inpatient treatment, community service, and restitution/work center. Interventions, meanwhile, include day reporting, outpatient treatment, curfew, cognitive intervention and modification of conditions. However, DCJ staff more commonly refers to "jail only sanctions" and "jail plus a program" sanctions. Generally, sanctions are perceived as being more severe than interventions.

¹⁴ In Multnomah County, sanctions can either be initiated by the court or by a line officer. Because we are interested only in how the DCJ administers sanctions, we exclude court-initiated sanctions from our analysis.

Figure 6: Incidence of intermediate sanctions and other formal interventions by county



Note: Figure 6 excludes clients given only court-based sanctions/interventions or cases transferred from other jurisdictions.

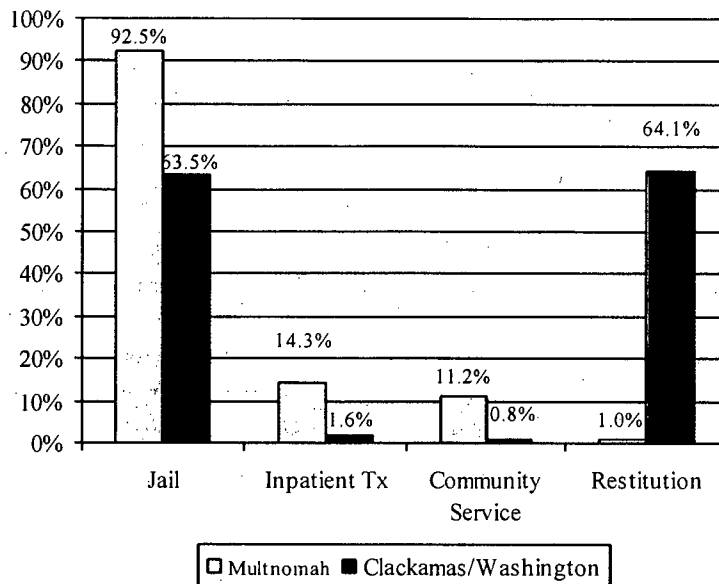
Structured actions initiated by supervising POs are classified in the case management system as sanctions and other formal interventions. As shown in Figure 6, a majority of structured actions are sanctions. In Multnomah County, 65.1 percent of clients receiving at least one action were exclusively given sanctions (one or more) by their supervising PO. Almost all remaining clients received a combination of sanctions and interventions (34.6 percent). Among those receiving an action in Clackamas or Washington, 95.7

percent were given only sanctions, with only 4.3 percent receiving a combination of sanctions and interventions. On very few occasions, formal interventions were the only type of intermediate action employed (0.3 percent in Multnomah). Overall, while structured actions are used more frequently in Multnomah than in Clackamas or Washington, there is also more diversity in the type of structured action in Multnomah.

When asked about their use of treatment programs, DCJ staff monitoring generic caseloads and those on specialized caseloads expressed different views on how the system operates. Generic officers complained that it is often difficult to get clients into programs—not because of skepticism about the programs’ effectiveness, but because there isn’t always a bed available. They cited long waitlists for many treatment programs and said that specialized units have an easier time getting clients a slot—an assertion that officers with specialized caseloads confirmed. The generic caseload officers also said that they would use jail sanctions less often, “if there were more resources that were easy to use.”

Figure 7 provides a more detailed examination of the patterns of intermediate sanctioning. As shown, most of the sanctions given to the study cohort were jail-based measures. In Multnomah County, 92.5 percent of clients receiving a sanction were given jail. However, jail was registered as the only type of sanction for about 65.8 percent of this subset of clients. The remaining 34.2 percent received jail in combination with other types of sanctions administered throughout the tenure of supervision. Likewise, about one-third of those receiving at least one jail sanction also received at least one formal intervention throughout their supervision tenure. In the two comparison counties the percentage of clients given jail was significantly lower (63.5 percent in Clackamas/Washington vs. 92.5 percent in Multnomah). Very few clients in Multnomah County received a sanction in the form of restitution/work center (1 percent of those receiving a sanction) whereas in the two comparison counties, almost two-thirds of those sanctioned were given restitution/work center (see Figure 7 below).

Figure 7: Top-used sanctions by proportion of sanctioned clients, by county.¹⁵

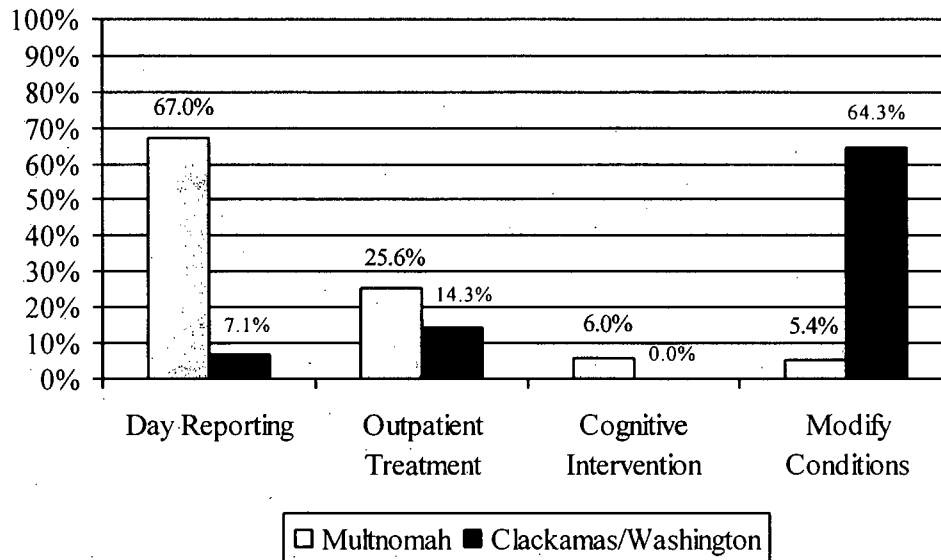


Note: Figure corresponds to PO-based sanctions reported in the “given sanction” field. Percentages do not add to 100 percent because on some occasions clients received a combination of sanctions.

Our examination of formal interventions also revealed significant differences across counties. As Figure 8 shows, while in Multnomah, the most frequent formal intervention given (to those who received at least one formal intervention) was day reporting (67 percent), in the two comparison counties, day reporting was only given to 7 percent of clients. Instead, clients receiving formal interventions in Clackamas and Washington were more likely to be given a modification of conditions (64 percent). It should be pointed out that the number of clients who received formal interventions was much higher in Multnomah County than in the other two counties (see Figure 6). This difference should be taken into account when interpreting the magnitude of these differences in percentages. They may partially reflect the low prevalence of formal interventions in comparison counties.

¹⁵ This figure includes the most frequent sanctions given by POs in the three counties under study. Together, the four sanctions included in Figure 7 represent over 90 percent of all sanctions given (94.9 percent in Multnomah and 99.3 percent in Clackamas/Washington).

Figure 8: Top-used formal interventions by proportion of clients receiving interventions, by county.



Use of jail-based sanctions

Consistent with previous research on the use of sanctions in Multnomah County, jail sanctions were the most frequently employed sanction given by supervising officers.¹⁶ In Multnomah County, 941 clients received such sanction either as the only action recorded throughout their supervision tenure or as part of a series of other types of PO-based administered sanctions. These 941 clients represent 92.1 percent of those given at least one intermediate action, but only 27.1 percent of all people discharged and supervised in Multnomah County in 2005. In Clackamas/Washington, the percentage of people receiving a jail sanction was significantly smaller—63.3 percent of those with at least one action recorded, and only 6 percent of all people discharged in 2005.

On average, people discharged in Multnomah County who received at least one jail sanction were given 63.9 jail days. In total, the 941 DCJ clients who received at least one jail sanction spent 60,141 days in jail while active on their most recent period of supervision. Individually, clients received a wide range of jail days throughout their supervision tenure with approximately one-third of them receiving from 8 to 30 jail days between admission into DCJ supervision and discharge in 2005 (Figure 9). However, 37 percent of the total jail days were accounted for by the 82 clients (8.7 percent of those receiving at least one jail sanction) who received more than 180 days of jail while on active supervision (see Figure 10). Conversely, while many clients (20.6 percent)

¹⁶ *The Use of Structured Intermediate Sanctions in Multnomah County.*

accumulated less than 7 jail days, the overall impact of these stays was relatively small (1.5 percent of the total number of jail days).

Figure 9: Clients by total number of jail days given, Multnomah
N=941 clients with jail sanctions

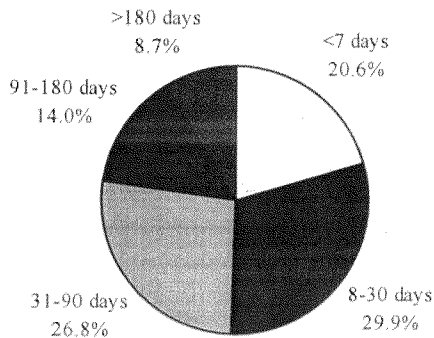
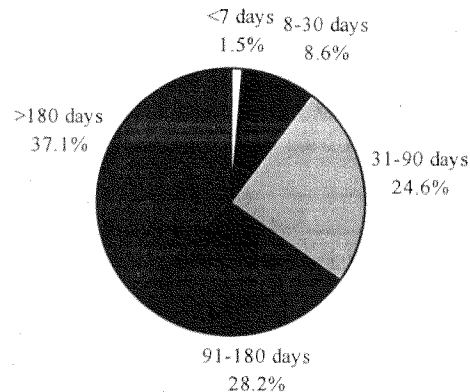


Figure 10: Jail days by total number of days given, Multnomah
N=60,141 jail days



In Multnomah County, people with at least one custodial sanction received an average of two separate jail-based intermediate sanctions, and each individual jail sanction was for a median period of 18 days (mean = 25 days). Overall, when we count all sanctions accumulated, about half of the clients given at least one custodial sanction received a total of 30 jail days during their tenure on supervision (mean = 64 days).¹⁷

Figure 11 below provides an overview of the main differences between clients discharged in Multnomah County who never received a PO-based sanction or formal intervention while on active supervision (2,449 or 70.6 percent), those who received at least one sanction or formal intervention (1021 or 29.4 percent) or, within this latter group, those who registered at least one jail-based sanction (941 or 27.1 percent). Each column presents a breakdown of the subpopulation of clients in each category, first by demographics and then by criminal involvement. Our examination of these profiles reveals that the subpopulation of clients given jail sanctions had a higher proportion of black clients and a slightly higher proportion of males. Compared to clients without reports of intermediate sanctions, people given jail during their supervision tenure were more likely to be serving a felony sentence, more likely to be on parole, and more likely to have had significant prior involvement with the justice system. We also noted that clients receiving intermediate sanctions or formal interventions had significantly longer supervision tenures and higher initial assessment scores. Approximately 6 percent of

¹⁷ The contrast between the two measures of central tendency reflects the fact that there is a great dispersion in the total number of jail days spent by DCJ clients with several people experiencing very long periods of custodial supervision.

clients without sanctions were classified as “high risk,” for example, compared to 18 percent of clients who were given at least one sanction (see calculated risk level, Figure 11, below).

Figure 11: Characteristics of clients by subpopulation,
Multnomah County

	Without sanctions	With sanctions	
		Any sanction	At least one jail sanction
Total clients (N = 3,470)	2,449	1,021	941
1. Demographics			
<i>Gender</i>			
Percent female	20.5	17.0	17.1
<i>Race/Ethnicity</i>			
Percent white	67.7	69.2	68.7
Percent black	14.0	24.2	24.8
Percent Hispanic	14.3	3.4	3.6
other	4.0	3.1	3.0
<i>Age at admission</i>			
Mean (years)	33.4	32.9	32.8
2. Crime and supervision			
<i>Type of supervision</i>			
Percent probation	76.9	63.8	32.5
Percent post-prison	23.1	36.2	67.5
<i>Initial assessment</i>			
Mean score	2.68	5.28	5.51
<i>Risk – calculated/community</i>			
Percent high	6.3 / 7.4	18.5 / 26.1	19.5 / 27.5
Percent medium	17.7 / 42.3	20.5 / 52.4	32.0 / 51.0
Percent low	42.8 / 18.5	37.2 / 11.0	35.6 / 11.0
Percent limited	33.1 / 31.8	14.7 / 10.5	12.9 / 10.4
<i>Criminal history</i>			
Percent A-D	9.1	23.5	24.2
Percent E – I	54.1	60.5	61.1
Percent None	36.8	16.0	14.7
<i>Current offense</i>			
Percent class A felony	13.5	13.3	13.4
Percent other felony	61.4	76.3	77.1
Percent class A misdemeanor	18.7	7.8	6.9
Percent other misdemeanor	6.4	2.6	2.6
<i>Supervision tenure</i>			
Mean (months)	39.4	44.2	45.0

We found that in Multnomah County not only does a relatively small proportion (35 percent) of violated clients receive more than one type of sanction or formal intervention over the course of their supervision tenure, but more importantly, it is rare for officers to respond to a particular violation with more than one type of sanction or formal intervention. This was surprising to us, as officers and managers emphasized that officers are generally supposed to add another sanction or intervention to jail and said they did: "Often it is a combination of things—jail with something else." One officer told us that "supervisors won't sign off on a sanction that is jail only, so you have to put something else on there so that the supervisor will sign it." Of course it is possible that another sanction is being imposed but not recorded. One manager told us that we would rarely see reprimands recorded because an officer will issue them but then not write the reprimand up because he or she doesn't have the time.

More generally, we were surprised by the fact that most supervised clients in Multnomah County do not receive sanctions, but when they do, they mostly receive jail-based sanctions. The DCJ officers and managers we spoke with all confirmed that jail is the most frequently used sanction: "There's not a lot of diversity in terms of sanctions." They agreed that jail is used more frequently now than in the past and said that this is because the current focus is on supervising medium- and high-risk clients: with a "highly criminal" population, they "use more jail now and more often." Some of those cases involve "graduated" sanctions, but that often means that they start with "a low sanction of 5 to 10 days" and then "quickly work up in length of time." Both managers and officers said they use jail when it is the most appropriate sanction based on the risk of the client: "The usual reasons for jail are flight risk, risk to the community, or risk to themselves." Officers on generic caseloads also agreed that once you have given jail for a violation, you cannot give a client a less severe sanction: "How will it look to the judge if you give them five days and then something less?"

Officers on generic caseloads also told us that jail was the "easiest" sanction to give: "It's a waste of time to use sanctions other than jail." One PO told us that "out of custody sanctions are ineffective and too much work." In part, this is because unlike other sanctions, jail requires no follow-up: "Once they're in jail, they're out of your mind." Some alternative sanctions were specifically cited as taking too much time that might otherwise be spent on other cases. No one, for example, wanted to impose increased reporting as a sanction: "We don't want to see [clients]. We want them to go away." Officers also noted that jail was often more comfortable for the clients—it can be a lot easier to spend a few days in jail than to try to complete a program. Some clients frequently fail to complete programs like community service so "they end up in jail anyway because you have to violate them for failing to complete the program." One officer told us that some clients see jail as not such a bad thing—"four hots and a cot." In addition, officers will sometimes send clients to jail for their own good—so they can get clean and thus be eligible for certain treatment programs.

Officers with specialized caseloads had varying views about what sanctions to impose, based on the types of clients they were dealing with. For example, for low/limited-risk clients, jail is used only as a last resort. Given the limited number of jail days available as a sanction, they might prefer to assign such clients to day reporting or community service, interspersed with a few jail days. By contrast, special supervision officers told us that their clients don't do well in treatment or on community service: "They would just find new victims or disrupt the group." Instead they just give them jail: "I impose the maximum or use a whole lot of discretion to throw them off balance, disrupt their whole cycle."

The officers and managers we spoke with acknowledged the county philosophy of graduated sanctions. One officer in particular emphasized the importance of going from "small interventions to small sanctions and then moving up." However, another officer pointed out that despite this philosophy, there is not a lot of consistency: while some officers follow the graduated sanctions model, others just give 15 or 30 days for every sanction.

The DCJ Administrative Sanctioning Guidelines state that officers can impose up to five days of jail or 30 units of another sanction, but that a supervisor must sign off on more onerous sanctions. Although the managers we interviewed took different approaches to supervising their officers' sanctioning practices, all emphasized the importance of officer discretion. One manager signs off on every sanction an officer imposes and will try to encourage the officers who are more "punishment-oriented" to use incremental means rather than just jail. Another works with his officers to "instill the notion...that they are trying to manage risk so they are not responding to one specific behavior but [dealing] with the overall issues." He tries not to override a sanction: "If it is within a range, then it's usually okay." If he doesn't agree with a sanction he will try to convince the officer and "challenge [the officer] to think differently." Occasionally he will bargain: "They want 30 days. I want 5. We may do 15." Officers agreed that generally they have discretion and come up with the appropriate sanction themselves. Yet some also noted that sometimes it is the supervisors who are derelict in their responsibilities, resulting in huge inconsistencies. Some supervisors take the time to look at each sanction and some actually work with officers to help them better articulate the reasons for certain decisions, they said; others approve everything and just act as a rubber-stamp, often because they don't have time to look in detail at every sanction.

Condition violations

The administration of intermediate sanctions and/or other formal interventions is triggered by a client's violation of one or more of the conditions of his or her parole or probation. We found that overall, clients in our study cohort were given a total of 9,531 violations. In response to these events, supervising officers implemented 4,530 administrative actions in the form of sanctions or formal interventions. Clients discharged

in Multnomah violated conditions on 6,932 occasions, resulting in 3,529 administrative actions by DCJ staff.

Although we found that a wide variety of conditions were violated, the most frequently reported incidents were associated with the absconding of clients from supervision (e.g., change of job/residence without permission and failure to report to the PO). In Multnomah, these two general condition violations were listed as the top violation for 38.6 percent of the 3,529 administrative actions. In Clackamas/Washington the incidence of these violations was lower, as shown in Figure 12 (below). Drug-related violations were significantly higher in Clackamas/Washington, accounting for approximately 21 percent of all administrative actions compared with 14 percent in Multnomah.

Figure 12: Top supervision condition associated with any sanction/formal intervention

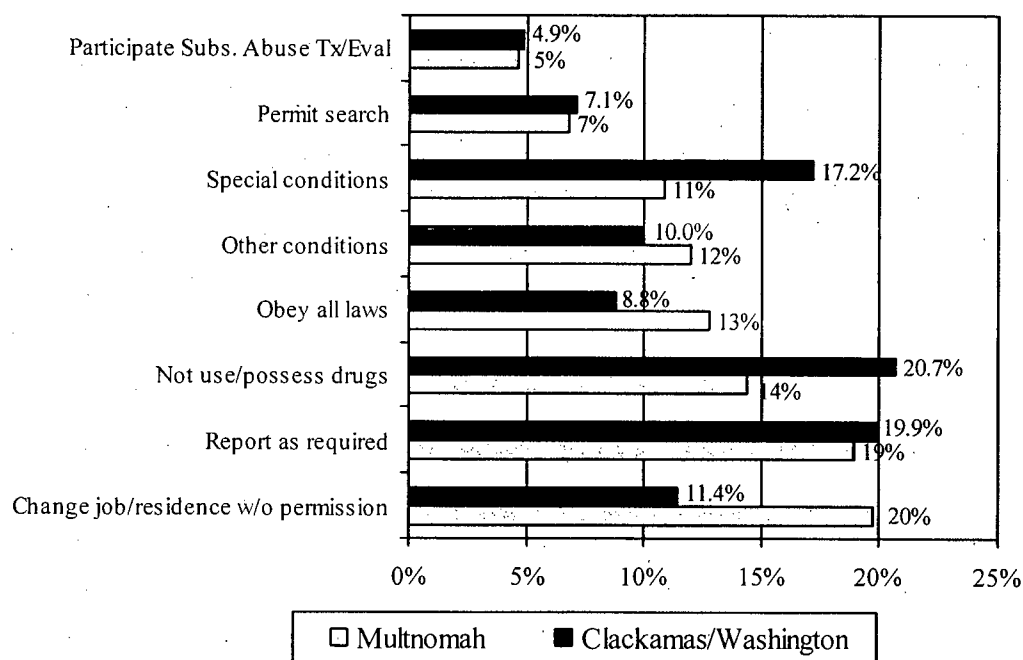


Figure 12 also shows that violations of special conditions of supervision were rare in Multnomah County. Only 11 percent of intermediate sanctions were the result of a violation of a special condition. In part this reflects the fact that these conditions cover a smaller pool of people on parole/probation. The most frequent special condition violated in Multnomah was the possession or use of “intoxicating beverages.” Violations of this condition triggered 35.4 percent of the special conditions triggering administrative actions but only 3.8 percent of all the conditions triggering a response from supervising

officers. Despite their low incidence, violations of special conditions were generally more likely to result in custodial sanctions.

The frequency distribution of violations presented in Figure 12 is similar for violations resulting in a jail-based sanction. For example, in Multnomah County, 22.2 percent of the total number of custodial sanctions ordered were responses to unauthorized changes of job or residence, while violations involving failure to report to the supervising PO triggered about 18 percent of the jail sanctions. However, a condition violation was less likely to result in a jail-based sanction when the condition violated was specific. For example, 77 percent of violations in Multnomah County for failure to “obey all laws”—a non-specific violation—resulted in jail sanctions; by contrast, just 54 percent of the violations for failure to “participate in substance abuse programs”—a specific violation—resulted in jail sanctions. Moreover, DCJ supervising officers were more hesitant to initiate jail-based sanctions when violations involved a failure to comply with a program (community service work, behavioral interventions, etc.). However, even when confronted with these violations, jail was imposed in just over a third of the PO-initiated administrative actions (39 percent).

IV. Effect of Sanctions on Outcomes

One of the long-standing research questions in the field of community corrections has been whether or not there is a connection between core elements of the supervision process and the performance of clients. Measures of client performance have often involved indicators of compliance with treatment regimens and criminal recidivism. In addition, research on the nature of supervision processes has included a variety of assessments of the workload of probation/parole officers, the use of referrals, and the integration of services, among others. In recent years, an emerging body of research has begun to focus on sanctioning patterns for people on active supervision, moving beyond the description of these patterns to include the impact of sanctioning on client outcomes.

This project built upon this relatively new approach by associating the frequency and nature of the intermediate sanctions received by clients while on probation or post-prison supervision with short- and long-term indicators of their success and failure. In this analysis, short-term outcomes were measured using administrative discharge data and long-term outcomes were measured using re-arrest and reconviction data from Multnomah County, with an average follow-up period of 20 months.

Short-term outcomes

As previously stated, the main short-term outcome of interest in this analysis is whether or not a client was successfully discharged from supervision. Clients were discharged from probation and post-prison supervision for a variety of reasons, ranging from the expiration of sentences to termination due to administrative reasons (transfers, deaths, etc.).¹⁸ Discharge data were reclassified as successful or unsuccessful using criteria from previous research. Successful discharges comprise terminations due to expiration of sentence, early release, and discharge from supervision.¹⁹ The unsuccessful discharge category comprises revocations for new offense and revocations due to a technical violation (including absconders).²⁰ The remaining discharge types were reclassified as administrative terminations—these included the transfer of clients to other jurisdictions and the reversal of charges on appeal.

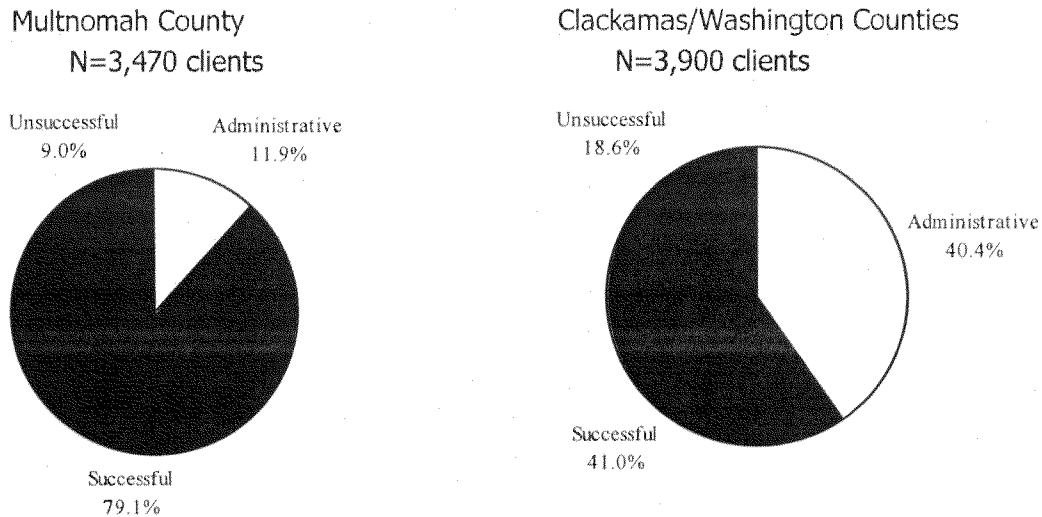
Using this classification system, we found that the majority of clients in the study cohort successfully completed their supervision term (59.5 percent). In Multnomah County, this percentage was significantly higher—79.1 percent of exits in 2005 were successful. Figure 13 provides a graphic representation of the distribution of these short-term outcomes of supervision.

¹⁸ Exit codes requested: EARL, BNPB, EXPI, DISC, DIED, RTNS, CRTR, SCOM, VACA, APPE, VIOL. These exits correspond to person discharges from supervision, rather than docket or case-level exits.

¹⁹ EXPI, EARL, DISC.

²⁰ CRTR, ABEX, RTNS.

Figure 13: Clients discharged, by county



Our more specific goal was to measure the association between the use of intermediate sanctions or interventions, especially the use of jail-based measures, and the type of discharge recorded. Given observed differences across counties in supervision practices and the magnitude of the variations in the composition of their client-base, this analysis followed only those individuals discharged from Multnomah County. Further, we restricted our analysis to differences between successful and unsuccessful terminations, discounting exits triggered by administrative processes.

Figure 14, below, presents a basic cross-tabulation classifying discharges in Multnomah County by the relative use of intermediate sanctions. The study sample includes 3,470 clients. As previously mentioned, the majority of these discharges were successful (79.1 percent of the clients included in the analysis).²¹ The columns in Figure 14 classify these clients into those without any record of intermediate sanctions/interventions (70.6 percent) and those receiving at least one sanction or intervention during their supervision tenure (29.4 percent). Results from the cross-tabulation indicate that 92.9 percent of those receiving at least one sanction or intervention were eventually successfully discharged. Among those without any recorded intervention the percentage of successful discharges was lower (88.3 percent).²²

²¹ However, this analysis does not include clients in Multnomah County who were administratively discharged (N=412). Therefore, the total for successful/unsuccessful discharges is 3,058 (see Figures 14, 15, and 16).

²² A chi-square test indicated that this difference was statistically significant ($\chi^2=15.32$, $p<.001$).

Figure 14: Short-term outcomes by subpopulation (sanctions/interventions), Multnomah

Type of discharge	Subpopulation	
	Without sanctions/interventions	With sanctions/interventions
Successful (N = 2,745)	1,851 (88.3%)	894 (92.9%)
Unsuccessful (N = 313)	245 (11.7%)	68 (7.1%)
Total (N = 3,058)	2,096	962

Note: The cross-tabulation excludes clients who were administratively discharged.

We subsequently reproduced this analysis to look specifically at jail-based sanctions (Figure 15, below). The results are very similar to those presented above: About 92.7 percent of the clients receiving at least one jail-based sanction were successfully discharged from supervision. Among those without a jail sanction (or any sanction), the percentage was slightly lower (88.6 percent).²³

Figure 15: Short-term outcomes by subpopulation (jail sanctions), Multnomah

Type of discharge	Subpopulation	
	Without any sanction	With a Jail sanction
Successful (N = 2,745)	1,919 (88.6%)	826 (92.7%)
Unsuccessful (N = 313)	248 (11.4%)	65 (7.3%)
Total (N = 3,058)	2,167	891

Note: The cross-tabulation excludes clients who were administratively discharged.

We also looked at clients discharged in Multnomah County who received a jail-based sanction *and* another sanction or intervention while on active supervision. In particular, we compared clients who were given exclusively custodial sanctions with those who received both jail and an additional sanction or intervention (“jail + program”). As shown in Figure 16, below, we found that about 88.8 percent of those receiving “jail only” were successfully discharged from supervision. In contrast, among those receiving programming in addition to jail, about 96.2 percent were successfully discharged.²⁴

²³ A chi-square test indicated that observed differences were statistically significant ($\chi^2=11.88$, $p<.001$).

²⁴ A chi-square test indicated that observed differences were statistically significant ($\chi^2=17.99$, $p<.001$).

Figure 16: Short-term outcomes by subpopulation (jail vs. jail + program), Multnomah

Type of discharge	Subpopulation	
	Jail + program	Jail only
Successful (N = 826)	454 (96.2%)	372 (88.8%)
Unsuccessful (N = 65)	18 (3.8%)	47 (11.2%)
Total (N = 891)	472	419

Note: The cross-tabulation excludes clients who were administratively discharged.

The results presented in Figures 14 and 15 suggest that the use of sanctions and interventions correlates with slightly higher rates of success for clients at discharge (short term). However, we also found that among clients who received a jail sanction, those who also participated in some type of program were more likely to be successfully discharged than those who did not (Figure 16). For the group who received jail and a program, success rates at discharge were approximately 96.2 percent compared to 88.8 percent for those receiving jail only and 88.3 percent for those without any sanction/intervention.

We also examined whether there was any association between the type of condition violated and variations in short-term supervision outcomes. As shown in Figure 12, sanctions and interventions were more likely to be given for certain violations. For example, 77 percent of violations in Multnomah County for failures to “obey all laws” resulted in jail sanctions; by contrast, just 54 percent of the violations associated with failures to “participate in substance abuse programs” resulted in jail sanctions. Building upon these findings, Figure 17, below, relates conditions violated to type of discharge from supervision (i.e., successful or unsuccessful). Results are limited to the most prevalent types of conditions violated among those who were eventually unsuccessfully discharged. Figures indicate that about 25 percent of clients who failed at discharge registered a failure to report sanction (General Condition #13). Similarly, about 15 percent of the clients with negative short-term outcomes (failure at discharge) received a sanction or intervention due to possession of controlled substances (General Condition # 2).

Figure 17: Short-term outcomes by subpopulation (jail vs. jail + program), Multnomah

Top condition violated	% Unsuccessful discharge
General Condition 13 – Failure to report to PO	25.0
General Condition 02 – Possession controlled substances	14.9
General Condition 07 – Failure to notify changes of address	10.1
General Condition 10 – Failure to obey all laws	10.8
General Condition 04 – Failure to participate in programs	6.8

The bivariate analyses presented earlier in Figures 14 and 15 showed a slight positive association between sanctions and short-term success. Yet, such measures may be biased due to the influence of third variables or other interactions between variables. A more robust approach is needed to assess the extent to which the correlation between sanctions and discharges exists independent of other influences such as demographics and crime-related attributes.

To address this question, we ran a series of stepwise logistic regressions examining the impact of both intermediate sanctions and a number of other explanatory factors on the likelihood of an unsuccessful discharge for clients terminated in Multnomah County. Results are presented in Figure 18, below, with each model representing a particular combination of factors. The percentages in Figure 18 indicate how much higher or lower the odds of unsuccessful discharge are given a particular factor.²⁵

Figure 18: Percentage increase or decrease in the odds of unsuccessful discharge
(N = 3,058 clients)

	Model 1	Model 2	Model 3	Model 4	Model 5	Model 6
Female		-53*	-48*	-47*	-47*	-47*
Black		9	42	39	38	40
Hispanic		43*	109*	128*	136*	113*
Age (at admission)		-1	-1	-1	-1	-1
Criminal history			-8	-9	-10	-8
Felony offense			-92*	-92*	-92*	-92*
On parole (last status)			-98*	-98*	-98*	-98*
Tenure (in months)			3*	3*	3*	3*
Risk assessment score			17*	16*	16*	16*
<i>Any sanction/intervention</i>	-43*			44*		
<i>Jail-based sanction</i>					76*	
<i>Total jail days given</i>						0

* Indicates statistical significance

The first model in Figure 18 confirms the associations detected in the cross-tabulations above: clients given sanctions/interventions while on active supervision were less likely to experience an unsuccessful discharge. Model 2 predicts failure at discharge using a set

²⁵ Full results from the logistic models are presented in Table A in Appendix II.

of demographic controls. Results indicate that females have lower odds of failure, and being Hispanic increases the odds of failure by about 43 percent. In Model 3 we added to the estimation routine a series of covariates capturing crime-related and supervision-related attributes of clients. Estimates highlight the fact that the odds of failure are lower for people on parole and for people serving sentences for felony offenses. Clients staying longer on supervision increased their odds of failing at discharge as did clients with higher risk scores. Models 4, 5, and 6 test three different versions of intermediate sanctions: in all cases estimates indicate that once we control for demographic and crime-related attributes, people given jail or other forms of sanctions/interventions have higher odds of failure at discharge. Further, the odds of failure for clients receiving jail-based sanctions were significantly greater than estimates obtained when considering all types of sanctions/mandates suggesting that the use of jail has a heightened negative impact on the short-term outcomes of clients on supervision. Findings presented in model 6 indicate that the number of jail days given is not significant when predicting failure at discharge. Insignificant results were also obtained when comparing the effect of jail-only sanctions to other interventions that combined jail with other sanctions/interventions—that is, there was no difference in patterns of success or failure in terms of whether clients received exclusively custodial sanctions or were given custodial sanctions in addition to other programs while on active supervision.

While these logistic models allow us to estimate the independent impact of interventions on the success or failure of clients at discharge, they are still limited in the sense that they do not fully examine the relationships between supervision time (tenure), intermediate sanctions, and unsuccessful discharge. People who are unsuccessfully discharged quickly may have a greater propensity to engage in behaviors that lead to unsuccessful discharges than those who unsuccessfully discharge at a later point in time. Thus, it is more meaningful to examine the impact of various factors on time to failure. We used survival analysis and a series of Cox regressions to estimate the rate at which clients in Multnomah County experienced an unsuccessful discharge.²⁶ This is similar to the logistic regression (see Figure 18) but includes information on the time to unsuccessful discharge. We found that clients who were given at least one sanction or intervention were not only more likely to receive an unsuccessful discharge than clients who received no sanctions but that this discharge was more likely to happen earlier in their supervision tenure.²⁷ Consistent with the logistic regression results, we found that clients receiving jail sanctions failed faster than those receiving other sanctions/interventions. However, we did not find differences in the failure rates by type of jail-based sanction received (“jail only” vs. jail + programs).

In sum, our assessment of short-term outcomes of probation/parole supervision in Multnomah County reveals that compared to other clients, people who received

²⁶ See Appendix I for a fuller description of this method.

²⁷ See Figures B, C, and D in Appendix II.

intermediate sanctions were not only more likely to experience an unsuccessful discharge but also to experience an unsuccessful discharge more quickly. Furthermore, the relationship between intermediate sanctions and unsuccessful discharge was maintained even when other competing influences were taken into account.

Long-term outcomes

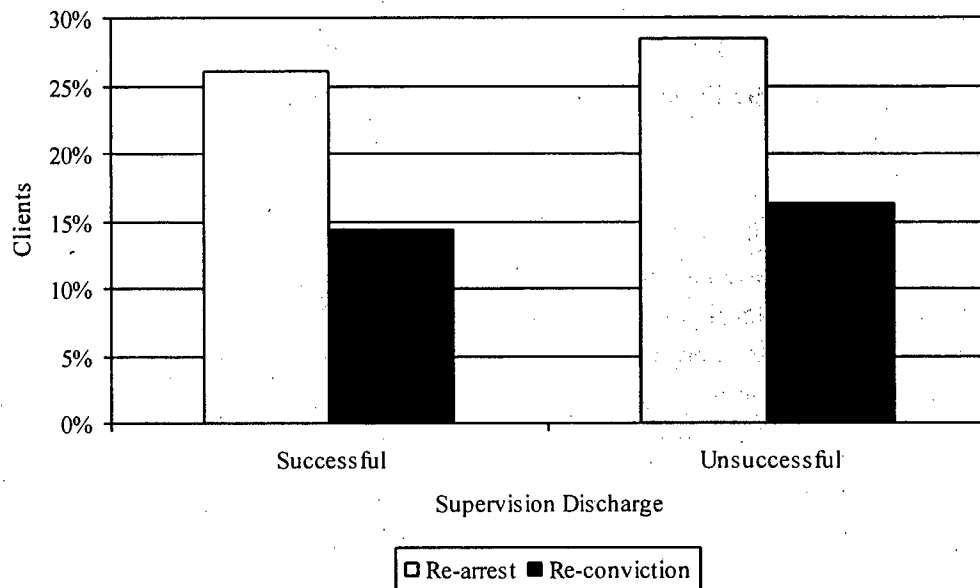
In addition to examining the impact of intermediate sanctions on the type of discharge from supervision, we also looked at the effect of intermediate sanctions on the performance of clients after discharge. In particular, we examined recidivism outcomes for people discharged in Multnomah County, using two different measures of recidivism: arrests and reconvictions in the jurisdiction.²⁸ Outcome data was obtained using records from local courts and law enforcement agencies and matched to the study cohort using state ID numbers, which uniquely identify people who have been monitored in Oregon. Arrests and reconvictions were tracked between January 2005 and August 2007, although the follow-up period is different for each person depending on his or her exact date of release. The average follow-up period was 20 months.

Preliminary descriptive analysis indicates that of the 3,058 people successfully or unsuccessfully discharged in 2005 in Multnomah County, 26.2 percent were re-arrested at least once during the follow-up period in this jurisdiction. Furthermore, as of August 2007, 14.5 percent of the members of the exit cohort were reconvicted locally. Despite the relative magnitude of these recidivism rates, figures also indicate that most clients discharged in 2005 did not experience further local contacts with the criminal justice system—about 3 in 4 were not re-arrested and an even greater proportion were not reconvicted.

We found a weak association between short- and long-term outcomes of supervision: the re-arrest rate for clients with an unsuccessful discharge was 28.4 percent whereas for successful clients the rate was 26.0 percent; a similar gap was observed for reconviction figures (see Figure 19 below). In other words, clients who were successfully discharged in 2005 were slightly less likely to be re-arrested or reconvicted at follow-up. However, a chi-square test indicated that observed differences were not statistically significant ($\chi^2=.91$, $p=.341$).

²⁸ People discharged in Multnomah County who were re-arrested or reconvicted in other jurisdictions in Oregon are not included in this analysis.

Figure 19: Recidivism of Multnomah clients by type of discharge



Consistent with our analysis of short-term outcomes of supervision, our examination of long-term outcomes also includes a more rigorous analysis that controls for the influence of competing explanatory factors on re-arrests and reconvictions. We ran a series of logistic models that predict the likelihood of these two outcomes based on a number of demographic and crime-related factors, including short-term outcomes of supervision. Results of our estimation procedures for re-arrests are presented in Figure 20.²⁹

²⁹ Full results from the logistic models are presented in Figure E in Appendix II.

Figure 20: Percentage increase or decrease in the odds of re-arrest
(N = 3,216 clients)

	Model 1	Model 2	Model 3	Model 4	Model 5	Model 6
Female		-24*	-8	-5	-6	-6
Black		132*	90*	84*	84*	87*
Hispanic		-71*	-70*	-59*	-60*	-68*
Age (at admission)		-1	-1*	-1*	-1*	-1*
Criminal history			9*	6*	6*	8*
Felony offense			-43*	-43*	-43*	-44*
On parole (last status)			56*	9	4	29*
Risk assessment score			9*	8*	8*	8*
Short-term failure			51*	38	33	50*
<i>Any sanction/intervention</i>	344*			217*		
<i>Jail-based sanction</i>					226*	
<i>Total jail days given</i>						1*

* Indicates statistical significance

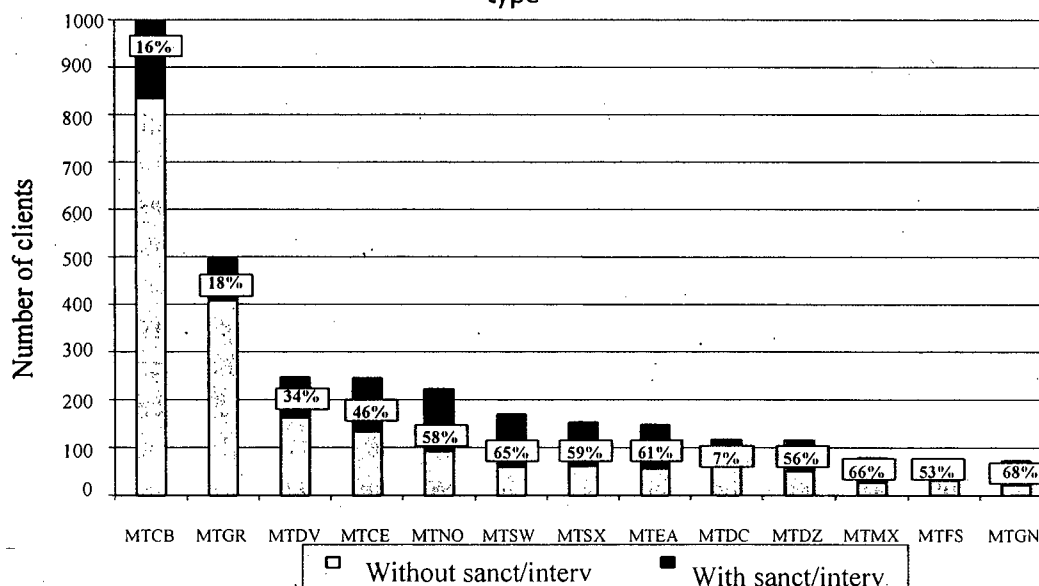
Our first model showed that clients who were given sanctions/interventions while on active supervision generally had greater odds of re-arrest after their initial discharge. Models 2 and 3 focused on a series of individual-level covariates, indicating that the odds of re-arrest were higher for black clients, as well as those with more serious criminal histories and heightened levels of supervision. By contrast, younger clients as well as those of a Hispanic origin had lower odds of recidivism. Consistent with our descriptive assessment, we found a positive association between short- and long-term client-based measures of performance—those successfully discharged had lower odds of re-arrest when controlling for other factors. However, the significance of this relationship was inconsistent. Models 4, 5, and 6 re-introduce intermediate sanctions/interventions in a multivariate setting. Results suggest that controlling for individual-level factors, (demographics, crime-related, and supervision-related) clients who were given sanctions/interventions had greater odds of re-arrest at follow-up.³⁰ These results hold across different specifications of intermediate sanctions/interventions (i.e., any sanction, jail-only, etc.). However, we found that the increase in the odds of failure was the lowest when clients were given a combination of jail and programs (that is, while still associated with a heightened risk of recidivism at follow-up, clients receiving jail and programs were at a lower risk than those who were only receiving jail).

³⁰ Despite the importance of these observations, indicators of the overall goodness of fit of these models suggest that the explanatory power of these estimations was moderate—covariates only explained about 11 percent of the variation in re-arrest rates across clients. (Pseudo R² ranged from .05 to .14, see Figure E in Appendix II).

Next we focused on the factors associated with a greater likelihood of reconviction at follow-up for the cohort of Multnomah discharges.³¹ As expected, our results replicate earlier findings on the relationship between various client-level predictors and reconviction at follow-up. They also indicate that clients who were given sanctions/interventions had greater odds of reconviction (these results were consistent across measures of sanctions/interventions). Despite the significance of these results, however, multivariate regressions do not provide accurate assessments of the unique effect of a given action on individual-level outcomes (i.e., effect of intermediate sanctions/interventions on recidivism of clients discharged from supervision). Specifically, these techniques have the potential to confuse the effect of such actions with a selection bias by which particular groups of people are more likely to be exposed to the action under consideration. We found some evidence of this selection bias: for example, people receiving intermediate sanctions/interventions were more likely to be black and less likely to be Hispanic.

Perhaps more significantly, the incidence of sanctioning patterns was linked to varying types of supervision arrangements. For example, clients receiving any type of intervention were more likely to be on parole supervision and more likely to exhibit a more serious criminal profile. Also, as shown in Figure 21, below, clients supervised by specific field offices (North County for example) exhibited a greater likelihood of sanctions/interventions.

Figure 21: Percentage of clients given sanctions/interventions by caseload size and type³²



Note: We omitted the four smallest caseloads (less than 34 clients each): MTDX, MTAP, MTST, MTPN.

³¹ See Figure F in Appendix II.

³² For a list of Multnomah County caseload types, see Appendix III.

Figure 22, below, lends more insight into differences between people who received intermediate sanctions/interventions and those who did not. This table presents results from significance tests, which indicate whether or not differences that exist between the two groups with respect to demographic, crime-related, and supervision-related factors are statistically significant (rather than due to chance). As shown, clients given intermediate sanctions are significantly different than those who were not with respect to a number of factors. In fact, aside from parole status and age, there were significant differences in all of the covariates examined. Results were the same when the analysis was limited to jail-based sanctions.

Figure 22: Differences in baseline characteristics by exposure to sanctions/interventions, prior to matching

	Without sanction/intervention n=2,449	With sanction/intervention n=1,021
Percent female*	21.7	17.3
Percent black*	14.1	24.2
Percent Hispanic*	15.9	3.3
Age at admission (mean)	33.0	32.7
Criminal history (mean)*	2.0	3.6
Percent felony offense*	79.0	90.4
Percent on parole (last status)	24.2	64.3
Supervision tenure (mean)*	34.1	44.5
Risk assessment score (mean)*	2.74	5.3

* Indicates statistical significance

Given the significance of the differences among sub-samples of clients with or without intermediate sanctions/interventions, we resolved to develop a selection model to generate comparable sets of clients with similar degrees of exposure to sanctions. Creating such matched samples could neutralize the possibility that variables influencing the selection of clients for intermediate sanctions may not be independent of the variables associated with criminal recidivism. Specifically, we used a technique called propensity score matching to create a comparison sample that includes cases that have similar statistical odds for receiving a sanction but did not receive one during the study period.³³ The differences in the treatment (with sanctions) and comparison (without sanctions) groups are presented in Figure 23.

³³ See Appendix I for a fuller description of this method.

Figure 23: Differences in baseline characteristics by exposure to sanctions/interventions, matched sample

	Without sanctions/intervention n=226	With sanctions/intervention n=226
Percent female	21.5	18.5
Percent black	21.5	19.5
Percent Hispanic	3.8	6.2
Age at admission	32.7	33.1
Criminal history (mean)	2.5	2.1
Percent felony offense	77.4	80.6
Percent on parole (last status)	31.7	30.5
Supervision tenure (mean)	34.6	35.9
Risk assessment score (mean)	3.7	3.4

* Indicates statistical significance

Using the matched sample, we examined the effect of intermediate sanctions/interventions on client performance after discharge (re-arrests and reconvictions). Results are presented in Figure 24, below.³⁴ The average treatment on the treated (ATT) is the difference between the probability of recidivism for those who actually received sanctions—given that these were actually given to them—and the probability of recidivism of clients who did not receive any sanction. (In other words, it allows us to compare the likelihood of failure among those who received treatment to the likelihood of failure among a comparable group of people who did not receive treatment.) Results indicate that the re-arrest rate for clients who received at least one intermediate sanction/intervention while on supervision is 20 percentage points higher than of the matched control group members. The significance and direction of the estimated relationship between sanctions/interventions and re-arrest is further confirmed by the average treatment effect (ATE), which measures the average difference in the likelihood of re-arrest between two randomly-selected individuals from the treatment and the comparison groups.

³⁴ Full results are presented in Figure G in Appendix II.

Figure 24: Estimates of treatment (sanction) effects using matched sample

	Re-arrest	Reconviction
<i>Likelihood of failure by:</i>		
Treatment (with sanctions/intervention)	39.8%	24.8%
Comparison (without sanctions/intervention)	19.9%	9.3%
Average treatment on the treated (ATT)	19.91*	15.49*
Average treatment effect (ATE)	19.24	15.04

* Indicates statistical significance

Figure 24 also shows that results for the estimation of recidivism based on reconvictions are similar to those obtained for re-arrest models. Among clients who received sanctions/interventions while on supervision, the reconviction rate was 24.8 percent at follow-up (vs. 9.3 percent of the clients not exposed to these events). On average, the rate of reconviction was 15 percentage points higher for clients who received at least one sanction or intervention while on active supervision. Results were consistent when restricting our analysis to clients who were successfully discharged from supervision regardless of their exposure to intermediate sanctions/interventions.

Figure 25: Estimates of treatment (jail) effects using matched sample

	Re-arrest	Reconviction
<i>Likelihood of failure by:</i>		
Treatment (with sanctions/interv)	47.37%	27.63%
Comparison (without sanctions/interv)	20.17%	11.40%
Average treatment on the treated (ATT)	27.19*	16.23*
Average treatment effect (ATE)	26.99	16.15

* Indicates statistical significance

When we supplemented our analysis of supervision processes and outcomes by focusing on the use of jail-based sanctions only, we found that clients who received jail-based sanctions while on supervision were more likely to recidivate than those who did not (see Figure 25, above).³⁵ Results were consistent when restricting our analysis to clients who were successfully discharged from supervision regardless of their exposure to intermediate sanctions/interventions. Our analyses presented in Figures 24 and 25 also

³⁵ Full results are presented in Figure H in Appendix II.

indicate that the recidivism of those receiving exclusively jail-based sanctions appears to be higher than for the more general group of clients receiving any type of sanction/intervention (comparison of ATT for re-arrest and reconviction in Figures 24 and 25).

Overall, results from the analysis of matched samples indicate that clients who received sanctions or interventions while on active supervision were more likely to recidivate after discharge from DCJ. The negative effect of sanctions/interventions is consistent across model specifications (i.e., different sets of predictors, different approaches to the matching of cases). However, while all models suggest that intermediate sanctions/interventions do influence the performance of offenders after release, different types of exposure to these events have different effects on recidivism: clients who received “jail-only” sanctions have the greatest likelihood of failure compared to other clients with different patterns of sanctioning. Clients who were given “jail + program,” while still more likely to recidivate than clients who did not receive any sanctions, have a lower likelihood of failure compared to the “jail-only” sub-sample.

Discussion

Over the past decade, a number of studies have looked at whether intermediate sanctions have an effect on long-term client outcomes, particularly recidivism. While most of these focus on a specific intermediate sanction, some examine them generally. The results of these studies are mixed: some intermediate sanctions have been shown to reduce crime outcomes, some increase re-arrest rates, and others have no effect at all.

The most recent comprehensive study of this issue was a meta-analysis of “what works” in adult correctional programs that also looked at the benefits and costs of these programs.³⁶ The only type of intermediate sanction in this study that showed a positive effect was treatment-oriented intensive supervision programs, which yielded a 16.7 percent decrease in crime outcomes. By contrast surveillance-oriented intensive supervision programs showed no effect. Participation in adult boot camps and electronic monitoring similarly showed no statistically significant reduction in re-offense rates. For example, one of the studies on electronic monitoring was a 2000 evaluation of three Canadian programs, which found that the use of electronic monitoring was unrelated to program completion or recidivism and that it actually had a net-widening effect.³⁷

³⁶ Steve Aos, Marna Miller, and Elizabeth Drake, *Evidence-Based Adult Corrections Programs: What Works and What Does Not* (Olympia, WA: Washington State Institute for Public Policy, 2006); Steve Aos, Marna Miller, and Elizabeth Drake, *Evidence-Based Public Policy Options to Reduce Future Prison Construction, Criminal Justice Costs, and Crime Rates* (Olympia, WA: Washington State Institute for Public Policy, 2006).

³⁷ James Bonta, Suzanne Wallace-Capretta, and Jennifer Rooney, “Can Electronic Monitoring Make a Difference? An Evaluation of Three Canadian Programs” *Crime and Delinquency* 46 no. 1 (2000): 61-75.

An older, but more inclusive study analyzed results from a survey that tracked probationers during the late 1980s.³⁸ Ninety-one percent of the sample received at least one sanction. The author looked at the relationship between intermediate sanctions and re-arrest rates and found that, overall, 45 percent of people on probation who received any intermediate sanction were re-arrested for a felony, compared with only 37 percent of those who were not sanctioned. This difference was statistically significant. When broken down by type of sanction, alcohol treatment, psychological counseling, day reporting, and community service were all found to be associated with statistically significant reductions in re-arrest rates within three years. Intensive supervision and split sentences, however, were associated with increases in re-arrest rates. There was no statistically significant effect for drug treatment, residential placement, drug testing, house arrest, supervision fees, and victim restitution. Of those sanctions that did have a positive effect, day reporting showed the largest effect: 25 percent of those sanctioned were re-arrested compared with 43 percent for those who were not.³⁹

A different study examined the impact of general probation on outcomes of a group of 126 people who began a term of probation in Virginia between 1994 and 1996.⁴⁰ Relying on both self-reports and official records, the study found that, overall, probation by itself both reduced the overall numbers of offenders committing crimes and reduced the amount of crime committed by those who continued to offend. However, an examination of the impact of probation violations found no evidence that any response by a probation officer to violations had any impact on future crime or violations.

Even more relevant to Multnomah County, a 2002 report from the Oregon Department of Corrections (DOC) examined the effectiveness of community-based sanctions in reducing recidivism.⁴¹ The study cohort consisted of all people on probation and parole who received their first sanction in 1999, 2000, or 2001, a total of 13,219 people. All were followed for 12 months after that sanction to measure the effect of the sanction on recidivism. The study examined three kinds of recidivism—reconviction of a felony, re-sanctioning for a violation, and re-arrest for any reason—and compared outcomes for people who received a jail sanction and those who received a community-based sanction. There was no clear indication that either jail or community sanctions affected either arrest rates or re-sanctioning for a violation; however, when comparing groups of people who had the same crime type and the same risk to re-offend, for all groups, those who were given a jail sanction were reconvicted at higher levels than those

³⁸ Patrick A. Langan, "Between Prison and Probation: Intermediate Sanctions" *Science* 264 (1994): 791-794.

³⁹ Day reporting, however, was one of the least frequently given sanctions. Only 1 percent of the sample received this sanction.

⁴⁰ Doris Layton MacKenzie, Katherine Browning, Stacy B. Skroban, Douglas A. Smith, "The Impact of Probation on the Criminal Activities of Offenders," *Journal of Research in Crime and Delinquency* 36(4) (1999): 423-453.

⁴¹ Oregon Department of Corrections, *The Effectiveness of Community-Based Sanctions in Reducing Recidivism*. (2002).

who were given a community sanction. The differences were significant for all groups except people with medium-risk person offenses and those with high- or medium-risk sex offenses. The effect of jail stay length did not matter for people with high-risk offenses, but for those with medium-risk offenses, longer jail stays corresponded with higher recidivism.

There are two problems with this group of studies. First, few of them consider jail-based sanctions as intermediate sanctions and thus ignore any possible effect, either positive or negative, that using local control as a sanction might have on outcomes. The Oregon DOC study is the only one we found that looked at jail as a sanction. The second and more serious problem is that few of these studies take into account pre-existing differences and other characteristics of people on probation that might affect both their propensity to receive a particular type of sanction and their likelihood of recidivism. Again, the only study that takes any non crime-related factor into account is the Oregon DOC study, which looks at risk scores. Our study overcomes this important limitation by generating samples of clients with relatively similar degrees of exposure to sanctions and interventions. This approach allowed us to assess the significance of these events independent of the selection process by which some clients are more likely to receive sanctions compared to others.

Despite the unique approach taken in our study, we found similar results to the one study that looked at the overall re-arrest rate. We found that 39.8 percent of people on probation who received at least one intermediate sanction were re-arrested compared with 45 percent from a previous study.⁴² However, the re-arrest rate for those who did not receive a sanction is much lower in our study than in the previous study (19.9 percent compared with 37 percent).

⁴² Langan, 1994.

V. Conclusion: Findings and Recommendations

Main findings

General patterns of intermediate sanctioning. Overall, we found that most people we studied did not receive any type of sanction or intervention during their tenure on supervision. Of the 7,542 people discharged in 2005, only 21.4 percent (1,617) were given at least one sanction or intervention. The percentage of clients receiving a sanction was slightly higher in Multnomah County. Of the 3,470 who were discharged in 2005, 29.4 percent (1,021) received at least one PO-based sanction or intervention.

The group of people who did receive a sanction combined for 9,531 violations overall, 6,932 in Multnomah County (resulting in 3,529 separate administrative actions). The most common condition violations for which sanctions were imposed were failure to report to PO and changing job or residence without permission. Together these were listed as the top condition violated for 39 percent of the administrative actions carried out by supervising officers.

Use of jail-based sanctions. Jail was the most frequently employed sanction across the board. Seventy-four percent of clients who received at least one sanction received at least one jail sanction (1,196 out of 1,617). In Multnomah County, this percentage was even higher: of those who received at least one sanction, 92.1 percent received a jail sanction during their tenure. While the total number of jail days given to clients who received a jail sanction varied significantly, the average number of jail days given over the course of their tenure was 63.9 jail days.

Short- and long-term outcomes of supervision and the effect of sanctions on outcomes. We found that the majority of people in our study cohort successfully completed their supervision term (59.5 percent). In Multnomah County, this percentage was significantly higher—almost 80 percent of exits in 2005. Controlling for demographic and crime related attributes, we found that clients who received any sanction or formal intervention were 44 percent more likely to have their supervision revoked than clients who did not.

We found a weak association between short- and long-term outcomes of supervision: clients who were successfully discharged from supervision were slightly less likely to be re-arrested or reconvicted at follow-up. However, this relationship was not statistically significant in most of the multivariate models. The effect of sanctions on recidivism was similar to their effect on type of discharge. Based on our matched samples, we found that intermediate sanctions/interventions had a negative effect on long-term outcomes, both re-arrest and reconviction. The re-arrest rate for clients who received at least one sanction or intervention was on average 20 percent higher than that of the matched control group who received no sanctions. Similarly, the reconviction rate for clients who received any sanction or intervention was 15 percent higher than that of the matched control group.

The negative effect of sanctions and interventions is consistent across model specifications (i.e., different sets of predictors, different approaches to the matching of cases). However, while all models suggest that intermediate sanctions and interventions do influence the performance of offenders after release, different types of exposure to these events have different effects on recidivism: clients who received "jail-only" sanctions have the greatest likelihood of failure compared to other clients with different patterns of sanctioning. Clients who were given "jail + programs," while still more likely to recidivate than clients who did not receive any sanctions, have a lower likelihood of failure compared the "jail-only" sub-sample.

Recommendations

As these findings show, most DCJ clients successfully complete their period of supervision and are not re-arrested or reconvicted after discharge. However, while Multnomah County's innovations in criminal justice have been associated with improvements in probation processes and outcomes, significant areas for potential reform remain. For instance, although the county's current three-year probation recidivism rate is slightly lower than the state average (23.4 percent compared with 24.8 percent), its use of structured intermediate sanctions appears to remain largely dependent on custodial measures. (Outcomes effects aside, it bears mentioning that this over-reliance on jail as an intermediate sanction increases pressure on county resources.) More importantly, until this study, little was known about the effect of sanctioning on jail use and short- and long-term supervision success.

Few organizations have the courage to examine their own effectiveness in such a comprehensive way, and the DCJ's willingness to conduct this study shows that it is a learning organization that is constantly seeking to improve. Based on the findings described above, we suggest a number of ways in which the Department of Community Justice can improve its supervision processes and outcomes.

Increase the use of sanctions and interventions other than jail. The structured sanctions grid should be re-examined, and officers should be re-educated in its use. Currently it does not appear that officers are using all the sanctions available. Special emphasis should be placed on using sanctions other than jail. Some officers indicated that it is not always easy to access other sanctions and interventions; therefore, a service inventory should be conducted to ascertain whether an adequate continuum of options is available. Meanwhile, some managers indicated that officers are not using the services that currently exist. During the course of this study, we heard a number of complaints and suggestions about jail alternatives from both managers and officers. These included a need for more treatment beds, both residential and out-patient, increased use of electronic monitoring, establishing a work release or restitution center in Multnomah County, and re-examining the issue of community service. Although increasing the number of slots in

other sanctions will cost money, if less money is spent on jail stays, more money could be allocated to other sanctions.

Examine how jail is used. We found that on average clients who received a jail sanction spent 63.9 days in jail over the course of their supervision tenure. Although jail might be the appropriate sanction in many cases, the number of jail bed days given warrants scrutiny. We found that the number of jail days had a negative effect on outcomes in both the short and long term. It is therefore possible that shorter jail stays might be more cost-effective. In addition, Multnomah could follow the example of other counties in Oregon and strictly regulate the number of jail beds available for use as sanctions. Umatilla County, for example, allocates a specific number of jail units to individual teams, and these jail units must be shared by all the officers on the individual team.

Educate officers. Our findings raised the possibility that sanctions other than jail are being given but not being recorded, or they are recorded in a notes field rather than the designated sanctions field. The standards for recording sanctions should be examined and made clear to all officers. The importance of entering data accurately and consistently should be emphasized, especially given that management will continue to make decisions based on the results of data analysis. Moreover, we found that a group of officers is focusing more on punishment than rehabilitation or anything else. This is consistent with a recent internal study on the extent to which staff decisions aligned with the mission of the DCJ. That study found that a significant proportion (37 percent) of DCJ staff strongly agreed that punishing offenders was one of the most important things the DCJ does.

Future study and cost-benefit analysis. At the moment, because so few clients are given sanctions or interventions other than jail, it is not possible to replicate this study and look at the specific effects of sanctions other than jail. Once the use of other sanctions and interventions is increased, however, the DCJ should examine the effect of other sanctions and interventions on outcomes. That examination should include a cost-benefit analysis that examines, in addition to immediate costs and savings of different types of sanctions, the costs and savings associated with outcomes for people who receive these sanctions. For example, if a particular type of sanction costs less money up front but increases recidivism, this may actually make the sanction more costly in the long term. The DCJ could benefit from a cost-savings analysis that takes these secondary costs and savings into account as well. Further, the DCJ and researchers should consider the viability of a study on intermediate sanctions that is based on a true experimental setting.

Appendix I: Description of Methods

Short-term outcomes: Survival analysis and Cox regression

We use a series of specific proportional hazard models in order to account for the importance of “time” in models predicting success/failure at supervision discharge. Proportional hazard models are generally designed to explicitly account for the “time at risk” of a population modeling the period elapsed between a given set of events and variations in the proportion of the population experiencing such events. This technique is based on the examination of the hazard rate or “the probability of an event occurring in time $t+1$, given survival to time t .” Applied to the current study, this indicator measures the rate at which clients in Multnomah County experienced an unsuccessful discharge. We used a Cox regression to estimate this pattern. This approach is similar to more traditional techniques based on logistic models because both approaches examine the effect of a series of covariates affecting the probability of occurrence of a given event (i.e., demographics, crime-related factors, etc.). Unlike logistic models, Cox regressions include information on the time to this event.

Cox regression is a specific type of proportional hazard models requiring a less stringent set of assumptions than other models.⁴³ For example, as a type of semi-parametric model, Cox regression does not assume a given distribution of the hazard rate—instead, model estimates are empirically derived. For this reason Cox models focus on the order of events rather than the actual time of occurrence of these events. Cox models are particularly appropriate when modeling relatively rare occurrences or occurrences for which it is very difficult to associate a sample of events to a theoretical distribution of these events in a given population. However, even in these cases, model estimates assume that there are no between-individual differences in the hazard rate. There are a growing number of studies that rely on Cox regression models to study offender-based performance. For this particular study we operationalize failure as the revocation of the probation/parole grant. The hazard ratio indicates the risk for revocation for any given offender in the study sample as a function of tenure on supervision and other individual-level covariates.

Long-term outcomes: Propensity score matching

Given the impossibility of following an experimental approach to generate matched samples, we calculate a propensity score for each client reflecting the likelihood of receiving sanctions/interventions while on active supervision. These scores predict the placement of each person in the study or the comparison group using variables such as race, criminal history scores, etc. We fit a logistic model using patterns detected in Figure 22 highlighting significant differences in the two sub-samples, or the treatment and

⁴³ David R. Cox and David Oakes. *Analysis of Survival Data* (London : Chapman and Hall, 1984).

comparison groups (i.e., clients without sanctions/interventions vs. clients with sanctions/interventions). Next, people in the overall sample are matched on the basis of their propensity scores following different measures of “similarity.” The resulting sample includes people who shared approximately the same risk of exposure to sanctions.

We tested several matching algorithms with varying assumptions about the strength and type of similarity required in order to produce a match between clients. In each case we evaluated the resulting match using a balance test—a procedure that calculates the reduction in the differences across covariates in the matched sample—as well as the number of cases dropped because no efficient match was produced. Using a nearest-neighbor matching procedure (caliper = .0001), we were able to significantly reduce the selection bias generated by demographic and crime-related variables. We restricted the matching algorithm to only consider one-to-one matches with a narrow difference in propensity scores (caliper was set at .0001). The implementation of this procedure resulted in a newly configured sample of 452 matched people.

Appendix II: Data Tables

Short-term outcomes

Figure A: Logistic models predicting unsuccessful discharges in Multnomah
N=3,058 clients

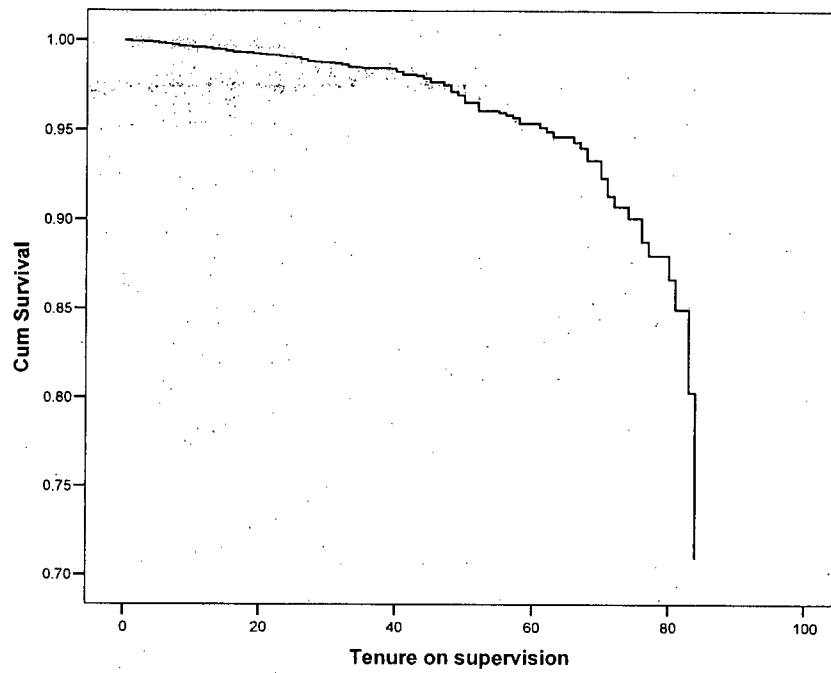
	Model 1	Model 2	Model 3	Model 4	Model 5	Model 6
	Exp(B)	Exp(B)	Exp(B)	Exp(B)	Exp(B)	Exp(B)
Female ⁴⁴		.47***	.52*	.53**	.53**	.53**
Black		1.09	1.42	1.39	1.38	1.40
Hispanic		1.43*	2.09**	2.28***	2.36***	2.13**
Age (at admission)		.99	.99	.99	.99	.99
Criminal history			.92	.91	.90	.92
Felony offense			.08***	.08***	.08***	.08***
On parole (last status)			.02***	.02***	.02***	.02***
Tenure (in months)			1.03***	1.03***	1.03***	1.03***
Risk assessment score			1.17***	1.16***	1.16***	1.16**
<i>Any sanction/interv.</i>	.57***			1.44*		
<i>Jail-based sanction</i>					1.76**	
<i>Total jail days given</i>						1.00
Constant	.13***	.16***	.24***	.22***	.21***	.24***
Pseudo R2	.01	.02	.18	.18	.18	.18
-2 log likelihood	2003.4	1991.2	1182.5	1178.8	1174.4	1181.8
% correctly classified ⁴⁵	89.8	89.8	90.8	91.3	91.2	90.9

* p<.05 ** p<.01 *** p<.001 (two-tailed tests)

⁴⁴ The reference category for female is males, for black is non-black, and for Hispanic is non-Hispanic. These categories hold for all regressions described in this appendix.

⁴⁵ Indicators of goodness of fit for the six models are also included in Figure A. They indicate that the addition of control variables increases the predictive ability of the models, increasing the explained variation in the outcome variable (unsuccessful discharge). A series of post-estimation tests confirmed the overall goodness of fit of the models (for example, via the Hosmer-Lemeshow (2000) goodness of fit test and the visual inspection of other plots such as the area under the ROC curve).

Figure B: Survival function for Multnomah clients



Note: events censored at 84 months of supervision tenure. Mean values on all covariates (model 4).

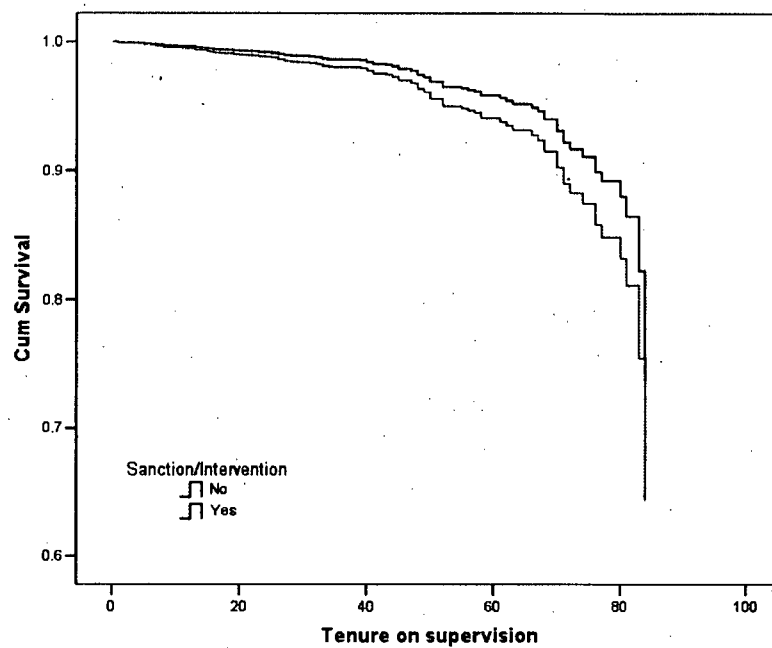
Figure C: Cox regressions predicting time to unsuccessful discharge
N=2,907 clients⁴⁶

	Model 1	Model 2	Model 3	Model 4	Model 5
	Exp(B)	Exp(B)	Exp(B)	Exp(B)	Exp(B)
Female		.53**	.64*	.64*	.66
Black		1.20	1.26	1.26	1.27
Hispanic		.67	.67	.67	.64
Age (at admission)		1.00	1.00	1.00	1.00
Criminal history			.96	.95	.95
Felony offense			.07***	.07***	.07***
On parole (last status)			.05***	.04***	.04***
Risk assessment score			1.13***	1.12***	1.12***
<i>Any sanction/intervention</i>	.64**			1.41*	
<i>Jail-based sanction</i>					1.78***
-2 log likelihood	2960.7	2955.4	2283.1	2278.2	2273.5
Change χ^2	8.8**	13.4**	804.1***	805.9***	808.2***

* p<.05 ** p<.01 *** p<.001 (two-tailed tests)

⁴⁶ Supervision tenures varied widely in the study cohort, ranging from less than one month to 541 months. Given this highly skewed distribution, we censored the data to include only clients who were discharged prior to completing seven years of supervision time (84 months). This cut-off allows the retention of approximately 90 percent of the cases—2,761 out of the 3,058 cases in Multnomah with a successful or unsuccessful discharge. The rate of failures within the reduced sample is 7.6 percent (vs. 10.2 percent on total sample) reflecting the fact that people who ultimately failed at discharge exhibited longer tenures on supervision.

Figure D: Survival function for Multnomah clients, by exposure to sanctions/interventions



Note: events censored at 84 months of supervision tenure. Mean values on all covariates (model 4).

Long-term outcomes: Logistic regression

Figure E: Logistic models predicting re-arrest at follow-up in Multnomah
N=3,058

	Model 1	Model 2	Model 3	Model 4	Model 5	Model 6
	Exp(B)	Exp(B)	Exp(B)	Exp(B)	Exp(B)	Exp(B)
Female		.76*	.92	.95	.94	.94
Black		2.32***	1.90***	1.84***	1.84***	1.84***
Hispanic		.29***	.30***	.41***	.40***	.32***
Age (at admission)		.99	.99**	.99*	.99*	.99**
Criminal history			1.09***	1.06*	1.06*	1.08***
Felony offense			.57***	.57***	.57***	.56***
On parole (last status)			1.56***	1.09	1.04	1.29*
Risk assessment score			1.09***	1.08***	1.08***	1.08***
Short-term failure			1.51*	1.38	1.33	1.50*
<i>Any sanction/intervention</i>	4.44***			3.17***		
<i>Jail-based sanction</i>					3.26***	
<i>Total jail days given</i>						1.01***
Constant	.20***	.44***	.41***	.28***	.31***	.40***
Pseudo R2	.09	.05	.10	.14	.14	.11
-2 log likelihood	3217.7	3368.4	3017.4	2887.9	2888.7	2981.0
% correctly classified	73.8	73.8	74.3	75.5	75.4	74.8

* p<.05 ** p<.01 *** p<.001 (two-tailed tests)

Figure F: Logistic models predicting reconviction at follow-up in Multnomah
N=3,058

	Model 1	Model 2	Model 3	Model 4	Model 5	Model 6
	Exp(B)	Exp(B)	Exp(B)	Exp(B)	Exp(B)	Exp(B)
Female		.74*	.88	.92	.91	.91
Black		2.34***	1.86***	1.80**	1.80**	1.80***
Hispanic		.26***	.28***	.40**	.39**	.31***
Age (at admission)		.99	.99*	.99	.99	.99
Criminal history			1.07**	1.04	1.04	1.07*
Felony offense			.64*	.65*	.64*	.64*
On parole (last status)			1.92***	1.38*	1.31	1.54**
Risk assessment score			1.08***	1.07***	1.07***	1.08***
Short-term failure			1.62*	1.47	1.40	1.61*
<i>Any sanction/intervention</i>	4.67***			2.96***		
<i>Jail-based sanction</i>					3.14***	
<i>Total jail days given</i>						1.005***
Constant	.09***	.19***	.15***	.10***	.11***	.15***
Pseudo R2	.07	.03	.07	.10	.10	.09
-2 log likelihood	2320.2	2432.3	2196.5	2118.4	2112.6	2158.9
% correctly classified	85.5	85.5	84.9	84.7	84.6	85.1

* p<.05 ** p<.01 ***p<.001 (two-tailed tests)

Long-term outcomes: Propensity score matching

Figure G: Estimates of treatment (sanction) effects using matched sample

	Re-arrest	Reconviction
<i>Cases included in the analysis</i>	452	452
<i>Likelihood of failure by:</i>		
Treatment (with sanctions/interv)	39.82%	24.78%
Comparison (without sanctions/interv)	19.91%	9.29%
Average treatment on the treated (ATT)	19.91**	15.49**
Standard error	6.17	5.35
T-statistic	3.22	2.89
Average treatment effect (ATE)	19.24	15.04

Notes: Estimation uses bootstrapped standard errors (50 simulations) and is restricted to regions of common support. The matching is based on nearest-neighbor without replacement, with a caliper of (.0001).

Controls include race (black), ethnicity (Hispanic), age (years), criminal history, last offense (felony), parole status, length of supervision (tenure), and risk score.

* p< .05 ** p<.01 *** p<.001 (two-tailed tests)

Figure H: Estimates of treatment (jail) effects using matched sample

	Re-arrest	Reconviction
<i>Cases included in the analysis</i>	224	228
<i>Likelihood of failure by:</i>		
Treatment (with jail sanction)	47.36%	27.63%
Comparison (without jail sanction)	20.17%	11.40%
Average treatment on the treated (ATT)	27.19***	16.23**
Standard error	5.90	5.54
T-statistic	4.61	2.93
Average treatment effect (ATT)	26.99	16.15

Notes: Estimation uses bootstrapped standard errors (50 simulations) and is restricted to regions of common support. The matching is based on nearest-neighbor without replacement, with a caliper of (.0001).

Controls include race (black), ethnicity (Hispanic), age (years), criminal history, last offense (felony), parole status, length of supervision (tenure), and risk score.

* p< .05 ** p<.01 *** p<.001 (two-tailed tests)

Appendix III: Multnomah County Codes

MTCB: Reduced Supervision Team (Casebank)
MTGR: Gresham Office
MTDV: Domestic Violence Unit
MTCE: Central Office
MTNO: North Office
MTSW: Southwest Office
MTSX: Sex Offender Units
MTEA: East Office
MTDC: Centralized Intake (formerly Diagnostic Center)
MTDZ: High Risk Drug Unit
MTMX: Mentally Ill Offender Unit
MTFS: Family Services Unit
MTGN: Gang Unit
MTDX: DUI Unit
MTAP: African American Project Unit
MTST: Special Supervision Team (for Psychopaths)
MTPN: Peninsula Office (now defunct)

Exploring the Black Box of Community Supervision

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ABSTRACT Community supervision has been an integral part of corrections since the establishment of probation more than 100 years ago. It has commonly been assumed that offenders benefit from community supervision much more than if they were incarcerated. However, empirical evidence in support of the effectiveness of community supervision in reducing recidivism questions this assumption. A detailed examination of audio taped interviews between 62 probation officers and their clients found relatively poor adherence to some of the basic principles of effective intervention—the principles of Risk, Need and Responsivity. For the most part, probation officers spent too much time on the enforcement aspect of supervision (i.e., complying with the conditions of probation) and not enough time on the service delivery role of supervision. Major criminogenic needs such as antisocial attitudes and social supports for crime were largely ignored and probation officers evidenced few of the skills (e.g., prosocial modeling, differential reinforcement) that could influence behavioral change in their clients. As a snapshot of present practices, this study begins a path to a systematic and structured training agenda to help probation officers become more effective agents of change.

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KEYWORDS Community supervision, offender rehabilitation, probation

PROBATION IN THE U.S. AND CANADA

Probation was introduced to the United States (Boston) by John Augustus in 1841 and in 1876, Elmira Reformatory in New York State was the first prison to release inmates on parole. More than a century later probation and parole represent the major forms of supervising offenders in the community. In 2004 in the United States there were nearly five million people either on probation or parole supervision (Glaze & Palla, 2005). During the same time period, in Canada, there were 98,805 adult offenders on probation and another 21,695 on some other forms of community supervision (e.g., parole, conditional sentences; Beattie, 2006). Despite the widespread use of community supervision, what do we really know about the effectiveness of community supervision in managing offender recidivism?

The Effectiveness of Community Supervision Pre-1967

Community sentences (i.e., probation) are generally viewed as an alternative to imprisonment suitable for many offenders. It provides a safe and inexpensive way of delivering punishments that fit less serious crimes while avoiding the detrimental effects of incarceration. Parole is not a sentence handed down by a court like probation but rather a community sanction administered by tribunal paroling authorities and parole supervision is seen as a sensible way of integrating offenders into their communities and reducing offender recidivism. Both probation and parole promise to control offender recidivism and this promise came under scrutiny with Lipton, Martinson and Wilks' (1975) review of correctional treatment programs.

In the Lipton et al. (1975) review, the criteria for inclusion of a study required that the study was conducted between 1945 and 1967, represented a "treatment method applied to criminal offenders" (p. 4) and reported measures of performance improvement for an experimental and a control/comparison group. Lipton et al.'s (1975) definition of "treatment" was extremely broad. They selected studies that are commonly considered to reflect offender rehabilitation programs (e.g.,

individual psychotherapy, drug and alcohol counselling) but they also included studies on the effects of criminal justice *settings*, namely, imprisonment, probation and parole. Their review of the "treatment effect" of probation and parole with respect to recidivism found differential effects. Probation (18 studies) appeared more effective with younger offenders (under the age of 18) especially under conditions of small case loads (less than 15 cases per officer). Adult men on parole demonstrated lower return rates to prison while under parole supervision, compared to men directly released from prison without supervision, but there were no differences in recidivism following the period of parole supervision (19 studies).

Subsequent to the 1975 review, Martinson and Wilks (1978) provided a more detailed assessment of the parole effectiveness literature. They compared the recidivism rates of parolees with inmates released from prisons without supervision. Across various measures of recidivism, parolees showed lower rates of recidivism. The highest difference was when recidivism was measured as a new arrest with parolees having a re-arrest rate of 24.5% and straight releases having a re-arrest rate of 42.9%. The differences decreased with conviction as the outcome measure (19.5% vs. 29.9%) and further still when a new prison sentence was the outcome criterion (10.6% vs. 14.8%). Moreover, in 74 of the 80 comparisons that were conducted (e.g., long follow-up or short follow-up, first offenders or repeat offenders), lower recidivism rates were found for parolees. Despite Martinson and Wilks' (1978) conclusion that "at the very least, the data...should give pause to those policy makers and legislators who have been operating under the assumption that parole supervision *makes no difference*" (p. 426, italics original) we know that, at least in the United States, few listened and parole boards were either abolished or their authority greatly weakened.

Community Supervision Post Martinson and Wilks (1978)

Presently, we are conducting a meta-analytic review of the effectiveness of community supervision. Two general questions are asked. First, does parole make a difference in recidivism and second, is more community supervision, whether it be probation or parole, better than less supervision. Studies were selected if they met the following criteria:

1. parolees were compared with non-parolees;
2. probation supervision could be compared along a less-more dimension (e.g., short periods of probation with long periods; intensive probation with routine supervision);
3. recidivism outcome was reported in a manner that permitted the calculation of an effect size and;
4. the study was published after Martinson and Wilks (1978).

At this point, 15 studies published between 1980 and 2006 have been reviewed and coded yielding 26 effect size estimates. We selected the phi coefficient as our measure of effect size. The phi coefficient is used to measure the association between two dichotomous variables and can be interpreted like the Pearson product-moment coefficient. Table 1 summarizes the results.

The average follow-up in the studies summarized in Table 1 was 17 months. The average phi coefficient was .022 and although the Confidence Interval (CI) did not include zero the decrease in recidivism associated with community supervision was extremely small. The findings with violent recidivism fared worse with the CI including zero indicating no statistically significant relationship between community supervision and violent recidivism. On the whole, community supervision does not appear to work very well. Why this may be so is discussed in the next section and will also be answered, in part, by the study described in this paper.

What do We Know about Reducing Offender Recidivism?

One of the most effective ways of decreasing criminal behavior is to intervene at the human service level. Furthermore, this

□ **Table 1: Meta-analytic Findings on the Effectiveness of Community Supervision**

Recidivism Outcome	k	Total N	Phi	CI
General	26	53,930	.022	.014-.030
Violent	8	28,523	.004	-.008-.016

Notes: k = number of effect size estimates; Total N is the sum of experimental and control subjects. CI = confidence interval.

intervention is most effective when the service is delivered in the community (Andrews & Bonta, 2006). Reviews of the offender rehabilitation literature have found that providing services to offenders are associated, on average, with a reduction of ten percentage points in recidivism (Andrews & Bonta, 2006; Lipsey, 1995; Lösel, 1995). Not only is there consensus on the finding that treatment can reduce recidivism but we also know under what conditions treatment effectiveness can be enhanced.

The effectiveness of treatment can be maximized through adherence to the principles of Risk, Need and Responsivity (Andrews, Bonta & Hoge, 1990). The Risk Principle states that the level of service should be matched to the risk level of the offender with higher risk offenders receiving more treatment. The Need Principle states that the targets for intervention should be factors related to offending (often referred to as criminogenic needs) and the Responsivity Principle states that interventions should be delivered in a manner that is appropriate to the learning styles of offenders. In general, cognitive-behavioral treatments have been most effective in bringing about change in offenders. When all three principles are in operation, particularly in community settings, reductions in recidivism of up to 50% have been reported (Andrews & Bonta, 2006).

One of the cornerstones of community supervision is case management. Case management requires a proper assessment of the needs of offenders, linking these needs to a service delivery plan and implementing the plan (Healey, 1999). If one considers the findings from the offender rehabilitation literature then case management should have the following features:

1. an assessment of offender risk in order to match the appropriate level of supervision to the offender's risk;
2. an assessment of criminogenic needs to define the goals of intervention; and
3. the provision of cognitive-behavioral interventions that target criminogenic needs.

Unfortunately, there is very little research that examines case management within the context of the offender rehabilitation literature even though the importance of juxtaposing case management with the "what works" literature has been recognized (Taxman, Shapardson & Bello, 2003). Do probation and parole officers use offender risk

assessments in assigning intensity of intervention and identifying criminogenic needs that should be addressed? Do probation and parole officers use cognitive-behavioral techniques during their supervision sessions? Answers to these questions are lacking and yet answers are sorely needed to improve supervision practices. Answers to these questions may explain the very modest findings of our preliminary meta-analysis (Table 1). The following study describes and evaluates the process of service delivery within a probation context. More specifically, the research examined how assessment instruments were routinely used in a Canadian probation setting, the appropriateness of the treatment targets selected for intervention and the methods of influencing offenders to change.

METHOD

Participants

Probation officers supervising both adult and young offenders participated in the project. At the time of the study (2001), approximately 6,400 adults and 2,000 youth were under a sentence of probation in the Canadian province of Manitoba. There were 108 probation officers with supervising responsibilities and 62 (57.4 % of supervising officers) agreed to participate in the project. Probation officers were asked to submit four cases sequentially chosen as they came onto their caseloads. Despite a number of efforts to minimize workload demands on probation officers, participation in the project was below our expectations. Data was submitted on only 154 offenders.

Data collection ended April 30, 2002 and recidivism information was gathered in 2004. Our measure of recidivism was a new conviction during the follow-up period that began on the date of the intake assessment. The average follow-up was 3.3 years ($SD = 0.21$). The information was collected from the Royal Canadian Mounted Police's Criminal History Records, a national database, and Manitoba Justice's Offender Management System.

Assessment Procedures

In general, data was collected from the following three information sources:

1. The intake risk-needs assessments;
2. The audio taping of officer-probationer interviews at three time periods; and
3. Offender files.

A more detailed description of the information collected for the project follows.

1. *Intake Risk-Needs Assessment.* The Primary Risk Assessment (PRA) instrument is the offender classification instrument used in Manitoba community corrections for profiling the risk and needs of probationers. For adults, the PRA is a modification of the Wisconsin Risk and Needs instrument and the instrument has been validated on probationers in Manitoba (Bonta, Parkinson, Pang, Barkwell, & Wallace-Capretta, 1994). For youth (ages 13 to 17 years), the PRA is a modification of the Youth Level of Service/Case Management Inventory (Hoge & Andrews, 2002).

Policy requires an Intervention Plan to be completed within two months of conducting a PRA. The Intervention Plan outlines how the probation officer plans to address the problem areas identified by the PRA.

2. *Audiotape Interviews.* Audiotape recordings of the officer-offender meetings were conducted on three separate occasions. The first audio taped interview was administered within the second or third week following the Intervention Plan. The second taping occurred three months later and the final taping at the six month mark. Upon completion of an interview, the audiotape was forwarded directly to the researchers for coding. Each five-minute segment of the intake audiotape was coded as to discussions around potential criminogenic needs. For an item to be scored as present, at least two examples of statements regarding criminogenic needs had to be apparent. A detailed coding manual for the audiotapes was developed. The coding procedures in this study followed similar procedures

to those used in the probation studies of Andrews and Kiessling (1980; Ontario) and Trotter (1996, 1999; Australia). The same coding procedures were used for both adult and youth. Two research assistants were trained in using the manual and periodic inter-rater reliability checks were conducted.

Audiotapes were reviewed in five-minute segments and coded according to three general domains. The first domain was offender needs as defined by the PRA. The presence or absence of statements concerning the needs identified by the PRA was noted. The remaining two domains assessed were the quality of the relationship between probationer and officer and the probation officer's use of behavioral techniques to influence change.

The latter two domains (relationship and behavioral techniques) are often viewed as the core dimensions in behavioral influence processes (Andrews & Bonta, 2006; Dowden & Andrews, 2004). A positive interpersonal relationship as evidenced by warmth, openness, enthusiasm, empathy and respect for the client are needed to engage and motivate the client in taking steps to change. Modeling appropriate behavior, providing opportunities for behavioral practice, reinforcing prosocial activity and discouraging antisocial behaviors provide the concrete direction for change.

3. *File Review.* A file review provided additional information not captured by the questionnaires and audiotapes. This information was also used to collaborate the results from the other sources of information. Personal demographic and criminal history information were coded as well as information relevant to the supervision of the probationers (e.g., frequency of contact with the probationer, breaches).

Non-participant Comparison Groups

Not all probation officers participated in the research. This raised the possibility that differential participation would affect the generalizability of the results. Thus, it was important to assess whether there were significant differences between the officers and the probationers who participated in the study and those who did not participate. A sample of non-participating probation officers was selected and

demographic information (e.g., ethnicity, years of experience) was collected. For each non-participating probation officer, a random sample of two cases was drawn from his/her files. These files were coded following the same file coding procedures that were used with the participating probationers.

RESULTS

Sixty-two probation officers participated in the study submitting data on as many as 154 offenders. The information submitted, however, varied for a number of reasons. For example, offenders changed their minds about participation part way through the project, failed to report, or were transferred to another probation officer. In order to assess the representativeness of the sample of participating probationers, a file review of 77 randomly selected cases from 42 non-participating probation officers was conducted (seven cases had to be rejected because they were not currently being supervised). No statistically reliable differences were found between the participating and non-participating probation officers in age, years as a probation officer, ethnicity and education level.

Personal-demographic information on the participating and non-participating offender samples is presented in Table 2. The majority of the participants were adult offenders and the average age of all participants was 27.7 years (33.1 years for adults and 15.9 years for youth). No statistically significant differences were found between the participating probationers and the non-participating probationers on personal-demographic, criminal histories and assessed risk variables.

Case Management and the Risk Principle

The Risk Principle of effective rehabilitation states that the intensity of intervention should be matched to the risk level of the offender, that is, minimal services for low risk offenders and intensive services for high risk offenders. One of the purposes of risk/need assessments in probation is to guide the amount of supervision that is assigned to a probationer. Thus, we would expect that the

□ **Table 2: Characteristics of the Probationers (n)**

Characteristic	Participants	Non-Participants
Gender (%):		
Male	75.0 (84)	83.1 (64)
Female	25.0 (28)	16.9 (13)
Education (%):		
less than grade 9	21.0 (22)	28.0 (21)
Grade 9 or higher	79.0 (83)	72.0 (54)
Employed/Student (%):		
Yes	71.6 (78)	69.7 (53)
No	28.4 (31)	30.3 (23)
Marital Status (%):		
Single	68.2 (75)	68.9 (51)
Married/Common-Law	31.8 (35)	31.1 (23)
Prior Incarceration (%):		
Yes	37.6 (35)	51.4 (37)
No	62.4 (58)	48.6 (35)
Prior Probation (%):		
Yes	55.8 (53)	66.7 (46)
No	44.2 (42)	33.3 (23)
Number of Prior Crimes	5.8 (87)	6.2 (71)
Mean PRA Score (Adults)	8.3 (SD = 3.5)	8.7 (SD = 4.2)
Mean PRA Score (Youth)	23.1 (SD = 11.8)	27.3 (SD = 8.5)
Note: Numbers vary due to missing data (Participants from 93–112; Non-participants from 69–77). SD = Standard deviation. All comparisons statistically nonsignificant.		

frequency of reporting would be proportional to the risk level of the offender.

From the file reviews of the participants and non-participants, we were able to count the number of contacts between the probation officers and the probationers during the first three months of supervision. On average, during the first three months of probation, clients were seen on 4.3 occasions. Approximately half of the probationers were seen three or four times (47.2%). The number of contacts was positively related to the risk score as measured by the PRA for adults

($r = .22$, $p < .01$, $n = 133$) but not for youth ($r = .09$, ns, $n = 47$). However, the significant correlation for adults was accounted for by the fact that high-risk offenders in particular were seen more often than low and medium risk offenders ($F = 7.43$, $df = 2, 130$, $p < .001$). There were no statistically significant differences between the number of contacts for low risk offenders (seen an average of 4.3 times; $SD = 2.2$) versus medium risk offenders (seen an average of 3.7 times; $SD = 1.5$). High-risk offenders were seen an average of 5.7 times over the first three months of supervision ($SD = 3.6$). Finally, the number of contacts was unrelated to caseloads ($r = -.01$, ns).

Formulating a Case Management Plan

The Need Principle makes a distinction between two types of offender needs: criminogenic and noncriminogenic needs. Almost all correctional systems in Canada use structured risk-needs assessment to assist staff in identifying the criminogenic needs of offenders that should be addressed in order to manage their risk of re-offending. In Manitoba, the PRA is used for this purpose. Upon completion of the PRA, the probation officer is in a position to integrate this

□ **Table 3: Percentage Participating and Non-Participating Probationers with Needs Identified by the PRA**

Need	Adult (n = 147)	Youth (n = 66)
Accommodation	25.2 (37)	59.1 (39)
Employment	40.8 (60)	NA
Substance Abuse	36.7 (54)	62.1 (41)
Attitude	55.8 (82)	NA
Family/Marital	52.4 (77)	95.5 (63)
Financial	28.6 (42)	NA
Emotional	22.4 (33)	57.6 (38)
Peer Problems	47.4 (70)	89.4 (59)
Academic/Vocational	7.5 (11)	84.8 (56)

Note: NA = Not assessed by the Youth PRA.

information into his/her supervision of offenders by completing an Intervention Plan. A summary of needs identified by the PRA is presented in Table 3 (for youth, the PRA does not measure the same needs as for adults).

The Intervention Plan is a one-page form that records the criminogenic needs of the offender ("problems/issues") and outlines the actions or steps to address each of the offender's problem areas. Intervention Plans and matching risk-needs assessments were available for up to 105 participating probationers. For many of the variables, some information was missing.

A total of 175 instances of needs were identified for the probationers and there were 69 plans. That is, 39.4% of the needs identified had a corresponding intervention plan. For young offenders, it was more difficult to categorize action plans due to their uniqueness (e.g., "assist in leaving gang", "maintain contact with mom") but efforts were made to group them into broader categories. The results are shown in Table 4.

In order to facilitate reading Table 4, we take substance abuse as an example. Substance abuse problems were identified by the PRA for 40.2% of adult probationers and an action plan to address this area was evident in 79.5% of the cases. In contrast to the relatively high agreement between certain identified needs (e.g., substance abuse and emotional problems) and a corresponding action plan,

□ Table 4: Intervention Plans for PRA Identified Needs: Adults and Youth		
Criminogenic Need (N)	% with Need	% Any Plan
Substance Abuse: Adults (97)	40.2	79.5
Youth (31)	45.2	64.3
Employment: Adults (97)	41.2	10.0
Emotional: Adults (91)	23.1	71.4
Family/Marital: Adults (97)	52.6	29.4
Youth (30)	40.0	83.3
Accommodation: Adults (101)	23.8	16.6
Youth (33)	12.1	50.0
Note: Data based upon participating and non-participating probationers.		

other needs were not being addressed in the Intervention Plan. For example, over 40% of the adult offenders had identified difficulties with employment yet only 10% of these cases described an action plan to deal with these difficulties. Attitudes and companions were only mentioned in a few cases and therefore, not shown in the table.

Addressing Criminogenic Needs During Supervision

After the administration of the Primary Risk Assessment and formulation of the Intervention Plan, participating probation officers tape-recorded their first "supervision" meeting with the offender. Inter-rater reliability was conducted with two research assistants who coded 108 variables from 25 audiotapes independently of each other. The median kappa was .94 and ranged from .48 to 1.0.

The intake interviews ranged from five minutes and 50 seconds to 47 minutes and 40 seconds in length. The average first supervision interview lasted 22 minutes and 34 seconds. Although the interviews were not lengthy, one must be reminded that probation officers are involved in other activities related to the client (e.g., meeting family members, calling employers, etc.).

□ **Table 5: Discussions of Needs Identified in the Primary Risk Assessment at First Supervision Session**

Need	Adult (n = 72)		Youth (n = 31)	
	#Identified	Discussed (%)	#Identified	Discussed (%)
Accommodation	21	12 (57.1)	15	11 (73.3)
Employment	28	16 (57.1)	NA	NA
Substance Abuse	32	25 (78.1)	29	19 (65.5)
Attitude	34	3 (8.8)	NA	NA
Family/Marital	40	36 (90.0)	30	23 (76.7)
Financial	26	9 (34.6)	NA	NA
Emotional	17	11 (64.7)	14	2 (14.3)
Peer Problems	38	8 (21.1)	30	13 (43.3)
Academic/Vocational	7	0.0 (0.0)	31	22 (71.0)

Note: NA = Not applicable (not assessed in Youth PRA).

Table 5 summarizes the findings for the first audio taped interviews with a focus on the criminogenic needs *identified by the PRA*. That is, the results shown in Table 5 are based on offenders having a need identified by the PRA and discussions around it. For youth, a need was identified if the subcomponent score was greater than or equal to one. Choosing a subcomponent score of 1 or more is a low threshold for defining a criminogenic need. For example, scoring positively on only one of nine items on the Substance Abuse subcomponent would define a criminogenic need. However, this liberal assessment of a criminogenic need maximized the number of cases for our small group of young offenders.

Once again, to facilitate reading Table 5, accommodation is used as an illustration. Twenty-one adult offenders (out of 72 possible cases) had accommodation identified as problematic by the PRA. In 12 or 57.1 percent of these cases the probation officer and probationer discussed the difficulties surrounding inadequate living conditions. Likewise, 15 (of 31) young offenders had accommodation problems as measured by the youth PRA. Eleven cases (73.3%) evidenced audio taped discussions around this topic. For both adults and young offenders, family/marital issues were the most frequently discussed criminogenic need. This was followed by substance abuse for adults (78.1%) and accommodation for youth (73.3%).

Some criminogenic need areas received relatively little attention. For example, employment difficulties, a problem area for 28 of 72 (38.9%) of adult probationers, were discussed in 57.1% of cases. Two of the major risk factors in criminal behavior, antisocial attitudes and criminal peers, were evident for approximately half of adult probationers. However, these need areas were infrequently discussed (8.8% and 21.1% respectively). Similarly for youth, almost all (30 of 31) had peer problems but discussions around negative peer influence accounted for less than half of the cases (43.3%).

Influencing Offenders in Interpersonal Relationships

The most direct ways of influencing the behavior of individuals is to reward desirable behavior and punish or ignore undesirable behavior. However, the impact of interpersonal rewards and punishment is moderated by the relationship between the person who is trying

□ **Table 6: Relationship Factors over Time (Audiotape) (%)**

Relationship Factor	Audiotape		
	1st	2nd	3rd
Empathy	48.5	35.2	22.2
Openness	54.4	66.7	59.3
Warmth	45.6	40.7	48.1
Firmness	45.6	53.7	24.1
Enthusiastic	27.2	27.8	44.4
Prompting and encouragement	97.1	94.4	96.3
Humour	30.1	27.8	42.6

Note: For the first audiotape, n = 103. For the second and third audiotape, n = 54.

to effect change and the individual whose behavior is a target for change. Within the case management context, it is important for the probation officer to establish a positive, warm and respectful relationship with the client in order for the probationer to be willing to listen to what the probation officer has to say and to follow his or her advice. The audiotapes were coded for seven indicators of positive interpersonal skills. The seven indicators were: 1) empathy, 2) openness, 3) warmth, 4) firmness, 5) prompting and encouragement, 6) enthusiasm, and 7) humor.

The assessment of relationship factors from the audiotapes is presented in Table 6. The most common indicator of a positive relationship was evident in the high frequency of prompting and encouraging behavior from the probation officer. Expressions of openness and warmth, occurring in approximately half of the interviews, were the next most frequent behaviors that were observed. It appeared that these behaviors were part of an individual's interpersonal style and that they changed little with time. All other indicators of relationship skills occurred less frequently and some changed with time. Empathic statements (e.g., paraphrasing, reflection of feelings, etc.) decreased over the six-month period as did firm but fair statements (i.e., setting appropriate limits for the probationer). On the other hand, enthusiasm and humor increased over time. None of these factors were related to recidivism.

Also noteworthy was the lack of evidence of behaviors that could "turn off" the probationer. Coders were attentive to indicators of unfriendly, hostile behavior from the probation officer (e.g., "Don't interrupt me, can't you see I'm talking") or evidence of boredom (e.g., "I don't find this very interesting"). From our review of 211 audiotapes over the three time frames, only seven instances of such behavior were noted.

Behavioral interventions are one of the major characteristics of effective treatment with offenders. Behavioral interventions include the modeling of desired behavior, opportunities to practice the behavior, providing appropriate feedback (i.e., the systematic reinforcement of prosocial behaviors and discouragement of antisocial behaviors), teaching relapse prevention and the assignment of behavioral homework. The degree to which probation officers engaged in these practices was assessed from the audiotapes.

In Table 7 the prevalence of the major indicators of behavioral intervention is presented. Prosocial reinforcement by the probation officers was the most frequently used method of influencing change in their clients. That is, when an offender reported engaging in a prosocial activity (e.g., spent the day searching for work), the officer recognized this as desirable and expressed approval. Interestingly, probation officers were not very responsive to antisocial expressions from their clients (antisocial discouragement was noted in 18.5% to 25.9% of the audiotapes). When the probationer reported an

□ **Table 7: Directive Factors over Time (Audiotape) (%)**

Factor	Audiotape		
	1st	2nd	3rd
Prosocial Modeling	16.5	14.8	14.8
Practice	22.3	24.1	24.1
Prosocial Reinforcement	68.0	55.6	72.2
Antisocial Discouragement	20.4	25.9	18.5
Relapse Prevention	16.5	25.9	29.6
Homework Assignment	28.2	27.8	24.1

Note: For the first audiotape, n = 103. For the second and third audiotape, n = 54.

antisocial activity or expressed an antisocial attitude, the probation officer did not note this nor challenge the behavior or attitude.

Other aspects of behavioral intervention (i.e., prosocial modeling, practice, relapse prevention and the assignment of tasks or "homework") occurred in a minority of the audiotapes. Once again, this behavior did not change over time—if probation officers were not using behavioral techniques to bring about change near the beginning of supervision then they were not doing it six months later. Only discussions around relapse prevention showed an increase but only from the first to the third and six-month audiotapes.

As with our analysis of the relationship factors, probation officers were found not to engage in behaviors that were counterproductive to prosocial change in the offender. Only six instances of the probation officer modeling antisocial behavior (e.g., rationalizes crime) and three examples of reinforcing antisocial behavior were found among the audiotapes. Again, the specific directive factors did not predict recidivism.

As already alluded to, some of the analyses with respect to recidivism found no significant results. However, there were a few important exceptions. First, the amount of time devoted to dealing with a criminogenic need predicted recidivism (Table 8). The more time spent dealing with a criminogenic need, the lower the recidivism. Although the results shown in Table 8 appear impressive, we also found that only one-third of probation officers spent a significant amount of time focused on a few criminogenic needs in their supervision sessions. In fact, 67% of the probation officers dealt with an average 5.2 different criminogenic needs during a supervision session. Considering that the average session was 22 minutes, to spend a few minutes covering a range of criminogenic needs was not productive.

□ **Table 8: Time Devoted to Discussions of a Criminogenic Need and Recidivism**

Time Spent discussing Criminogenic Need	Percent Recidivated
0 to 19 minutes	49
20 to 39 minutes	36
More than 40 minutes	3

We found that the more topics covered during a session, the higher the recidivism rate ($r = .19$, $p < .05$).

The other additional finding of note was that the more time that the probation officer spent discussing the conditions of probation, the *higher* the recidivism rate. In sessions where less than 15 minutes was spent discussing the probation conditions, the recidivism rate, after adjusting for risk, was 18.9% but the rate was 42.3% when more than 15 minutes was devoted to this topic.

DISCUSSION

The overall purpose of this study was to better understand how probation officers use risk-needs assessments to formulate their case plans and how they manage their cases. This study provided a snapshot of present practices. That having been said, the study was not without methodological limitations and difficulties. We did not have the participation that we were hoping for, leaving us with relatively few cases on which to base our findings. The small sample of youth cases prevented some analyses and the lack of participation by 42 probation officers raised the possibility that the results would not generalize. However, a comparison of participating and non-participating probation officers and probationer files revealed few differences leading us to cautiously conclude that the findings are representative of case management practice in Manitoba community corrections during the period of study.

Over the course of the first three months, probation officers met with their offenders an average of 4.3 times. There are few reports in the literature of how often probation officers have face-to-face contacts with their clients. Latessa (1987) found an average of 1.6 contacts per month in Ohio probation, approximately the same number that we found in Manitoba probation. This number of contacts may be appropriate for low risk offenders but the average of 5.7 contacts over three months may be inadequate for high risk offenders. From a treatment perspective, the recommendation has been that high risk offenders require at least 100 hours (Lipsey, 1995) and some have called for 300 hours of treatment (Bourgon & Armstrong, 2005).

The average length of a session between the probation officer and the probationer was slightly more than 22 minutes. These two

findings (number of contacts and length of session) raise the question as to whether or not probation supervision can be effective with this amount of time spent with probationers. However, we need to keep in mind that probation officers are involved in other activities (e.g., making referrals, meeting with collaterals) and not all of their time is spent in direct contact with their clients. Jester (1990) estimated that only 30 to 40 percent of a probation/parole officer's time is spent in direct contact with offenders. However, Trotter (1996) contends that a short period of time may be sufficient *if that time is properly used*. In his study, probation officers were trained in prosocial modeling and problem-solving and the probationers receiving supervision from the trained probation officers demonstrated a recidivism rate of 46% while offenders under supervision by untrained probation officers had a recidivism rate of 64% (recidivism was measured at four years). The average length of session was less than 25 minutes.

The issue that arises from these findings is the need to identify the reasons why probation officers are not spending more time with their clients. The most obvious reason may be caseload. However, caseload size was not associated with either the number of contacts in the first three months or the length of the audio taped session. Another reason may be that probation officers are engaged in other activities related to supervision of the client such as meeting with family members and dealing with welfare agencies that place limits on the time they can spend directly with the probationer. Further research in this area is suggested.

The findings of the present study suggest a lack of follow through between the assessment and case management. Assessments are completed according to policy but much of the information from the assessment fails to make it into the Intervention Plan and even less is dealt with in the sessions. Harris and her colleagues (Harris, Gingerich & Whittaker, 2004) also found poor compliance between the assessment and the action plan in a sample of probation officers in the United States. One problem may be the physical separation of the assessment instrument from the Intervention Plan (they are two separate forms). A possible solution is to integrate the assessment with the case plan. The Level of Service/Case Management Inventory (LS/CMI; Andrews, Bonta & Wormith, 2004) does just this and Manitoba Corrections has adopted this instrument to address the

shortcoming posed by the PRA and the lack of integration with the Intervention Plan.

Analyses of the audiotapes showed that identified criminogenic needs were not discussed in the majority of cases. These results may not be all that surprising given that actions to address offender needs were loosely formulated in the Intervention Plan. After all, if the Intervention Plan does not build on the PRA assessment of needs, then how can we expect probation officers to discuss the problems of probationers in their sessions? Based on the offender rehabilitation literature, the first step in behavioral change is to identify and address criminogenic needs. In cases where criminogenic needs were the focus of supervision, decreases in offender recidivism were found. It appears that educating and training probation officers to target their discussions on the criminogenic needs of those they supervise would be an important step in improving probation effectiveness.

Establishing a good relationship with the offender and then providing the offender with structured direction are key factors to reducing recidivism (Andrews & Bonta, 2006). Upon examining the audio taped interviews we found instances of probation officers demonstrating warmth, openness, encouragement and other indicators of a positive relationship but in only half of the audiotapes. The relationship factors did not predict recidivism but this is not surprising. Relationship oriented therapies alone do not reduce recidivism; structuring skills are also needed.

Along the structuring and directive dimensions of interpersonal influence we found, as with relationship skills, that probation officers could do more. They were quite good in praising and rewarding offenders when they said something prosocial but missed opportunities to alter antisocial expressions through appropriate discouragement. Other skills (e.g., prosocial modeling, practice) that could be very effective in changing offender behavior were evident in a minority of audio taped interviews. The low base rate may explain why these factors were unrelated to recidivism.

CONCLUSION

Our meta-analytic findings presented earlier on the effectiveness of community supervision showed that supervision was unrelated

to recidivism. This is a disturbing finding in a public climate where the mood is to be tough on offenders. If community supervision does not "work" in reducing recidivism then is cost-savings the only reason to maintain forms of community supervision? We think not. We suspect that our findings regarding the low levels of adherence to the Risk and Need principles and the sparse use of behavioral techniques of influence is not limited to just the jurisdiction that we studied but may be common to many probation and parole agencies. Problems with the integrity of service delivery within corrections have been noted by others (e.g., Harris et al., 2004) and it has been especially problematic when trying to apply the principles of Risk, Need and Responsivity (Andrews, 2006; Lowenkamp, Latessa & Holsinger, 2006; Lowenkamp, Latessa, & Smith, 2006). From our findings, it is clear that probation officers can learn to do more and to do it better. Trotter (1996;1999) has demonstrated that training in prosocial modeling and other structuring techniques can make a difference and the beneficiaries of such training efforts will be the staff, the offenders and the community.

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AUTHORS' NOTES

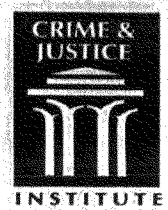
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The research described in this report was conducted with the support of staff from Community Corrections (Manitoba) and we are indebted to their assistance. The views expressed are those of the authors and do not necessarily reflect those of Public Safety and Emergency Preparedness Canada or Manitoba Department of Justice (Corrections).

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Implementing Evidence-Based Practice in Community Corrections: The Principles of Effective Intervention



Project Vision: To build learning organizations that reduce recidivism through systemic integration of evidence-based principles in collaboration with community and justice partners.

Introduction and Background

Until recently, community corrections has suffered from a lack of research that identified proven methods of reducing offender recidivism. Recent research efforts based on meta-analysis (the syntheses of data from many research studies) (McGuire, 2002; Sherman et al, 1998), cost-benefit analysis (Aos, 1998) and specific clinical trials (Henggeler et al, 1997; Meyers et al, 2002) have broken through this barrier and are now providing the field with indications of how to better reduce recidivism.

This research indicates that certain programs and intervention

strategies, when applied to a variety of offender populations, reliably produce sustained reductions in recidivism. This same research literature suggests that few community supervision agencies (probation, parole, residential community corrections) in the U.S. are using these effective interventions and their related concepts/principles.

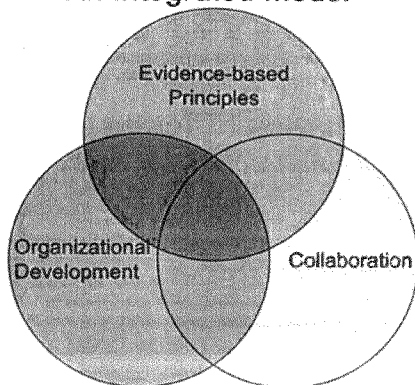
The conventional approach to supervision in this country emphasizes individual accountability from offenders and their supervising officers without consistently providing either with the skills, tools, and resources that science

indicates are necessary to accomplish risk and recidivism reduction. Despite the evidence that indicates otherwise, officers continue to be trained and expected to meet minimal contact standards which stress rates of contacts and largely ignore the opportunities these contacts have for effectively reinforcing behavioral change. Officers and offenders are not so much clearly directed what to do, as what not to do.

An integrated and strategic model for evidence-based practice is necessary to adequately bridge the gap between current practice and evidence supported practice in community corrections. This model must incorporate both existing research findings and operational methods of implementation. The biggest challenge in adopting better interventions isn't identifying the interventions with the best evidence, so much as it is changing our existing systems to appropriately support the new innovations. Identifying interventions with good research support and realigning the necessary organizational infrastructure are both fundamental to evidence-based practice.

Specificity regarding the desired outcomes is essential to achieving system improvement. -Harris, 1986; O'Leary & Clear, 1997

An Integrated Model



Scientific learning is impossible without evidence.

Evidence-Based Practice (EBP)

Evidence-based practice is a significant trend throughout all human service fields that emphasize outcomes. Interventions within corrections are considered effective when they reduce offender risk and subsequent recidivism and therefore make a positive long-term contribution to public safety.

This document presents a model or framework based on a set of principles for effective offender interventions within federal, state, local, or private community corrections systems. Models provide us with tangible reference points as we face unfamiliar tasks and experiences. Some models are very abstract, for example entailing only a set of testable propositions or principles. Other models, conversely, may

be quite concrete and detail oriented.

The field of community corrections is beginning to recognize its need, not only for more effective interventions, but for models that integrate seemingly disparate *best practices* (Bogue 2002; Carey 2002; Corbett et al. 1999; Gornik 2001; Lipton et al. 2000; Taxman and Byrne 2001).

As a part of their strategy for facilitating the implementation of effective interventions, the National Institute of Correction (NIC), Community Corrections Division has entered into a collaborative effort with the Crime and Justice Institute to

Evidence-Based Practice (EBP) (con't.)

(Continued from pg 1)

develop a model for implementing evidence-based practice in criminal justice systems. This *Integrated Model* emphasizes the importance of focusing equally on evidence-based practices, organizational change, and collaboration to achieve successful and lasting change. The scope of the model is broad enough that it can be applied to all components of the criminal justice system (pretrial, jail, probation, parole, private/public, etc.) and across varying jurisdictions (local, county, state, etc.).

Community corrections will only develop into a "science" as it increases its commitment to measurable outcomes.

This model recognizes that simply expounding on scientific principles is not sufficient to guide the ongoing political and organizational change necessary to support implementation of evidence-based principles in a complex system. While this paper focuses on the evidence-based principles, there are two additional papers that focus on the other model components (organizational development and collaboration).

The evidence-based principles component of the integrated model highlights eight principles for effective offender interventions. The organization or system that is most successful in initiating and maintaining offender interventions and supervision practices consistent with these principles will likely realize the greatest recidivism reductions.

Clarifying Terms:

The terms *best practices*, *what works*, and *evidence-based practice* (EBP) are often used interchangeably. While these *buzz words* refer to similar notions, pointing out the subtle distinctions between them helps to clarify the distinct meaning of *evidence-based practices*.

For example, *best practices* do not necessarily imply attention to outcomes, evidence, or measurable standards. Best practices are often based on the collective experience and wisdom of the field rather scientifically tested knowledge.

What works implies linkage to general outcomes, but does not specify the kind of outcomes desired (e.g. just desserts, deterrence, organizational efficiency, rehabilitation, etc.). Specificity regarding the desired outcomes is essential to achieving system improvement (Harris 1986; O'Leary and Clear 1997).

In contrast, *evidence-based practice* implies that 1) there is a definable outcome(s); 2) it is measurable; and 3) it is defined according to practical realities (recidivism, victim satisfaction, etc.). Thus, while these three terms are often used interchangeably, EBP is more appropriate for outcome focused human service disciplines (Ratcliffe et al, 2000; Tilley & Laycock, 2001; AMA, 1992; Springer et al, 2003; McDonald, 2003).

Any agency interested in understanding and improving outcomes, must reckon with managing the operation as a set of highly interdependent systems.

(See Appendix A.)

Two fundamentally different approaches are necessary for such an alteration in priorities.

(See Appendix B.)

The current research on offender rehabilitation and behavioral change is now sufficient to enable corrections to make meaningful inferences regarding what works in our field to reduce recidivism and improve public safety. Based upon previous compilations of research findings and recommendations (Burrell, 2000; Carey, 2002; Currie, 1998; Corbett et al, 1999; Elliott et al, 2001; McGuire, 2002; Latessa et al, 2002; Sherman et al, 1998; Taxman & Byrne, 2001), there now exists a coherent framework of guiding principles. These principles are interdependent and each is supported by existing research. (see Appendix A)

Evidence-Based Practice (EBP) (con't.)

The following framework of principles is listed in developmental order and they are all highly interdependent. For example, offender assessments must consider both risk to reoffend and criminogenic needs, in that order. Research indicates that resources are used more effectively when they are focused on higher-risk rather than lower-risk offenders, therefore considering offenders' risk to reoffend prior to addressing criminogenic needs allows agencies to target resources on higher-risk offenders (*see Appendix B*).

Eight Evidence-Based Principles for Effective Interventions

1. Assess Actuarial Risk/Needs.
2. Enhance Intrinsic Motivation.
3. Target Interventions.
 - a. *Risk Principle*: Prioritize supervision and treatment resources for higher risk offenders.
 - b. *Need Principle*: Target interventions to criminogenic needs.
 - c. *Responsivity Principle*: Be responsive to temperament, learning style, motivation, culture, and gender when assigning programs.
 - d. *Dosage*: Structure 40-70% of high-risk offenders' time for 3-9 months.
 - e. *Treatment*: Integrate treatment into the full sentence/sanction requirements.
4. Skill Train with Directed Practice (use Cognitive Behavioral treatment methods).
5. Increase Positive Reinforcement.
6. Engage Ongoing Support in Natural Communities.
7. Measure Relevant Processes/Practices.
8. Provide Measurement Feedback.

1) Assess Actuarial Risk/Needs.

Develop and maintain a complete system of ongoing offender risk screening / triage and needs assessments. Assessing offenders in a reliable and valid manner is a prerequisite for the effective management (i.e.: supervision and treatment) of offenders. Timely, relevant measures of offender risk and need at the individual and aggregate levels are essential for the implementation of numerous principles of best practice in corrections, (e.g., risk, need, and responsivity). Offender assessments are most reliable and valid when staff are formally trained to administer tools. Screening and assessment tools that focus on dynamic and static risk factors, profile criminogenic needs, and have been validated on similar populations are preferred. They should also be supported by sufficiently detailed and accurately written procedures.

Offender assessment is as much an ongoing-function as it is a formal event. Case information that is gathered informally through routine interactions and observations with offenders is just as important as formal assessment guided by instruments. Formal and informal offender assessments should reinforce one another. They should combine to enhance formal reassessments, case decisions, and working relations between practitioners and offenders throughout the jurisdiction of supervision.

(Andrews, et al, 1990; Andrews & Bonta, 1998; Gendreau, et al, 1996; Kropp, et al, 1995; Meehl, 1995; Clements, 1996)

Questions to Ask:

- *Does the assessment tool we're using measure for criminogenic risk and need?*
- *How are officers trained to conduct the assessment interview?*
- *What quality assurance is in place to ensure that assessments are conducted appropriately?*
- *How is the assessment information captured and used in the development of case plans?*

Eight Principles for Evidence-Based Practice (EBP) in Community Corrections (con't.)

2) Enhance Intrinsic Motivation.

Staff should relate to offenders in interpersonally sensitive and constructive ways to enhance intrinsic motivation in offenders. Behavioral change is an *inside job*; for lasting change to occur, a level of intrinsic motivation is needed. Motivation to change is dynamic and the probability that change may occur is strongly influenced by interpersonal interactions, such as those with probation officers, treatment providers, and institution staff. Feelings of ambivalence that usually accompany change can be explored through motivational interviewing, a style and method of communication used to help people overcome their ambivalence regarding behavior changes. Research strongly suggests that motivational interviewing techniques, rather than persuasion tactics, effectively enhance motivation for initiating and maintaining behavior changes.

(Miller & Rollnick, 2002; Miller & Mount, 2001; Harper & Hardy, 2000; Ginsburg, et al, 2002; Ryan & Deci, 2000)

Questions to Ask:

- *Are officers and program staff trained in motivational interviewing techniques?*
- *What quality assurance is in place?*
- *Are staff held accountable for using motivational interviewing techniques in their day-to-day interactions with offenders?*

3) Target Interventions.

- A. **RISK PRINCIPLE:** Prioritize supervision and treatment resources for higher risk offenders.
- B. **NEED PRINCIPLE:** Target interventions to criminogenic needs.
- C. **RESPONSIVITY PRINCIPLE:** Be responsive to temperament, learning style, motivation, gender, and culture when assigning to programs.
- D. **DOSAGE:** Structure 40-70% of high-risk offenders' time for 3-9 months.
- E. **TREATMENT PRINCIPLE:** Integrate treatment into the full sentence/sanction requirements.

a) Risk Principle

Prioritize primary supervision and treatment resources for offenders who are at higher risk to re-offend. Research indicates that supervision and treatment resources that are focused on lower-risk offenders tend to produce little if any net positive effect on recidivism rates. Shifting these resources to higher risk offenders promotes harm-reduction and public safety because these offenders have greater need for pro-social skills and thinking, and are more likely to be frequent offenders. Reducing the recidivism rates of these higher risk offenders reaps a much larger *bang-for-the-buck*.

Successfully addressing this population requires smaller caseloads, the application of well developed case plans, and placement of offenders into sufficiently intense cognitive-behavioral interventions that target their specific criminogenic needs.

(Gendreau, 1997; Andrews & Bonta, 1998; Harland, 1996; Sherman, et al, 1998; McGuire, 2001, 2002)

b) Criminogenic Need Principle

Address offenders' greatest criminogenic needs. Offenders have a variety of needs, some of which are directly linked to criminal behavior. These criminogenic needs are dynamic risk factors that, when addressed or changed, affect the offender's risk for recidivism. Examples of criminogenic needs are: criminal personality; antisocial attitudes, values, and beliefs; low self control; criminal peers; substance abuse; and dysfunctional family. Based on an assessment of the offender, these criminogenic needs can be prioritized so that services are focused on the greatest criminogenic needs.

(Andrews & Bonta, 1998; Lipton, et al, 2000; Elliott, 2001; Harland, 1996)

(Continued on pg 5)

Eight Principles for Evidence-Based Practice (EBP) in Community Corrections (con't.)

(Continued from pg 4)

c) Responsivity Principle

Responsivity requires that we consider individual characteristics when matching offenders to services. These characteristics include, but are not limited to: culture, gender, motivational stages, developmental stages, and learning styles. These factors influence an offender's responsiveness to different types of treatment.

The principle of responsivity also requires that offenders be provided with treatment that is proven effective with the offender population. Certain treatment strategies, such as cognitive-behavioral methodologies, have consistently produced reductions in recidivism with offenders under rigorous research conditions.

Providing appropriate responsivity to offenders involves selecting services in accordance with these factors, including:

- a) Matching treatment type to offender; and
- b) Matching style and methods of communication with offender's stage of change readiness.

(Guerra, 1995; Miller & Rollnick, 1991; Gordon, 1970; Williams, et al, 1995)

d) Dosage

Providing appropriate doses of services, pro-social structure, and supervision is a strategic application of resources. Higher risk offenders require significantly more initial structure and services than lower risk offenders. During the initial three to nine months post-release, 40%-70% of their free time should be clearly occupied with delineated, routine and appropriate services, (e.g., outpatient treatment, employment assistance, education, etc.) Certain offender subpopulations (e.g., severely mentally ill, chronic dual diagnosed, etc.) commonly require strategic, extensive, and extended services. However, too often individuals within these subpopulations are neither explicitly identified nor provided a coordinated package of supervision/services. The evidence indicates that incomplete or uncoordinated approaches can have negative effects, often wasting resources.

(Palmer, 1995; Gendreau & Goggin, 1995; Steadman, 1995; Silverman, et al, 2000)

e) Treatment Principle

Treatment, particularly cognitive-behavioral types, should be applied as an integral part of the sentence/sanction process.

Integrate treatment into sentence/sanction requirements through assertive case management (taking a proactive and strategic approach to supervision and case planning). Delivering targeted and timely treatment interventions will provide the greatest long-term benefit to the community, the victim, and the offender. This does not necessarily apply to lower risk offenders, who should be diverted from the criminal justice and corrections systems whenever possible.

(Palmer, 1995; Clear, 1981; Taxman & Byrne, 2001; Currie, 1998; Petersilia, 1997, 2002; Andrews & Bonta, 1998)

Questions to Ask:

- *How do we manage offenders assessed as low risk to reoffend?*
- *Does our assessment tool assess for criminogenic need?*
- *How are criminogenic risk and need information incorporated into offender case plans?*
- *How are offenders matched to treatment resources?*
- *How structured are our caseplans for offenders, especially during the three to nine month period in the community after leaving an institution?*
- *How are staff held accountable for using assessment information to develop a case plan and then subsequently using that caseplan to manage an offender?*

Eight Principles for Evidence-Based Practice (EBP) in Community Corrections (con't.)

4) Skill Train with Directed Practice (using cognitive-behavioral treatment methods).

Provide evidence-based programming that emphasizes cognitive-behavioral strategies and is delivered by well trained staff.

To successfully deliver this treatment to offenders, staff must understand antisocial thinking, social learning, and appropriate communication techniques. Skills are not just taught to the offender, but are practiced or role-played and the resulting pro-social attitudes and behaviors are positively reinforced by staff. Correctional agencies should prioritize, plan, and budget to predominantly implement programs that have been scientifically proven to reduce recidivism.

(Mihalic, et al, 2001; Satchel, 2001; Miller & Rollnick, 2002; Lipton, et al, 2000; Lipsey, 1993; McGuire, 2001, 2002; Aos, 2002)

Questions to Ask:

- *How are social learning techniques incorporated into the programs we deliver?*
- *How do we ensure that our contracted service providers are delivering services in alignment with social learning theory?*
- *Are the programs we deliver and contract for based on scientific evidence of recidivism reduction?*

5) Increase Positive Reinforcement.

When learning new skills and making behavioral changes, human beings appear to respond better and maintain learned behaviors for longer periods of time, when approached with *carrots* rather than *sticks*. Behaviorists recommend applying a much higher ratio of positive reinforcements to negative reinforcements in order to better achieve sustained behavioral change. Research indicates that a ratio of *four positive to every one negative* reinforcement is optimal for promoting behavior changes. These rewards do not have to be applied consistently to be effective (as negative reinforcement does) but can be applied randomly.

Increasing positive reinforcement should not be done at the expense of or undermine administering swift, certain, and real responses for negative and unacceptable behavior. Offenders having problems with responsible self-regulation generally respond positively to reasonable and reliable additional structure and boundaries. Offenders may initially overreact to new demands for accountability, seek to evade detection or consequences, and fail to recognize any personal responsibility. However, with exposure to clear rules that are consistently (and swiftly) enforced with appropriate graduated consequences, offenders and people in general, will tend to comply in the direction of the most rewards and least punishments.

This type of extrinsic motivation can often be useful for beginning the process of behavior change.

(Gendreau & Goggin, 1995; Meyers & Smith, 1995; Higgins & Silverman, 1999; Azrin, 1980; Bandura et al, 1963; Bandura, 1996)

Questions to Ask:

- *Do we model positive reinforcement techniques in our day-to-day interactions with our co-workers?*
- *Do our staff understand and use the four-to-one theory in their interactions with offenders?*

6) Engage On-going Support in Natural Communities.

Realign and actively engage pro-social supports for offenders in their communities. Research indicates that many successful interventions with extreme populations (e.g., inner city substance abusers, homeless, dual diagnosed) actively recruit and use family members, spouses, and supportive others in the offender's immediate environment to positively reinforce desired new behaviors. This Community Reinforcement Approach (CRA) has been found effective for a variety of behaviors (e.g., unemployment, alcoholism, substance abuse, and marital conflicts). In addition, relatively recent research now indicates the efficacy of twelve step programs, religious activities, and restorative justice initiatives that are geared towards improving bonds and ties to pro-social community members.

Questions to Ask:

- *Do we engage community supports for offenders as a regular part of case planning?*
- *How do we measure our community network contacts as they relate to an offender?*

(Azrin, & Besalel, 1980; Emrick et al, 1993; Higgins & Silverman, 1999; Meyers & Smith, 1997; Wallace, 1989; Project MATCH Research Group, 1997; Bonta et al, 2002; O'Connor & Perryclear, 2003; Ricks, 1974; Clear & Sumter, 2003; Meyers et al, 2002)

Eight Principles for Evidence-Based Practice (EBP) in Community Corrections (con't.)

7) Measure Relevant Processes/Practices.

Accurate and detailed documentation of case information, along with a formal and valid mechanism for measuring outcomes, is the foundation of evidence-based practice. Agencies must routinely assess offender change in cognitive and skill development, and evaluate offender recidivism, if services are to remain effective.

In addition to routinely measuring and documenting offender change, staff performance should also be regularly assessed. Staff that are periodically evaluated for performance achieve greater fidelity to program design, service delivery principles, and outcomes. Staff whose performance is not consistently monitored, measured, and subsequently reinforced work less cohesively, more frequently at cross-purposes and provide less support to the agency mission.

(Henggeler et al, 1997; Milhalic & Irwin, 2003; Miller, 1988; Meyers et al, 1995; Azrin, 1982; Meyers, 2002; Hanson & Harris, 1998; Waltz et al, 1993; Hogue et al, 1998; Miller & Mount, 2001; Gendreau et al, 1996; Dilulio, 1993)

Questions to Ask:

- *What data do we collect regarding offender assessment and case management?*
- *How do we measure incremental offender change while they are under supervision?*
- *What are our outcome measures and how do we track them?*
- *How do we measure staff performance? What data do we use? How is that data collected?*

8) Provide Measurement Feedback.

Once a method for measuring relevant processes / practices is in place (principle seven), the information must be used to monitor process and change. Providing feedback to offenders regarding their progress builds accountability and is associated with enhanced motivation for change, lower treatment attrition, and improved outcomes (e.g., reduced drink/drug days; treatment engagement; goal achievement).

The same is true within an organization. Monitoring delivery of services and fidelity to procedures helps build accountability and maintain integrity to the agency's mission. Regular performance audits and case reviews with an eye toward improved outcomes, keep staff focused on the ultimate goal of reduced recidivism through the use of evidence-based principles.

Questions to Ask:

- *How is information regarding offender change and outcomes shared with officers? With offenders?*
- *With whom do we share information regarding outcome measures?*
- *How is staff performance data used in the performance evaluation process?*

(Miller, 1988; Project Match Research Group, 1997; Agostinelli et al, 1995; Alvero et al, 2001; Baer et al, 1992; Decker, 1983; Luderman, 1991; Miller, 1995; Zemke, 2001; Elliott, 1980)

Eight Principles for Evidence-Based Practice (EBP) in Community Corrections (con't.)

Conclusion

Aligning these evidence-based principles with the core components of an agency is a consummate challenge and will largely determine the impact the agency has on sustained reductions in recidivism. In order to accomplish this shift to an outcome orientation, practitioners must be prepared to dedicate themselves to a mission that focuses on achieving sustained reductions in recidivism. The scientific principles presented in this document are unlikely to produce a mandate for redirecting and rebuilding an agency's mission by themselves. Leadership in organizational change and collaboration for systemic change are also necessary.

The framework of principles and the developmental model they comprise can and should be operationalized at three critical levels: 1) the individual case; 2) the agency; and 3) the system. At each of these levels thorough, comprehensive, and strategic planning will be necessary in order to succeed. Identifying, prioritizing, and formulating well-timed plans for addressing such particular issues are tasks requiring system collaboration and a focus on organizational development.

A final caveat here is a caution about implementation; the devil's in the details. Though the track record for program implementation in corrections may not be especially stellar, there is helpful literature regarding implementation principles. Prior to embarking on any implementation or strategic planning project, a succinct review of this literature is recommended (Mihalic & Irwin, 2003; Ellickson et al, 1983; Durlak, 1998; Gendreau et al, 1999; Gottfredson et al, 2000; Henggeler et al, 1997; Harris & Smith, 1996).

*Initial assessment followed by
motivational enhancement will help
staff to prepare for the significant
changes ahead.
(See Appendix C.)*

*At an organizational level, gaining
appreciation for outcome
measurement begins with establishing
relevant performance measurement
(See Appendix D.)*

*Too often programs or practices are promoted as having
research support without any regard for either the quality
or the research methods that were employed.
(See Appendix E.)*



Supporting the effective management and operation of the nation's community corrections agencies

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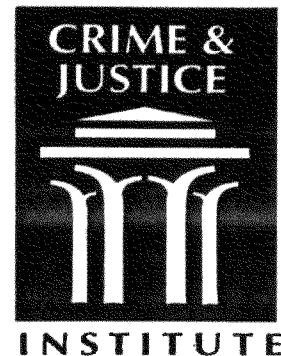
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Creative, collaborative approaches to complex social issues

Special recognition and deepest thanks go to the following project team members who contributed to these documents:

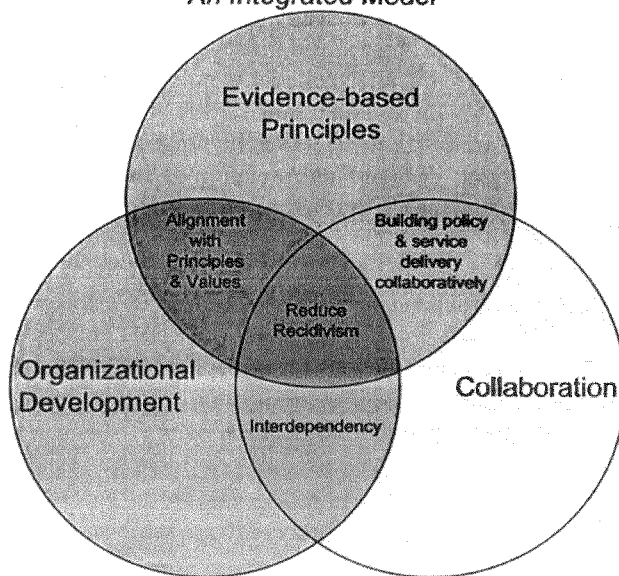
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The project team is committed to enhancing community corrections systems to better reduce recidivism using research-supported principles.

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**Implementing Effective Correctional Management of Offenders in the Community:
An Integrated Model**



Appendix A: Components of Correctional Interventions

One way to deconstruct a community corrections treatment program for planning or evaluation purposes is to consider the separate aspects of the program experienced by an offender that might affect their outcome or potential for behavioral change. Researchers and practitioners are quick to recognize a number of common elements in all programs that have some potential impact on outcomes such as recidivism:

- ⇒ **(The Skills of Staff)**—a wide array of ongoing interpersonal relations specifically pertaining to the communication skills and interactions exercised between staff and offenders;
- ⇒ **(Decisions on Program Assignment)**—continuous programmatic decisions that match offenders to varying levels and types of supervision conditions;
- ⇒ **(Programming)** – services, i.e. both treatment and monitoring interventions;
- ⇒ **(Sanctions)**—determinations of accountability for assigned obligations and accompanying compliance consequences, i.e., both positive and negative reinforcements;
- ⇒ **(Community Linkages)**—formal and informal interfaces with various community organizations and groups;
- ⇒ **(Case Management)**—a case management system that relegates individual case objectives and expectations within a prescribed set of policies and procedures; and
- ⇒ **(Organization)**—internal (operational) and external (policy environment) organizational structures, management techniques, and culture.

Each of these factors can be construed as separate processes that interact with each other continuously in any community corrections setting (e.g., probation, parole, outpatient treatment, residential, etc.). Depending on how well the processes are aligned and managed, they can either enhance or diminish successful outcomes. An agency, for example, might provide an excellent cognitive skill-building curriculum that has good research support but is delivered by staff with relatively limited clinical skills. Conversely, an agency might be structured so that there is no differentiation of services (one size fits all) and the programming has limited or negligible research support, but staff's overall skills are excellent. A broad interpretation of the existing research suggests that each of the above seven factors have their own independent effect on successful outcomes.

Any agency interested in understanding and improving outcomes, must reckon with managing the operation as a set of highly interdependent systems. An agency's ability to become progressively more accountable through the utilization of reliable internal (e.g., information) controls is integral to EBP. This approach is based on established business management practices for measuring performance objectives and achieving greater accountability for specified outcomes. Providing routine and accurate performance feedback to staff is associated with improved productivity, profit, and other outcomes.

Appendix B: Implementing the Principles of Evidence-Based Practice

Implementing the principles of evidence-based practice in corrections is a tremendous challenge requiring strong leadership and commitment. Such an undertaking involves more than simply implementing a research recommended program or two. Minimally, EBP involves:

- a) developing staff knowledge, skills, and attitudes congruent with current research-supported practice (principles #1-8);
- b) implementing offender programming consistent with research recommendations (#2-6);
- c) sufficiently monitoring staff and offender programming to identify discrepancies or fidelity issues (#7);
- d) routinely obtaining verifiable outcome evidence (#8) associated with staff performance and offender programming.

Implementing these functions is tantamount to revolutionizing most corrections organizations. Nevertheless, many agencies are taking on this challenge and have begun to increase their focus on outcomes and shift their priorities. Two fundamentally different approaches are necessary for such an alteration in priorities. One brings insights gleaned from external research evidence to bear on internal organizational practices. The other increases organizational capacity to internally measure performance and outcomes for current practice. When these two interdependent strategies are employed, an agency acquires the ability to understand what's necessary and practicable to improve its outcomes. The following describes how these approaches support EBP in slightly different ways.

Outside (Evidence) — In Approach

Adopting research-supported program models fosters an outcome orientation and minimizes the syndrome of 'reinventing-the-wheel'. Insights, practices, and intervention strategies gleaned from external research can significantly improve the efficacy any program has if implemented with appropriate fidelity.

One approach to EBP is to pay strict attention to the external research and carefully introduce those programs or interventions that are supported by the best research evidence. There are a growing number of examples of internal promotion of external evidence-based programs. The Blueprint Project, conducted by the Center for the Study and Prevention of Violence uses independent outside research to promote the implementation of effective juvenile programs.

The National Institute of Justice commissioned research investigators to conduct similar reviews of both adult and juvenile offender programming, recommending programs according to the caliber of the research support (Sherman et al, 1998). The Washington State Institute for Public Policy regularly conducts and publishes similar reviews for adult and juvenile offender programming implemented in Washington (Aos, 1998).

What these strategies have in common is the promotion of research-supported external program models within internal implementation and operations. These are *outside-in* applications striving to replicate proven models with fidelity. This approach is limited by the fact that environmental, cultural, and operational features vary between organizations and often have significant effect on program efficacy (Palmer 1995). Thus, the second *inside-out* approach to evidence-based practice attends to these internal factors.

The Blueprint Project

The Blueprint Project, conducted by the Center for the Study and Prevention of Violence (CSPV), examined literature on over 500 different program interventions with at-risk or delinquent youth. Ten programs met CSPV's strict criteria for scientific support. These were labeled *Blueprint* programs, while programs that partially met the criteria were designated *Promising* (Mihalic et al. 2001).

CSPV documented the operational details of these programs and distributed the descriptions to practitioners, emphasizing the importance of maintaining fidelity to the program models.

Programs that were scientifically determined to produce systematic and significant results were identified and promoted through a central clearing-house.

Appendix B: Implementing the Principles of Evidence-Based Practice (con't.)

Inside (Evidence) — Out Approach

Developing and maintaining ongoing internal controls, particularly information controls related to key service components (e.g., treatment dosage, treatment adherence measures, etc.) ensures greater operational ability to effect outcomes.

The program evaluation, performance, and audit research literature emphasizes that insufficient information controls not only hamper program assessment, but impede program performance (Mee-Lee et al, 1996; Burrell, 1998; Lipton et al, 2000; Dilulio, 1993). Such internal control issues appear not only in program evaluation research, but also in organizational development, business, and systems analysis.

Internal controls provide information and mechanisms for ensuring that an agency will accomplish its mission (i.e., recidivism reduction). Agencies with *custodial* corrections orientations that emphasize *just-desserts* applications rarely utilize the same level of sophisticated information controls required by outcome-oriented corrections (Burrell 1998; Dilulio 1993; Lipton et al. 2000). Therefore, developing new methods for gathering operational information and then sharing and learning from them is a large part of the transition from *custodial* to outcome orientation in corrections.

Information controls necessary for implementing new or *best* practices specifically focus on key components within the desired practices. They include an ongoing process of identifying, measuring, and reporting key operational processes and functions:

⇒ Offender measures:

- Risk Level
- Criminogenic Needs
- Motivation

⇒ Operational measures:

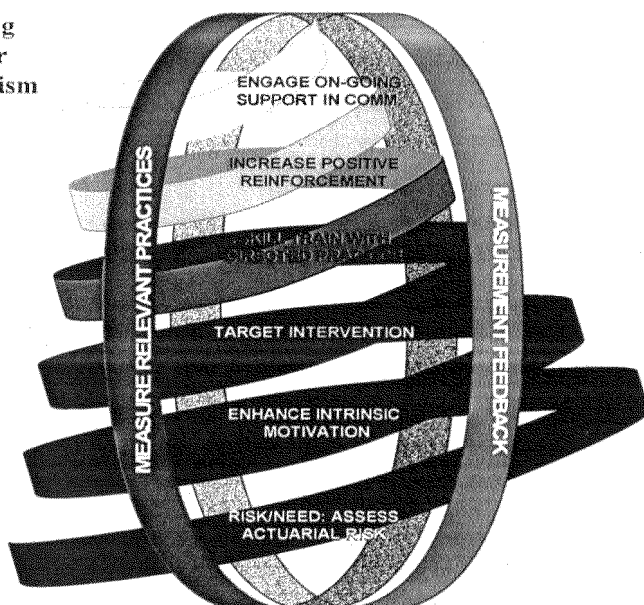
- Program Availability
- Program Integrity
- Program Quality Assurance Norms

⇒ Staff measures:

- Interpersonal skills
- Abilities to discern anti-social thinking and behavior
- Attitudes and beliefs regarding interventions

Appendix C: Applying the Principles at the Case, Agency and System Levels

Eight Guiding Principles for Risk/Recidivism Reduction



The Eight Principles as a Guiding Framework

The eight principles (*see left*) are organized in a developmental sequence and can be applied at three fundamentally different levels:

- 1) the individual case;
- 2) the agency; and
- 3) the system.

Given the logic of each different principle, an overarching logic can be inferred which suggests a sequence for operationalizing the full eight principles.

Case Level

At the case level, the logical implication is that one must assess (principle #1) prior to triage or targeting intervention (#3), and that it is beneficial to begin building offender motivation (#2) prior to engaging these offenders in skill building activities (#4). Similarly, positively reinforcing new skills (#5) has more relevancy after the skills have been introduced and trained (#4) and at least partially in advance of the offender's realignment with pro-social groups and friends (#6). The seventh (measure relevant practices) and eighth (provide feedback) principles need to follow the activities described throughout all the preceding principles. Assessing an offender's readiness to change as well as ability to use newly acquired skills is possible anywhere along the case management continuum. These last two principles can and should be applicable after any of the earlier principles but they also can be considered cumulative and provide feedback on the entire case management process.

Agency Level

The principles, when applied at the agency level, assist with more closely aligning staff behavior and agency operations with EBP. Initial assessment followed by motivational enhancement will help staff to prepare for the significant changes ahead. Agency priorities must be clarified and new protocols established and trained. Increasing positive rewards for staff who demonstrate new skills and proficiency is straightforward and an accepted standard in many organizations. The sixth principle regarding providing ongoing support in natural communities can be related to teamwork within the agency as well as with external agency stakeholders. The seventh and eighth principles are primarily about developing quality assurance systems, both to provide outcome data within the agency, but also to provide data to assist with marketing the agency to external stakeholders.

System Level

The application of the Framework Principles at the system level is fundamentally no different than the agency level in terms of sequence and recommended order though it is both the most critical and challenging level. Funding, for most systems, channels through state and local agencies having either population jurisdiction or oversight responsibilities. Demonstrating the value of EBP is crucial at this level, in order to effectively engage the debate for future funding. However, as the scope and complexity increases with a system-wide application of these principles, the difficulties and challenges increase for communication, accountability, and sustaining morale. Therefore, in addition to adherence to a coherent strategy for EBP, development of implementation plans is warranted. Another distinction in applying the principles at the system level is the need for policy integration. The principles for EBP must be understood and supported by policy makers so that appropriate policy development coincides effectively with implementation. Once a system decisively directs its mission towards an outcome such as sustained reductions in recidivism, it becomes incumbent on the system to deliberately rely upon scientific methods and principles.

Appendix D: Seven Recommended Guidelines for Implementing Effective Interventions

Seven Recommended Guidelines for Implementing Effective Interventions

- I. Limit new projects to mission-related initiatives.*
- II. Assess progress of implementation processes using quantifiable data.*
- III. Acknowledge and accommodate professional over-rides with adequate accountability.*
- IV. Focus on staff development, including awareness of research, skill development, and management of behavioral and organizational change processes, within the context of a complete training or human resource development program.*
- V. Routinely measure staff practices (attitudes, knowledge, and skills) that are considered related to outcomes.*
- VI. Provide staff timely, relevant, and accurate feedback regarding performance related to outcomes.*
- VII. Utilize high levels of data-driven advocacy and brokerage to enable appropriate community services.*

These recommended guidelines for implementing effective interventions are based on recent preliminary implementation research as well as some of the collective experience and wisdom of the field. They are not necessarily based on scientifically tested knowledge.

I. Limit new projects to mission-related initiatives.

Clear identification and focus upon mission is critical within business and the best-run human service agencies. When *mission scope creep* occurs, it has a negative effect on progress, morale, and outcomes.

(Harris & Smith, 1996; Currie, 1998; Ellickson et al, 1983)

II. Assess progress of implementation processes using quantifiable data.

Monitoring system implementations for current, valid information regarding progress, obstacles, and direction changes is pivotal to project success. These monitoring systems can not always be designed in advance but implementation plans should include provisions for obtaining this type of ongoing information.

(Harris & Smith, 1996; Burrell, 2000; Dilulio, 1993; Palmer, 1995; Mihalic & Irwin, 2003; Gottfredson et al, 2002)

Appendix D: Seven Recommended Guidelines for Implementing Effective Interventions (con't.)

III. Acknowledge and accommodate professional over-rides with adequate accountability.

No assessment tool, no matter how sophisticated, can (or should) replace a qualified practitioner's professional judgment. In certain instances, only human judgment can integrate and make the necessary subtle distinctions to adequately recognize and reinforce moral or behavioral progress. All professional over-rides need to be adequately documented, defensible, and made explicit.

(Burrell, 2000; Clear, 1981; Andrews, et al, 1990; Kropp, et al, 1995; Gendreau et al, 1999)

IV. Focus on staff development, including awareness of research, skill development, and management of behavioral and organizational change processes, within the context of a complete training or human resource development program.

Staff need to develop reasonable familiarity with relevant research. Beginning in the 1990's there has been tremendous growth in the volume and quality of corrections related research. Much of the more recent research is directly relevant to everyday operational practice, therefore it is incumbent on professionals in the field to keep abreast of this literature. The current research literature includes *in-house* investigations, internet resources, and other public sector articles, as well as professional and academic journal publications. This literature is also evolving and becoming more international and inter-disciplinary in scope.

It is the responsibility of agency leadership to assist in the successful dissemination of recent research findings relevant to respective classes of job performers. Informed administrators, information officers, trainers, and other organizational *ambassadors* are necessary to facilitate this function in larger agencies or systems. Effective fulfillment of this principle is essential to promoting *Learning Organizations*.

(Latessa, et al, 2002; Elliott, 1980; Harland, 1996; Andrews, 1989; Miller & Rollnick, 2002; Taxman & Byrne, 2001; Taxman, 2002; Baer, et al, 1999; Gendreau, et al, 1999; Durlak, 1998)

V. Routinely measure staff practices (attitudes, knowledge, and skills) that are considered related to outcomes.

Critical staff processes and practices should be routinely monitored in an accurate and objective manner to inform managers of the state of the operation. These measures occur at multiple levels (e.g., aggregate, for example: turnover and organizational cultural beliefs; and individual, for example: interviewing skills and ability to identify thinking errors) and should be organized accordingly and maintained in ongoing databases for the purposes of both supporting management and staff development.

(Gendreau, et al, 1999; Henggeler et al, 1997; Miller & Mount, 2001)

Appendix D: Seven Recommended Guidelines for Implementing Effective Interventions (con't.)

VI. Provide staff timely, relevant, and accurate feedback regarding performance related to outcomes.

Programs and agencies that want to produce better outcomes will ultimately learn to pay closer and more attention to what is involved in generating their own outcomes. Initially, agencies have much to learn and incorporate into policy from the generic research literature in corrections. Ultimately however, in order to achieve deeper adaptations and organizational support of effective practices, immediate, objective, and internal measures of the respective agency will be routinely required.

At an organizational level, gaining appreciation for outcome measurement begins with establishing relevant performance measures. Measuring performance implies a relationship between a given activity and a given output or outcome. These types of measures can be established at either the agency (aggregate) or individual job performer levels and there are several important issues related to establishing effective performance measures:

- 1) If a certain kind of performance is worth measuring, it's worth measuring right (with reliability and validity);
- 2) Any kind of staff or offender activity is worth measuring if it is reliably related to desirable outcomes;
- 3) If performance measures satisfy both the above conditions, these measures should be routinely generated and made available to staff and/or offenders, in the most user-friendly manner possible.

The primary ingredients of any correctional system or treatment program are staff and offenders. Therefore when a commitment emerges to develop greater focus on outcomes, it behooves management to learn how to better measure staff, offenders, and their related interactions. The latter is an evolutionary and ongoing process rather than change of operational components. Some examples of promising performance measures at the organizational level are: proportion of resource gaps at various treatment levels; degree of implementation and program fidelity; staff turnover; and organizational cultural norms. Examples of promising job performer level measures are: adequacy of communication (motivational interviewing) skills; consistency in certain functions (e.g., assessment, case planning, treatment referrals); and caseload average *gain* scores for offender dynamic risk indicators.

(Burrell, 1998; Lipton, et al, 2000; Carey, 2002; O'Leary & Clear, 1997; Bogue, 2002; Maple, 2000; Henggeler, 1997; Miller & Mount, 2001)

VII. Utilize high levels of data-driven advocacy and brokerage to enable appropriate community services.

In terms of producing sustained reductions in recidivism, the research indicates that the treatment service network and infrastructure is the most valuable resource that criminal justice agencies can access. Collaborating and providing research and quality assurance support to local service providers enhances interagency understanding, service credibility, and longer-term planning efforts. It also contributes to the stability and expansion of treatment services.

(Corbette, et al, 1999; Gendreau & Goggin, 1995; Gendreau, et al, 1993; Meyers & Smith, 1995; Bogue, 2002; Maple, 1999)

Appendix E: Levels of Research Evidence

This paper identifies eight principles from the research literature that are related to reduced recidivism outcomes. Research does not support each of these principles with equal volume and quality, and even if it did, each principle would not necessarily have similar effects on outcomes. Too often programs or practices are promoted as having research support without any regard for either the quality or the research methods that were employed. Consequently, we have established a research support gradient (*below*) indicating current research support for each principle. All of the eight principles for effective intervention fall between *EBP (Gold)* and *Promising EBP (Bronze)* in research support.

RESEARCH SUPPORT GRADIENT

GOLD

- Experimental/control research design with controls for attrition
- Significant sustained reductions in recidivism obtained
- Multiple site replications
- Preponderance of all evidence supports effectiveness

SILVER

- Quasi-experimental control research with appropriate statistical controls for comparison group
- Significant sustained reductions in recidivism obtained
- Multiple site replications
- Preponderance of all evidence supports effectiveness

BRONZE

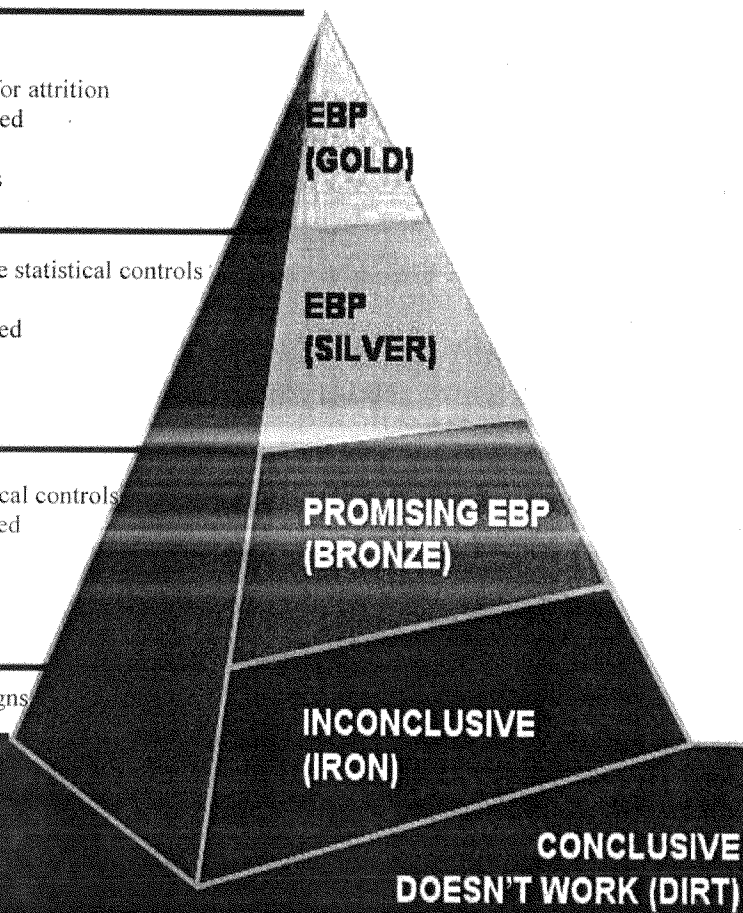
- Matched comparison group without complete statistical controls
- Significant sustained reductions in recidivism obtained
- Multiple site replications
- Preponderance of all evidence supports effectiveness

IRON

- Conflicting findings and/or inadequate research designs

DIRT

- Silver and Gold research showing negative outcomes



The five criteria listed above are similar to what has already been employed in a number of nationally recognized projects such as the Blueprints for Violence Prevention (Mihalic et al, 2001) and the National Institute of Justice's independent review of crime prevention programs (Sherman et al, 1998).

The highest quality research support depicted in this schema (gold level) reflects interventions and practices that have been evaluated with experimental/control design and with multiple site replications that concluded significant sustained reductions in recidivism were associated with the intervention. The criteria for the next levels of support progressively decrease in terms of research rigor requirements (silver and bronze) but all the top three levels require that a preponderance of all evidence supports effectiveness. The next rung lower in support (iron) is reserved for programs that have inconclusive support regarding their efficacy. Finally, the lowest level designation (dirt) is reserved for those programs that have research (utilizing methods and criteria associated with gold and silver levels) but the findings were negative and the programs were determined not effective.

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This article was supported under cooperative award #03C05GIW2 from the National Institute of Corrections, Community Corrections Division, U.S. Department of Justice.
Points of view in this document are those of the authors and do not necessarily represent the official position of the U.S. Department of Justice.

Using an Integrated Model to Implement Evidence-based Practices in Corrections

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Published in August 2004 Publication of the International Community Corrections Association and American Correctional Association

Overview

Criminal justice system costs have grown exponentially during the last twenty years, yet have failed to keep pace with the burgeoning offender population. Most of the increase in system costs can be attributed to the growth in prison and jail capacity during the 1980's, but these institutions continue to operate at or over capacity; and budget cuts have left policy makers without the resources to build more institutional beds. Therefore many states are focusing on community corrections as they search for more effective and efficient methods of managing offenders without compromising public safety.

The leaders of community corrections agencies, faced with their own shrinking agency budgets, are being called on to alleviate systemic pressures by managing this growing number of offenders in the community, and maintaining public safety. Meeting this challenge requires that corrections leaders make effective use of resources and provide services that work to reduce offender recidivism.

Until recently, the criminal justice field has suffered from a lack of research that identified proven methods of reducing offender recidivism. Recent research efforts based on meta-analysis (the syntheses of data from many research studies) have broken through this barrier and provided the field with concrete and scientifically proven indications of how to better reduce offender recidivism (McGuire, 2002; Sherman et al, 1998; Aos, 1998; Henggeler et al, 1997; Meyers et al, 2002). This research indicates that criminal justice agencies can significantly reduce offender recidivism by implementing a series of evidence-based practices.

An Integrated Model of Implementation

Implementation of these evidence-based practices requires corrections agencies to change the way they operate and rethink the way they do business, which is no easy task. This level of change requires dynamic and committed leadership with the ability and willingness to place equal focus on evidence-based practices, organizational development, and collaboration. These three components, when implemented together, form an integrated model for system reform. Each component of this integrated model is essential:

- Evidence-based principles provide the content for effective service provision.
- Organizational development is required to successfully implement systemic change. To implement evidence-based practices organizations must: rethink their missions and values; gain new knowledge and skills; adjust their infrastructure to support this new way of doing business; and transform their organizational culture.

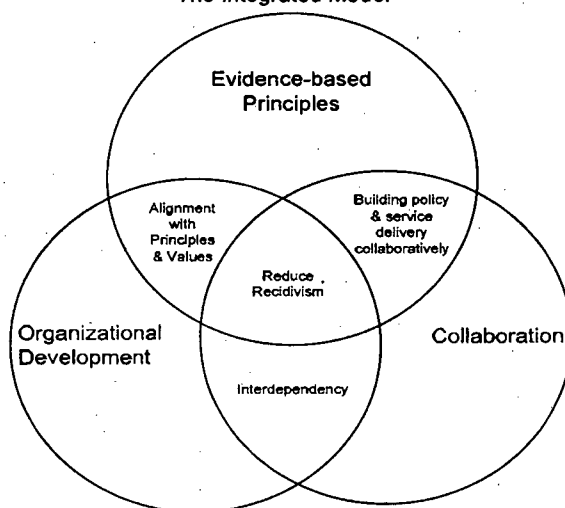
- Collaboration enhances internal and external buy-in in the change process, supporting successful implementation in the complex web of public safety agencies, service providers, and other stakeholders.

As a part of their strategy for facilitating the implementation of effective interventions, the National Institute of Correction (NIC), Community Corrections Division entered into a cooperative agreement with the Crime and Justice Institute (CJI) in 2002 to develop a model for implementing evidence-based practices in criminal justice systems. This *Integrated Model* emphasizes the importance of focusing equally on evidence-based practices, organizational development, and collaboration to achieve successful and lasting change. The scope of the model is broad enough that it can be applied to all components of the criminal justice system and across varying jurisdictions.

NIC and CJI have worked for decades to further the implementation of effective interventions in criminal justice. Their experience in the field of community corrections indicates that many organizations are able to successfully implement components of evidence-based principles, such as assessment tools or cognitive-behavioral programming. Unfortunately, very few organizations have successfully implemented or been able to sustain implementation of evidence-based principles throughout their operations. While some organizations may have developed a certain breadth of implementation, many have not managed to achieve the depth necessary to change the organizational culture and attain desired outcomes. As a result, change efforts often lose focus, stagnate, and are not institutionalized. An integrated approach to implementation provides the depth and breadth necessary to ensure lasting change.

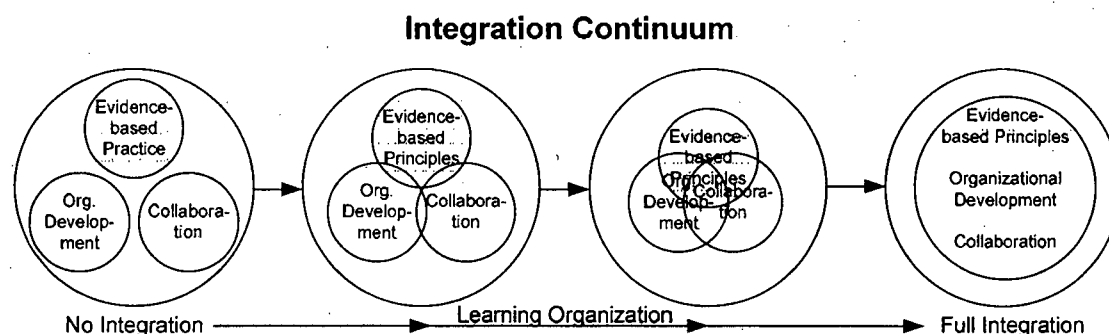
Figure 1

Implementing Evidence-based Practice:
The Integrated Model



Many organizations are beginning to use or want to use evidence-based principles in their supervision practices and program design to better achieve reductions in recidivism. Most organizations have spent time on organizational development initiatives and collaborations. Few organizations though, have focused their attention simultaneously on all three areas, to achieve full integration. In September 2004, NIC and CJI began working with two pilot sites (Illinois and Maine) to implement this integrated model (Figure 2).

Figure 2



Evidence-based Practice

As stated earlier, recent research efforts based on meta-analysis have provided the criminal justice field with much needed information about how to better reduce offender recidivism. This research indicates that certain programs and intervention strategies, when applied to a variety of offender populations, reliably produce sustained reductions in recidivism. Unfortunately, few criminal justice agencies are using these effective interventions and their related concepts/principles.

The conventional approach to supervision in this country emphasizes individual accountability from offenders and their supervising officers without consistently providing either with the skills, tools, or resources that science indicates are necessary for risk and recidivism reduction. Despite the evidence that indicates otherwise, officers continue to be trained and expected to meet minimal contact standards which emphasize rates of contacts. These standards largely ignore the opportunities these contacts provide for reinforcing behavioral change.

The biggest challenge in adopting these evidence-based practices is to change our existing systems to appropriately support the new innovations. Identifying interventions with good research support and realigning the necessary organizational infrastructure are both fundamental to evidence-based practice.

Evidence-based practice is a significant trend throughout all human service fields that emphasize outcomes. Interventions within corrections are considered effective when they reduce offender risk and subsequent recidivism and therefore make a positive long-term contribution to public safety.

The evidence-based principles component of the integrated model highlights eight principles for effective offender interventions. The organization or system that is most successful in initiating and maintaining offender interventions and supervision practices consistent with these principles will achieve the greatest recidivism reductions.

The following framework of principles is listed in developmental order and they are all highly interdependent. For example, offender assessments must consider both risk to reoffend and criminogenic needs, in that order. Research indicates that resources are used more effectively when they are focused on higher-risk rather than lower-risk offenders, therefore considering offenders' risk to reoffend prior to addressing criminogenic needs allows agencies to target resources on higher-risk offenders.

Eight Evidence-Based Principles for Effective Interventions

1. Assess Actuarial Risk/Needs.
2. Enhance Intrinsic Motivation.
3. Target Interventions.
 - a. *Risk Principle*: Prioritize supervision and treatment resources for higher risk offenders.
 - b. *Need Principle*: Target interventions to criminogenic needs.
 - c. *Responsivity Principle*: Be responsive to temperament, learning style, motivation, culture, and gender when assigning programs.
 - d. *Dosage*: Structure 40-70% of high-risk offenders' time for 3-9 months.
 - e. *Treatment*: Integrate treatment into the full sentence/sanction requirements.
4. Skill Train with Directed Practice (use Cognitive Behavioral treatment methods).
5. Increase Positive Reinforcement.
6. Engage Ongoing Support in Natural Communities.
7. Measure Relevant Processes/Practices.
8. Provide Measurement Feedback.

1) Assess Actuarial Risk/Needs.

Develop and maintain a complete system of ongoing offender risk screening / triage and needs assessments. Assessing offenders in a reliable and valid manner is a prerequisite for the effective management (i.e., supervision and treatment) of offenders. Timely, relevant measures of offender risk and need at the individual and aggregate levels are essential for the implementation of numerous principles of best practice in corrections, (e.g., risk, need, and responsivity). Offender assessments are most reliable and valid when staff are formally trained to administer tools. Screening and assessment tools that focus on dynamic and static risk factors, profile criminogenic needs, and have been validated on similar populations are preferred. They should also be supported by sufficiently detailed and accurately written procedures.

Offender assessment is as much an ongoing function as it is a formal event. Case information that is gathered informally through routine interactions and observations with offenders is just as important as formal assessment guided by instruments. Formal and informal offender assessments should reinforce one another. They should combine to enhance formal reassessments, case decisions, and working relations between practitioners and offenders throughout the jurisdiction of supervision.

(Andrews, et al, 1990; Andrews & Bonta, 1998; Gendreau, et al, 1996; Kropp, et al, 1995; Clements, 1996)

Questions to ask

- ❖ Does the assessment tool we're using measure for criminogenic risk and need?
- ❖ How are officers trained to conduct the assessment interview?
- ❖ What quality assurance is in place to ensure that assessments are conducted appropriately?
- ❖ How is the assessment information captured and used in the development of case plans?

2) Enhance Intrinsic Motivation.

Staff should relate to offenders in interpersonally sensitive and constructive ways to enhance intrinsic motivation in offenders. Behavioral change is an *inside job*; for lasting change to occur, a level of intrinsic motivation is needed. Motivation to change is dynamic and the probability that change may occur is strongly influenced by interpersonal interactions, such as those with probation officers, treatment providers, and institution staff. Feelings of ambivalence that usually accompany change can be explored through motivational interviewing, a style and method of communication used to help people overcome their ambivalence regarding behavior changes. Research strongly suggests that motivational interviewing techniques, rather than persuasion tactics, effectively enhance motivation for initiating and maintaining behavior changes.

(Miller & Rollnick, 2002; Miller & Mount, 2001; Harper & Hardy, 2000; Ryan & Deci, 2000)

Questions to Ask

- ❖ Are officers and program staff trained in motivational interviewing techniques?
- ❖ What quality assurance is in place?
- ❖ Are staff held accountable for using motivational interviewing techniques in their day-to-day interactions with offenders?

3) Target Interventions.

- a. **RISK PRINCIPLE:** Prioritize supervision and treatment resources for higher risk offenders.
- b. **NEED PRINCIPLE:** Target interventions to criminogenic needs.
- c. **RESPONSIVITY PRINCIPLE:** Be responsive to temperament, learning style, motivation, gender, and culture when assigning to programs.
- d. **DOSAGE:** Structure 40-70% of high-risk offenders' time for 3-9 months.

e. TREATMENT PRINCIPLE: Integrate treatment into the full sentence/sanction requirements.

3a) Risk Principle

Prioritize primary supervision and treatment resources for offenders who are at higher risk to re-offend. Research indicates that supervision and treatment resources that are focused on lower-risk offenders tend to produce little if any net positive effect on recidivism rates. Shifting these resources to higher risk offenders promotes harm-reduction and public safety because these offenders have greater need for pro-social skills and thinking, and are more likely to be frequent offenders. Reducing the recidivism rates of these higher risk offenders reaps a much larger *bang-for-the-buck*.

Successfully addressing this population requires smaller caseloads, the application of well developed case plans, and the placement of offenders into sufficiently intense cognitive-behavioral interventions that target their specific criminogenic needs.

(Gendreau, 1997; Andrews & Bonta, 1998; Harland, 1996; Sherman, et al, 1998; McGuire, 2001, 2002)

3b) Criminogenic Need Principle

Address offenders' greatest criminogenic needs. Offenders have a variety of needs, some of which are directly linked to criminal behavior. These criminogenic needs are dynamic risk factors that, when addressed or changed, affect the offender's risk for recidivism. Examples of criminogenic needs are: criminal personality; antisocial attitudes, values, and beliefs; low self control; criminal peers; substance abuse; and dysfunctional family. Based on an assessment of the offender, these criminogenic needs can be prioritized so that services are focused on the greatest criminogenic needs.

(Andrews & Bonta, 1998; Lipton, et al, 2000; Elliott, 2001; Harland, 1996)

3c) Responsivity Principle

Responsivity requires that we consider individual characteristics when matching offenders to services. These characteristics include, but are not limited to: culture, gender, motivational stages, developmental stages, and learning styles. These factors influence an offender's responsiveness to different types of treatment.

The principle of responsivity also requires that offenders be provided with treatment that is proven effective with the offender population. Certain treatment strategies, such as cognitive-behavioral methodologies, have consistently produced reductions in recidivism with offenders under rigorous research conditions.

Providing appropriate responsivity to offenders involves selecting services in accordance with these factors, including:

a) Matching treatment type to offender; and

- b) Matching style and methods of communication with offender's stage of change readiness.
(Miller & Rollnick, 1991; Gordon, 1970)

3d) Dosage

Providing appropriate doses of services, pro-social structure, and supervision is a strategic application of resources. Higher risk offenders require significantly more initial structure and services than lower risk offenders. During the initial 3-9 months post-release, 40-70% of their free time should be clearly occupied with a delineated routine and appropriate services, (e.g., outpatient treatment, employment assistance, education, etc.). Certain offender subpopulations (e.g., severely mentally ill, chronic dual diagnosed, etc.) commonly require strategic, extensive, and extended services. However, too often individuals within these subpopulations are neither explicitly identified nor provided a coordinated package of supervision/services. The evidence indicates that incomplete or uncoordinated approaches can have negative effects, often wasting resources.

(Palmer, 1995; Gendreau & Goggin, 1995; Steadman, 1995)

3e) Treatment Principle

Treatment, particularly cognitive-behavioral types, should be applied as an integral part of the sentence/sanction process. A proactive and strategic approach to supervision and case planning that delivers targeted and timely treatment interventions will provide the greatest long-term benefit to the community, the victim, and the offender. This does not necessarily apply to lower risk offenders, who should be diverted from the criminal justice and corrections systems whenever possible.

(Palmer, 1995; Clear, 1981; Taxman & Byrne, 2001; Currie, 1998; Petersilia, 1997, 2002, Andrews & Bonta, 1998)

Questions to Ask

- ❖ How do we manage offenders assessed as low risk to reoffend?
- ❖ Does our assessment tool assess for criminogenic need?
- ❖ How are criminogenic risk and need information incorporated into offender case plans?
- ❖ How are offenders matched to treatment resources?
- ❖ How structured are our caseplans for offenders, especially during the three to nine month period in the community after leaving an institution?
- ❖ How are staff held accountable for using assessment information to develop a case plan and then subsequently using that caseplan to manage an offender?

4) Provide skills training using cognitive-behavioral treatment methods.

Provide evidence-based programming that emphasizes cognitive-behavioral strategies and is delivered by well trained staff. To successfully deliver this treatment to offenders, staff must understand antisocial thinking, social learning, and appropriate communication techniques. Skills are not just taught to the offender, but are practiced or role-played and the resulting pro-social attitudes and behaviors are positively reinforced by staff. Correctional agencies

should prioritize, plan, and budget to predominantly implement programs that have been scientifically proven to reduce recidivism.

(Mihalic, et al, 2001; Miller & Rollnick, 2002; Lipton, et al, 2000; Lipsey, 1993; McGuire, 2001, 2002)

Questions to Ask

- ❖ How are social learning techniques incorporated into the programs we deliver?
- ❖ How do we ensure that our contracted service providers are delivering services in alignment with social learning theory?
- ❖ Are the programs we deliver and contract for based on scientific evidence of recidivism reduction?

5) Increase Positive Reinforcement.

When learning new skills and making behavioral changes, individuals respond better and maintain learned behaviors for longer periods of time when approached with *carrots* rather than *sticks*. Sustained behavioral change is better achieved when an individual receives a higher ration of positive to negative reinforcements. Research indicates that a ratio of *four positive to every one negative* reinforcement is optimal for promoting behavior changes. These rewards do not have to be applied consistently to be effective (as negative reinforcement does) but can be applied randomly.

Increasing positive reinforcement should not be done at the expense of or interfere with the administration of swift, certain, and real responses for negative and unacceptable behavior. Offenders having problems with responsible self-regulation generally respond positively to reasonable and reliable additional structure and boundaries. Offenders may initially overreact to new demands for accountability, seek to evade detection or consequences, and fail to recognize any personal responsibility. However, with exposure to clear rules that are consistently (and swiftly) enforced with appropriate and graduated consequences, offenders will tend to comply in the direction of the most rewards and least punishments. This type of extrinsic motivation can often be useful for beginning the process of behavior change. (Gendreau & Goggin, 1995; Meyers & Smith, 1995; Higgins & Silverman, 1999; Azrin, 1980; Bandura et al, 1963; Bandura, 1996)

Questions to Ask

- ❖ Do we model positive reinforcement techniques in our day-to-day interactions with our co-workers?
- ❖ Do our staff understand and use the four-to-one theory in their interactions with offenders?

6) Engage On-going Support in Natural Communities.

Realign and actively engage pro-social supports for offenders in their communities. Research indicates that many successful interventions with high risk populations (e.g., inner city substance abusers, homeless, dual diagnosed) actively recruit and use family members, spouses, and supportive others in the offender's immediate environment to positively

reinforce desired new behaviors. This Community Reinforcement Approach (CRA) has been found effective for a variety of behaviors (e.g., unemployment, alcoholism, substance abuse, and marital conflicts); and research also indicates the efficacy of twelve step programs, religious activities, and restorative justice initiatives geared towards improving bonds and ties to pro-social community members.

(Azrin, & Besalel, 1980; Emrick et al, 1993; Higgins & Silverman, 1999; Meyers & Smith, 1997; Bonta et al, 2002; O'Connor & Perryclear, 2003; Meyers et al, 2002)

Questions to Ask

- ❖ Do we engage community supports for offenders as a regular part of case planning?
- ❖ How to we measure our community network contacts as they relate to an offender?

7) Measure Relevant Processes/Practices.

Accurate and detailed documentation of case information, along with a formal and valid mechanism for measuring outcomes, is the foundation of evidence-based practice. Agencies must routinely assess changes in offenders' cognitive and skill development, and recidivism, if services are to remain effective.

In addition to routinely measuring and documenting offender changes, staff performance should also be regularly assessed. Staff that are periodically evaluated for performance achieve greater fidelity to program design, service delivery principles, and outcomes. Staff whose performance is not consistently monitored, measured, and subsequently reinforced work less cohesively, more frequently at cross-purposes and provide less support to the agency mission.

(Henggeler et al, 1997; Milhalic & Irwin, 2003; Miller, 1988; Meyers et al, 1995; Azrin, 1982; Meyers, 2002; Hanson & Harris, 1998; Waltz et al, 1993; Hogue et al, 1998; Miller & Mount, 2001; Gendreau et al, 1996; Dilulio, 1993)

Questions to Ask

- ❖ What data do we collect regarding offender assessment and case management?
- ❖ How do we measure incremental offender change while they are under supervision?
- ❖ What are our outcome measures and how do we track them?
- ❖ How do we measure staff performance? What data do we use? How is that data collected?

8) Provide Measurement Feedback.

Once a method for measuring relevant processes / practices is in place (principle seven), this information must be used to monitor process and change. Providing feedback to offenders regarding their progress builds accountability, and is associated with enhanced motivation for change, lower treatment attrition, and improved outcomes (e.g., reduced drink/drug days, treatment engagement, goal achievement).

The same is true within an organization. Monitoring delivery of services and fidelity to procedures helps build accountability and maintain integrity to the agency's mission. Regular performance audits and case reviews with an eye toward improved outcomes, keep

staff focused on the ultimate goal of reduced recidivism through the use of evidence-based principles.

(Miller, 1988; Agostinelli et al, 1995; Alvero et al, 2001; Baer et al, 1992; Decker, 1983; Luderman, 1991; Zemke, 2001; Elliott, 1980)

Questions to Ask

- ❖ How is information regarding offender change and outcomes shared with officers? With offenders?
- ❖ With whom do we share information regarding outcome measures?
- ❖ How is staff performance data used in the performance evaluation process?

Summary

Aligning these evidence-based principles with the operations of an agency is difficult, but will largely determine the impact the agency has on sustained reductions in recidivism. In order to accomplish this shift to an outcome orientation, practitioners must be prepared to dedicate themselves to a mission that focuses on achieving sustained reductions in recidivism. The scientific principles presented in this document are unlikely to produce a mandate for redirecting and rebuilding an agency's mission by themselves. Leadership in organizational change and collaboration for systemic change are also necessary.

Organizational Development

The organizational development concepts and strategies highlighted in the integrated model mirror the evidence-based principles of effective offender supervision. Focusing on assessment, intervention, and monitoring / measurement, the same principles used to manage offender cases and change offender behavior can be used to manage organizations and change organizational behavior.

Shifting to an evidence-based agency management approach may require significant changes in the way business is conducted. Some changes may include how staff are recruited and hired; conduct their job duties; receive performance feedback; and interact with each other, offenders, and system stakeholders. While the strategies that follow help guide leaders toward the goal of implementing evidence-based practices both in offender supervision and organizational management, leaders must be prepared for the inherent challenges of conducting such a transition process.

Organizational Development Strategies

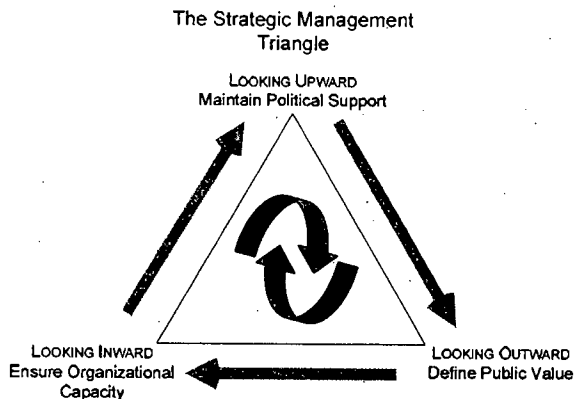
- 1) Assess and Develop Leadership Capacity
- 2) Create and Communicate Vision
 - a) Creating the Vision
 - b) Communicating the Vision
 - c) Identifying Internal and External Stakeholders
 - d) Developing Strategies for Achieving the Vision
 - e) Overcoming Resistance
- 3) Manage Change

- a) Recognize History
 - b) Assess Current Conditions
 - c) Describe the Desired Future
 - d) Develop Strategies to Achieve the Desired Future
 - e) Implement, Monitor, and Provide Feedback
- 4) Develop Infrastructure

1) Assess and Develop Leadership Capacity

Strong and flexible organizational leadership is key to the success of any change effort. It is especially true when implementing evidence-based practices in corrections due to the complexity of the public safety system. The complex nature of the system requires that leadership identify, create, and show value to internal and external stakeholders. In Mark Moore's *Creating Public Value*, he emphasizes a key assumption for any service provided by the public sector: the service or product must provide value for a variety of constituents. As illustrated in the Strategic Management Triangle below, public sector leaders must focus on providing value outward, upward, and inward: outward by defining the value their organization provides to the public; upward by building political support for the organization and its services as they align with that value; and inward by ensuring the necessary organizational capacity exists to achieve that value.

Figure 3



Adapted from Moore, Mark. *Creating Public Value: Strategic Management in Government*. Harvard University Press. October 1995.

Implementing evidence-based practices in corrections and building the corresponding value for constituents requires strong leadership along with the capacity and willingness to practice outcome-oriented, collaborative leadership styles, not the authoritarian and controlling leadership styles more traditionally associated with corrections. Taking the time to assess leadership capacity and styles prior to beginning the implementation process will provide critical information on the strengths and weaknesses that must be addressed to support a successful change effort. The artistry of leadership exists in the ability to access leadership

skills that are appropriate to the situation, recognizing that different situations require different leadership strategies. The ability to clearly articulate a vision for organizational change, while employing multiple leadership strategies, will help further the organizational change process, creating a shared desire for change among a variety of people in a variety of settings.

2) Create and Communicate Vision

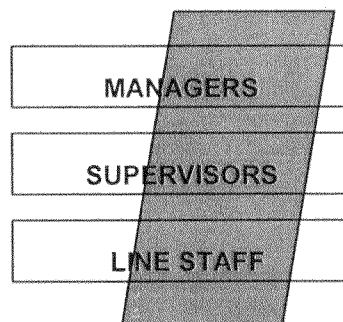
2a) Creating the Vision

Before the change process begins, there must be a clear vision of what the changed organization will look like. This vision should be articulated in a concise statement describing the changed organization and how it interacts with others, including service recipients, system partners, and employees.

Strong, visionary leadership is a must. The vision for change can be formed in numerous ways by various groups, including the leadership of the organization, policymakers, or a diagonal slice of organizational representatives. No matter how the vision is formed, leadership must embrace it and take responsibility for charting the direction and change process for the organization.

Figure 4

The Diagonal Slice Group



Once the leadership has crystallized the direction of change, it needs to look broadly throughout the organization and consider the many layers of change that will occur as a result of the process. The most progressive public policy direction for an organization is meaningless at the line staff and client level without leadership and strategic action to cultivate the change at all levels. True change happens at the top, at the bottom, and in between, it is up to the leadership to consider how change will occur within each of those layers.

Questions to Ask

- ❖ Is there a story or metaphor for what the organization is trying to become?
- ❖ Can you draw a picture of your vision for the organization?
- ❖ If the organization achieves its goals for change—
 - what will a client say about their experience of this organization?
 - what will a member of the public say?
 - what will staff say?
- ❖ What facets of the organization will be affected by the change?

2b) Communicating the vision

Once leadership clarifies the organizational goals for change, the next step is communication of the vision. Involving staff in the development of the vision leads to greater commitment from and more effective communication with those staff. Effective communication is a critical ingredient to achieving successful and long-lasting change, and is dependant upon the ability of leadership to model openness and support ongoing dialogue. **Communication is key.** The clearer a leader communicates the goals of organizational change, the more helpful staff, community, clients, and policy makers can be. Once they understand what leadership seeks to accomplish, they can begin striving for those same goals.

How an idea or goal is communicated can be as important as the goal or idea itself. Leaders attend to both process and outcomes. People will draw conclusions from how the message is communicated as well as from the content of the message. For example, if a leader directly and personally communicates an idea to the organization, the message has more impact and meaning than if it comes down to line staff through channels. If a leader convenes a focus group of staff to discuss an issue, the importance of the issue is heightened, simply by the fact that the leader cared enough to gather a group to address it.

Leadership must also tailor communication strategies to the groups they seek to reach. Leaders need to think about their audience in advance, consider how they receive information, and strategize about how to best reach them. Communication must occur continually throughout the organization, both horizontally and vertically.

Leaders also need to pay close attention to the collective impact of seemingly minor decisions during the change process. For example, if leadership determines that those employees who actively participate and cooperate with the change process will be rewarded, that strategy must be consistent throughout the organization, even in seemingly minor decisions. One act, in one part of the organization, such as the promotion of a line staff person who is still doing business the old way might not seem like it could affect the change process. However, these seemingly independent, unrelated decisions can collectively send a message that undermines the change process.

Trust and confidence in the organization's vision and leadership is built through understanding and awareness of how decisions are made. Decisions and the process by which they are reached should be transparent to the members of the organization. Good leaders seek broad input into decision-making and encourage consideration of different

perspectives. Diverse perspectives build strength. Good leaders also ensure that decisions support the state vision, values, and direction of the organization. This requires the leader to stay in touch with decision-making at many levels in the organization in order to ensure that the organization walks its talk.

Questions to ask

- ❖ What is your personal communication style?
- ❖ What are your strengths and weaknesses in this arena?
- ❖ How is information communicated in your organization? Formally and informally?
- ❖ Are there more effective communication strategies for reaching multiple audiences?
- ❖ What are the greatest communication challenges for the organization?
- ❖ What leadership, management, and staff behavior supports the vision? What behavior does not support the vision?

2c) Identifying Internal and External Stakeholders

Leaders seeking change must work closely with many stakeholders, and collaboration with those partners is critical and powerful. The partners, both internal and external, can be identified using various methods: Leadership can identify partners in consultation with others; Staff can conduct system mapping to identify unusual partners; The organization can convene planning circles where partners come together and identify more partners; who then identify more partners, etc. All of these strategies can be effective ways to identify important stakeholders in the change process.

Internal stakeholders: Internal stakeholder groups will be affected by organizational change, some more than others. It is important that those groups most affected have a voice in the process. Broad participation creates commitment. Leaders should consider the multiple levels of authority in the formal chain of command and classifications of employees, and then ensure that all of these groups understand the vision of change, and have a voice and a means with which to communicate their opinions. Diagonal slice work groups can help to achieve this goal by providing representation from throughout the organization.

Leaders should also consider more informal networks as they identify internal partners. While the organizational chart of an agency may show a vertical hierarchy, organizations are rarely so cleanly defined. Instead, organizations are webs, with information leaders and power brokers throughout the organization. Leadership should think beyond the formal hierarchy to ensure they reach out to all key partners.

Diagonal slice work groups can serve a variety of roles—as sounding boards, transition monitoring teams, steering committees with decision-making power, and implementation teams. Leadership must clearly define the roles and authority of each group, and charters should be developed upon convening work groups.

Chartering will help guide the group's efforts, provide structure, describe outcomes, clarify decision-making authority, and codify organizational and leadership support for the group's work. Communication is a key function of these workgroups and should be highlighted in

their charter. A large part of their responsibility is ongoing communication with the larger organization about the change process. To enhance productivity and efficiency, all groups should be provided with a trained facilitator or be trained in the basics of group process and facilitation prior to beginning work.

Questions to ask

- ❖ What diverse groups are represented in your organization?
- ❖ Who are the natural leaders in the organization?
- ❖ What groups are forgotten or feel excluded?
- ❖ Who can help create a buzz about the change process in your organization?

External stakeholders: The changes your organization undergoes will also affect external partners. Community corrections agencies are intertwined with a host of other criminal justice, social service, and community organizations and systems. This means that any significant, long-lasting change in your organization requires the participation of and acceptance by external entities. These organizations will need to be collaborative participants in this process every step of the way.

Partner organizations need to understand the value that participation in this change process has for them. Their leaders should know how supporting your change aids them in accomplishing their organizational mission. The impact that specific changes will have on their service delivery must be completely clear. Leaders need to consider these issues and craft specific plans for engaging their partners.

Questions to ask

- ❖ What partnerships currently exist in your system?
- ❖ Where do new partnerships need to be forged?
- ❖ How does participation in this change process assist partners in accomplishing their mission and / or vision?

2d) Developing Strategies for Achieving the Vision

The development of strategies moves the vision from concept into action. While strategies must be broad enough to encompass the work of many parts of the organization, they must also be specific enough that objectives, outcomes, and work plans can be developed to achieve the strategies. Leaders can use many different processes to develop strategies. Tools for developing strategies must balance broad participation in decision-making with the creation of the most innovative strategies infused with best practice knowledge. The relative importance of these two issues in an organization's change process will drive the selection of the tool for strategy development.

Engaging the broadest number of internal and external partners in the development of the strategy is essential, and a system- or organization-wide development conference can be a helpful tool. This type of conference is a day- or more-long meeting where the participants gain understanding of the vision and then, in smaller groups, develop the strategies to accomplish this vision. Conference techniques often result in maximum participation and

buy-in, and allow participants opportunities to understand best practices and expand their thinking in order to create an innovative new direction for the organization.

The diagonal slice group from your organization can also be charged with creating strategies. This method provides opportunities for input from a variety of levels and perspectives in a more controlled process. It also provides an opportunity for alternative perspectives to weigh more heavily in the process. In the conference model, minority voices may not be heard.

In another method, the management team can use stakeholder groups to review and refine strategies—including the diagonal slice group. This method does not allow for as much diverse input into the strategies. However, if the management team has been intensively schooled in innovative new practices, they can still create effective strategies that are informed by the literature. The strategies must be approved and supported by the policy makers in your jurisdiction, regardless of the method chosen.

Questions to ask

- ❖ How much participation is required to build maximum trust in the organization?
- ❖ How much do various stakeholders know about evidence-based practices in order to incorporate them into strategies?
- ❖ How can you best incorporate diverse perspectives into strategies?
- ❖ How involved do policy makers wish to be in the strategy development process?

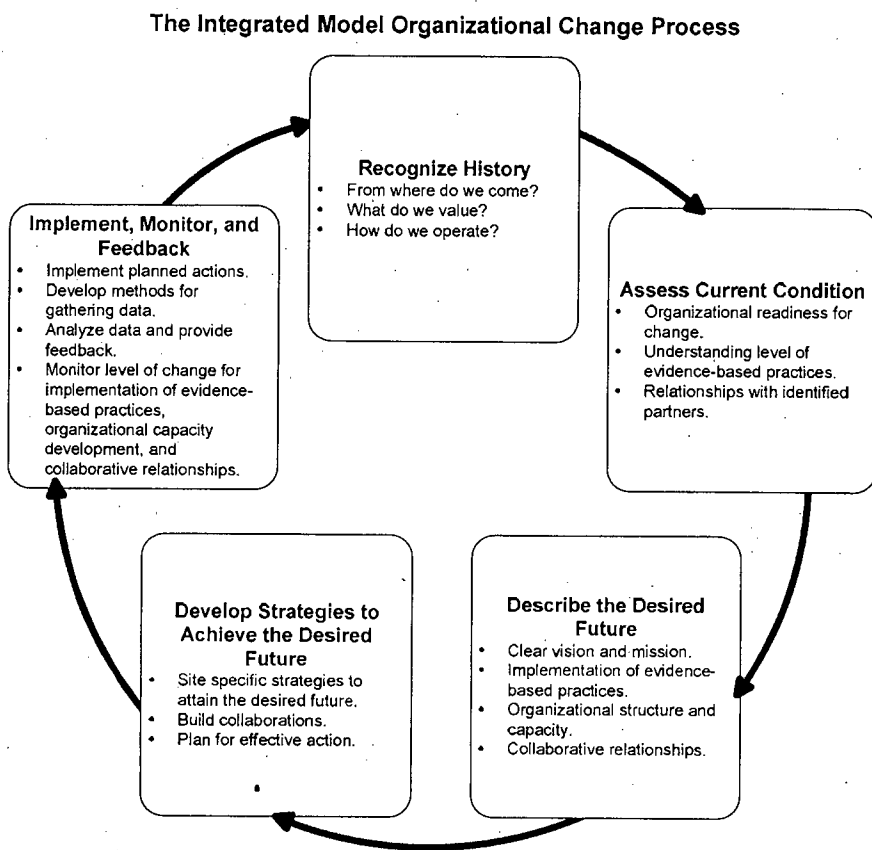
2e) Overcoming resistance

Leadership and work teams need to plan strategies for overcoming resistance to change. Employee resistance may stem from the organization's failure to consider and eliminate barriers with changing work conditions, a lack of tools to do the new job, or an inadequate understanding of the need for change. Leadership must assess worker needs in relation to the strategic implementation of change, structure the work, and provide the tools and the information required for success. For example, if leadership asks officers to spend more time out in the field and less time in the office, providing tools such as laptops, personal data assistants, and cell phones will facilitate that transition. Leadership must be empathetic and create a climate for success for workers to do their job. Culture changes are difficult for workers to accommodate but can be made easier with responsive, responsible leadership.

3) Manage Change

The strategies and methods of implementing change in complex organizations have been used in the private sector for years and are just as valid in the corrections field. The following illustration of the change process highlights each of the change process phases.

Figure 5



3a) Recognize History:

Organizational members must reflect on *where they come from as an organization, where they have been, and what they have experienced during that journey*. This reflection enables organizations to clarify and articulate a collective narrative and shared vision of history. This shared history can then become a launching pad for change rather than a warehouse for an uninterpretable array of artifacts and anecdotes.

Questions to ask

- ❖ How did we, as an organization, arrive at our current structure, technologies, and culture?
- ❖ What do we value?
- ❖ How do we operate?

3b) Assess Current Conditions:

Assessment and documentation of the present condition assists the organizational members in determining *where they are at the current time and what gaps remain*. Participants must assess the degree to which the organization's beliefs, operational systems, technologies,

policies, and practices are consistent with, and supportive of, evidence-based practices. Participants must pay attention to the organizational culture, as well as the quality and types of existing collaborations and partnerships with internal and external stakeholders.

Questions to Ask:

- ❖ What is our organization's level of change readiness?
- ❖ How well are evidence-based practices understood and implemented in our system?
- ❖ Who are our partners?
- ❖ How well are we working with our partners?

3c) Describe the Desired Future:

In expressing a vision for the future, the organizational members describe their ideal picture of the changed organization. The participants, along with leadership, articulate a vision for organizational change at all levels. By creating a vision of a learning organization, members become committed to the journey of change that provides value to employees, clients, and stakeholders.

Questions to Ask:

- ❖ What do we want our organizational future to look like?
- ❖ What is our organizational vision and mission?
- ❖ At what level do we envision the implementation of evidence-based practices?
- ❖ What type of organizational structure is needed to best support evidence-based practices?
- ❖ What collaborative relationships need to be developed to strengthen implementation?

3d) Develop Strategies to Achieve the Desired Future:

Build collaborations of mutual interest. Correctional organizations relate to and are dependent on many partners throughout the public, private, and community-based sectors who share a commitment to achieving the outcomes of reduced recidivism and increased public safety.

Plan for effective action to reach the desired future. Develop a detailed, concrete plan of action that is time phased, measurable, politically and culturally competent, and includes effective, sustainable accountability and feedback loops. Clearly define the multiple roles of participants.

Questions to Ask:

- ❖ With whom does the organization partner and collaborate?
- ❖ How do partnerships and collaborations help members successfully achieve their goals and further their unique corporate mission?
- ❖ What steps does the organization need to attain its goals?
- ❖ What are the specific activities needed to ensure an equal focus on evidence-based practices, organizational development and capacity building, and collaborative relationships?

3e) Implement, Monitor, and Provide Feedback:

Carry out the implementation: Planning without action often leads to desperation and hopelessness for staff and stakeholders. Successful implementation results from a broad and deep commitment throughout the organization, relentless attention to the vision, support for the change process, removal of barriers, and careful monitoring and adjustment of the change process.

Feedback: Gathering, sharing, assessing, and constructing a valid and shared interpretation of the information. Successful implementation results from the availability and management of information that is meaningful, timely, and accurately represents the progress made on the change plan within the unique cultural and political context of the participating site.

Questions to Ask:

- ❖ How will we gather data?
- ❖ What types of feedback are needed by which groups?
- ❖ How will we monitor progress and make adjustments when necessary?

4) Develop Infrastructure

While leadership is moving the organization forward through the process of implementing evidence-based practices, there are contemporaneous changes in an organization's infrastructure that must occur. These infrastructure changes are designed to align the organization's human resource management systems (HRMS), policies and procedures, and operational standards with evidence-based practices. Aligning an organization's HRMS with evidence-based practices involves revising policies and practices for recruitment, hiring, job descriptions, training, performance measurement, promotional decisions, and reward systems. All policies and procedures must be consistent with and supportive of the new way of doing business. They must also be put into practice--clearly articulated and shared throughout the organization, and used as the new standard to which staff are held accountable. Aligning the organization's infrastructure clarifies the commitment to organizational change and facilitates implementation of evidence-based practices. Maintaining focus on these changes will, over time, produce a critical mass of employees well-versed in the tenets of a new philosophy, further limiting the possibility of slipping back into the old ways of doing business.

The subsequent transformation of organizational culture relies upon this alignment of tasks, mission, and goals and a clear nexus throughout the organization's practices (Baron and Kreps, 1999). Combining the fundamental changes in these structural areas with the philosophical and policy shift of evidence-based practices enhances the opportunity to more effectively institutionalize changes.

Summary

Leading organizational change requires that corrections leaders evaluate their own strengths and weaknesses as well as those of their organizations. Prepared with this knowledge, leaders will be better equipped to engage in the challenges of changing organizational practice, infrastructure, and culture. Corrections leaders who want to implement evidence-based practices, must be

willing and able to focus on all three components of the integrated model. They must have the content knowledge of evidence-based practices, the leadership skills required to lead such extensive organizational change, and the collaborative expertise necessary to engage stakeholders in the change process.

Collaboration

Collaboration is an equally important component of implementing systemic change within the complex web of public safety agencies, service providers, and other stakeholders. Defined as *a mutually beneficial and well-defined relationship entered into by two or more organizations to achieve common goals* (Griffith, 2000), the collaborative process is intended to move participants away from the traditional definition of power as control or domination, towards a definition that allows for shared authority. This results in greater achievements than would be attained by one organization working alone. Since no public safety agency operates in a vacuum, engaging system stakeholders in change efforts helps eliminate barriers, increases opportunities for success, enriches the change process, educates stakeholders about the agency's work, and creates a shared vision that supports the systemic change efforts.

Public safety system stakeholders include a wide range of entities, from prisons and police agencies to victim advocates and faith-based community organizations. Working collaboratively with all stakeholders in the planning and implementation of systemic change in corrections can result in a more coherent continuum of care, one that uses evidence-based principles to reduce recidivism. By collaborating with each other, public agencies and community-based providers can jointly provide a comprehensive and integrated array of services that could not be provided by a single agency or sector working alone. Access to a well-organized network of services and pro-social community connections can greatly enhance an offender's ability to succeed. The following strategies help make collaborative efforts more constructive and useful tools of social action and recidivism reduction.

Collaboration Strategies

- 1) Include the Right People / Agencies
- 2) Develop Sufficient Structure
- 3) Invest the Right Amount of Resources and Effort to Sustain Collaboration

1) Include the Right People / Agencies

As previously mentioned, a key concept in organizational development and the collaborative process is to ensure that those individuals and organizations most affected have a voice in the process of change. While organizational development focuses on the internal stakeholders, our collaboration work focuses on external entities. For collaboration to work, all relevant stakeholders must have a presence at the table. Since the actual number of participants must be somewhat limited to ensure efficiency, formal communication methods must be established to ensure that those unable to be at the table still have their views heard.

Leaders must assist stakeholders in understanding and appreciating the value that participation in the change process has for them. Involving external stakeholders not only increase their

understanding of the system, but can also help to identify overlapping client populations and shared goals. For example, as corrections agencies implement evidence-based principles, they will shift their resources focus onto higher-risk offenders. This shift in focus often results in decreased access to treatment resources for low-risk / high-need offenders. Involving human services agencies in the change planning process can help identify other treatment resources for these offenders.

The development of a policy-level committee that includes leaders from key stakeholder groups and helps to guide change is an essential component of implementing change in the public safety system. Members of the policy committee should include policy makers from key stakeholder organizations and community groups, including those supportive of the change and those who may pose potential barriers to implementation. Involving those who may not be entirely supportive of all planned changes ensures a richer policy development, educates those policy makers more fully about the system complexity, and may help to alleviate future barriers. The policy committee should be charged with guiding relative system-wide policy related to implementing evidence-based practices, implementing corresponding changes in their own organizations that support the system changes, and communicating with their own organization about the impact of system changes.

Questions to ask:

- ❖ What partnerships currently exist in your system?
- ❖ Where do new partnerships need to be forged?
- ❖ How does participation in the change process assist partners in accomplishing their missions?

2) Develop Sufficient Structure

Every collaboration needs some structure, but the degree of structure required for a collaboration to attain its goals may vary. Collaboration participants should choose a structure that supports their endeavors and fits their desired level of joint activity and risk. Methods of developing structure, such as charters, memoranda of understanding, and partnering agreements fulfill multiple purposes. For example, they can help clarify the authority and expectations of the group, roles / functions of all participants, focus parties on their responsibilities, and eliminate miscommunication and backtracking when inevitable staff changes occur. These tools should clarify decision-making responsibilities and emphasize the concept that no single agency or individual is *in charge* in the familiar sense. Instead, collaboration participants are empowered to do work in their own *center of expertise* to the enhancement of the collective goal.

3) Invest the Right Amount of Resources and Effort to Sustain Collaboration

Collaboration and system change are very time consuming and resource intensive processes. They require constant attention and nurturing to maintain momentum. *Acknowledging the inevitability of obstacles, admitting them when they reappear, developing collective strategies to overcome them, and having a sense of humor are all important in surviving the process* (Feely, 2000).

Working collaboratively with system partners provides a greater opportunity for successful implementation of true system change. With a united and common vision, the combined efforts

of stakeholders can achieve more than any one organization could achieve on its own. No organization exists in a vacuum; therefore, recognizing the inherent interdependence and including it in the development of change implementation strategies, greatly enhances the chance of success.

Questions to ask

- ❖ What are the goals of the collaboration?
- ❖ Why are we collaborating?
- ❖ How are we going to collaborate?
- ❖ Who is going to do what?
- ❖ What are the communication pathways within our collaboration?
- ❖ Who has authority to make what decisions?
- ❖ How do we consciously develop mutual respect within our collaboration?

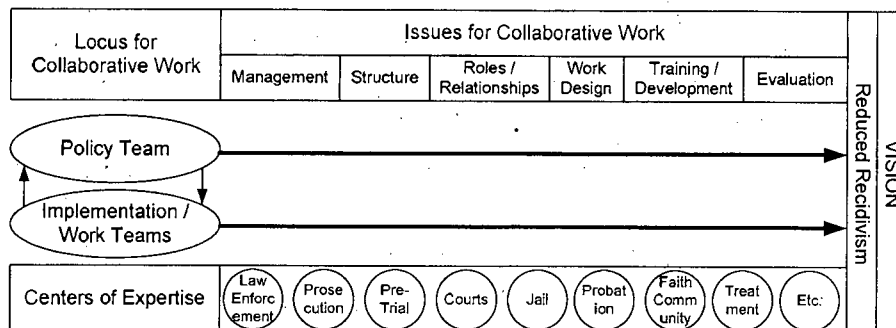
A collaborative model for implementing change

Collaborative endeavors must develop a balance between broad participation and the need to make decisions and take action. *The collaborative process has to be perceived as fair, not dominated by one interest group, and accessible to all stakeholders* (Carter, Ley Steketee, Gavin, Stroker, Woodward, 2002). It should ensure that the number of participants is small enough to allow for productivity, but broad enough to achieve widespread support. The collaboration model that follows can be used to implement systemic change in criminal justice systems. It identifies multiple levels of systemic involvement, both internal and external to the targeted organization. The collaborative work takes place at all levels, including policy and implementation. Although each level may share an overriding vision of system change as reduced recidivism, each has different work to do. While the policy level team focuses on policy development that supports the systemic change, implementation teams are responsible for the practicalities of making that change happen.

Mutual respect and understanding are key to sustaining shared authority in collaborative relationships. Borrowing from a concept developed by Michael Hammer in *Beyond Reengineering*, all partners are seen as *centers of excellence*, defined as *a collective of professionals, led by a coach, who join together to learn and enhance their skills and abilities to contribute best to whatever processes are being developed. Each agency is an expert at performing its piece of the work of public safety* (Carter et al., 2002).

In the following model, teams include representation from these *centers of expertise*, such as the court, prosecution, defense, corrections, law enforcement, probation, and parole. Each center may be a self-contained organization, but all are linked with the other centers through the public safety system. The collaboration participants work together towards the shared vision of enhanced service provision and reduced recidivism.

Figure 6



Questions to ask

- ❖ Are key stakeholders / centers of expertise involved within each locus of collaborative work?
- ❖ Do participants at all levels understand and buy in to the vision?
- ❖ Do participants understand how collaboration works?



Essential elements of collaboration

- Including the Right People
- Developing Structure
- Shared vision
- Unique purpose
- Clear roles and responsibilities
- Healthy communication pathways
- The right membership
- Respect and integrity
- Accountability to the collaboration and to the participating organizations
- Data-driven process
- Effective problem solving
- Sufficient resources, including staffing and facilitation
- An environment of trust and collaborative leadership

Conclusion

The research on evidence-based practices continues to emerge, and organizations around the world continue to work to translate this research into practice. The unique feature of this integrated model is its insistence that the systemic change required to do this cannot be fully implemented or sustained without equal and integrated focus on evidence-based principles, organizational development, and collaboration. The model builds heavily on work already being done by corrections systems. While it may not require heavy investment of new resources, it may require a change in the way existing resources are allocated, which can be just as challenging. Implementing this model requires strong leaders who are willing to challenge the status quo, advocate for better service provision, and strive for better outcomes.

The financial crisis facing criminal justice systems is forcing policy makers and administrators to rethink the old way of doing business and re-examine policies that favor institutional growth. The research is clear about which interventions result in reduced recidivism. Criminal justice leaders must be clear about whether or not they are willing to accept the status quo or take the steps necessary to make more effective use of the public resources allocated to corrections. If they opt for more effective use of resources and increased public safety, this model will guide corrections systems through the three components of successful implementation: evidence-based practices, organizational development, and collaboration.

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This article was supported under cooperative award #03C05GIW2 from the National Institute of Corrections, Community Corrections Division, U.S. Department of Justice. Points of view in this document are those of the authors and do not necessarily represent the official position of the U.S. Department of Justice.

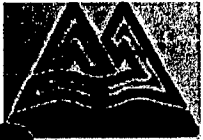
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WHAT WORKS WITH THE DV OFFENDER? SERVICES, SANCTIONS AND SUPERVISION

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April 2008**

EXECUTIVE SUMMARY

This study examines factors that affect the future re-offending of domestic violence offenders. It attempts to isolate Probation and Parole Officers' (PPO) behaviors that serve to impact future re-offending as well as determine the impact of Batterers' Intervention and other forms of treatment (generally alcohol and drug). The effect of administrative and court sanctions are tested as well.

This exploratory evaluation followed offenders who were under domestic violence supervision from January 2004 through February 2005 for a total of 18 months. PPO dosage data, treatment data, and sanction data were collected and tested to determine the impact on recidivism as measured by re-arrest. The sample consists of 350 male offenders. The average offender is a 34.3 year old white probationer who is on supervision for a misdemeanor and is assessed at medium risk to re-offend.

Key Findings

- On average, when controlling for time in the community and availability for PPO visits, offenders had .12 monthly home visits, .65 monthly office visits, .45 monthly phone contacts and .94 monthly face-to-face contacts for an average of 2.2 monthly contacts.
- In total, 94 administrative sanctions were imposed. Jail was the most frequently imposed (53%), followed by Community Service (22%) and Day Reporting (6%).
- In total, 174 sanctions were imposed by the court. The most frequently imposed court sanction was revocation (63%), followed by jail (52%).
- There were 158 treatment episodes that ended during the time under analysis. Forty-two percent exited successfully and 58% exited unsuccessfully. The most commonly referred treatment modality was domestic violence/batterers' intervention (42%) followed by substance abuse (38%). On average, offenders remained in treatment for 65 days.
- When comparing arrest activity one-year pre-analysis period to one-year post-analysis period, there was a 65% decrease in total arrests. Broken out by arrest type, this was a 44% reduction in felony arrests and a 70% reduction in misdemeanor arrests.
- Overall, 306 (87%) of the offender sample evidenced a reduction in arrests pre/post or sustained no criminal activity one year pre- as well as one year post. The remaining 42 (12%) exhibited the same number of arrests pre/post or an increase in criminal activity in the post time frame as compared to the pre time frame.
- There are two factors that significantly contribute to the reduction of arrests: face-to-face contacts and total number of sanctions. The face-to-face relationship to outcomes worked in the opposite direction of what was expected. The more face-to-face visits there were, the more arrests per offender in the

year following the study period. There was a positive relationship between the number of sanctions and post- arrest outcomes with the higher number of sanctions contributing to a higher number of re-arrests.

- The total length of stay in treatment variable approaches significance at .095. That is, the more treatment, the less post- arrest activity.
- Although not significant, all PPO contacts, with the exception of face-to-face contacts, worked in the right direction. The more non face-to-face contacts an offender had, the fewer post- criminal arrests.

Unfortunately, the findings of this study did not produce much to further our understanding of what may contribute to reduced offending for Domestic Violence probationers. Further analysis is necessary. The power of the analysis would be enhanced by using a much larger sample of offenders and by selecting participants as they enter supervision and then following them throughout their supervision.

INTRODUCTION

Multnomah County Department of Community Justice (DCJ) has approximately 10,000 cases under active supervision. To manage workload and to provide the level of services that achieve the most positive offender outcomes the Department assigns offenders to one of three types of supervision: reduced supervision, generic supervision or specialized supervision. Reduced supervision is the approach to low and limited-risk offender supervision that is indicated by the research to be the most effective; it is a form of case banking offenders who receive minimal intervention through supervision. Generic and specialized caseloads house medium and high-risk clients. Those clients who do not fall into a specialized presentation such as gang-affiliated, sex offender, mentally ill, etc. are assigned to a generic caseload. The Domestic Violence Unit is considered a specialized caseload.

The DV Unit works collaboratively with the District Attorney's Office, local law enforcement agencies, Multnomah County Family Law Court, service providers and community groups to provide supervision and treatment for offenders and to provide victims and families with communication, education and information to improve their safety from domestic violence. The DV Unit focuses on achieving behavioral change through mandated participation in batterers' intervention counseling, alcohol and drug treatment or other interventions as appropriate and supervises both Deferred Sentencing and formal supervision cases. On average, the DV Unit supervises between 800 – 900 felony and/or misdemeanor offenders monthly.

The research on 'What Works' with the DV offender is in its infancy; the field continues to explore and evaluate what are the most efficacious strategies for Probation and Parole Officers (PPOs) to utilize. In addition to the offender contacts that are the hallmark of supervision strategies, DV PPOs can also utilize an array of sanctions and treatment opportunities. Corrections research has shown that, in general, swift and certain sanctions administered in a graduated pattern yield the best offender outcomes. Further, jail as a sanction shows the least promise of changing offender behavior (Rengifo and Scott-Hayward, 2008). Generally, in the corrections literature, treatment has been shown to have the greatest impact on future offender behavior. This, however, has not been shown to be true with the DV offender's attendance at batterer's intervention programs. Feder and Wilson (2005) in a recent literature review found that batterers' intervention programs do not reduce re-offending, especially when measured by victim report (Labriola, et. al., 2007). These findings are not mitigated when the research design is experimental.

According to Klein and Crow (undated), there has not been a great deal of research on the impact of specialized supervision programs. The most robust study to date is a NIJ funded study in Rhode Island. Due to financial constraints, the program model was implemented in only one-half of the state which gave researchers a default treatment and control group. This study found that offenders supervised in a specialized unit had lower re-abuse and new criminal activities than their non-specialized counterparts. However, these findings did not hold true for high-risk DV abusers. These high-risk abusers were characterized by previous supervision failures or concurrent domestic violence charges.

The importance of the PPO in the future re-offending of the DV offender is magnified given the modest, at best, impact of batterer's intervention. Thus it becomes critical to isolate PPO behaviors that serve to impact future re-offending. Once isolated, these behaviors can be implemented as an integral part of the specialized supervision strategy for these offenders. Further, it is also critical to determine the impact of batterers' intervention, other forms of treatment (most often alcohol and drug) and sanctions both individually and in interaction with PPO behaviors.

This exploratory evaluation looks at a snapshot sample of offenders who were under DV supervision in January 2004 and follows their supervision experience for 18 months. These offenders were not necessarily new to the DV caseload and for the most part were in the midst of their supervision requirement¹. Contributors to successful outcomes will be identified and tested for power using data obtained from the Corrections Information System (CIS), a state-wide electronic case management system used by Probation and Parole Officers (PPO) to document the work they do with offenders. Recidivism data for the 12 months prior to the period of analysis start date and for 12 months post- period of analysis end date were also collected. Recidivism will be measured by arrest data obtained from DSS-Justice, a data warehouse of justice data from the community justice and law enforcement community.

The sample (Table 1) consists of 350 male offenders. The average offender is a 34.3 year old White probationer who is on supervision for a misdemeanor and is risked at medium risk to re-offend².

¹ The average length of time under supervision for this sample was 247 days.

² Offenders are assessed at intake and every six months thereafter as to risk to re-offend using the OCMS, a validated risk instrument used state-wide.

Table 1: SAMPLE DESCRIPTIVES

	NUMBER	PERCENT
Gender		
Male	350	100%
Race		
Black	91	26.0%
Hispanic	60	17.1%
White	199	56.9%
Age		
Minimum	19	
Maximum	72	
Mean	34.3	
Supervision Level		
High	61	17.4%
Medium	252	72.0%
Low	17	4.9%
Limited	18	5.1%
Offender Status		
Probation	350	100%
Crime Level		
Felony	113	32.2%
Misdemeanor	237	67.7%

PAROLE AND PROBATION OFFICER CONTACTS

PPO contact data was obtained from the electronic case management system reports. Contact information was collected for the period of time from February 1, 2004 through July 31, 2005 for each offender in the sample.

During the 18 months under study, offenders received a total of 425 PPO home visits, 2,153 office contacts, 1,308 phone contacts and 2,802 other face-to-face contacts³ for a total of 6,688 contacts.

However, at face value, these totals can be misleading given the varying time for each offender in the community. For example, offenders can spend time in jail or be on abscond status which precludes any PPO contact. Days under supervision was derived by removing days the offender was either in custody or not on active supervision from

³ Other face-to-face contacts can include visits at a treatment center, on the job or other places in the community.

the total possible days in the 18 month review. In this sample, the range of days of in-community supervision was 2 to 546 days with an average of 247 days. Thus, the offender who had only 2 days could have terminated supervision on February 3 or been on abscond status for the rest of the days under study or was violated and returned to a custodial setting. Under each of these circumstances PPO contact is reduced or non-existent. To control for this situation, a monthly contact rate was derived for each contact category for each offender. The following methodology was used:

1. All contacts within a given category were summed.
2. All days the offender was on active supervision and available for either field or office contact or phone calls were summed. Offender days on abscond status, in jail, transferred to another office or otherwise unavailable for PPO contact were not counted towards total number of days under active supervision.
3. The number of contacts was divided by the number of days and multiplied by 22 (average workdays/month) for an average monthly rate.
4. Individual rates were averaged for contact categories.

Table 2: Monthly PPO Dosage Controlling for Time in Community

CONTACTS	DESCRIPTIVES
Home Visits	
Min	0
Max	2.49
Mean	.12
Office Visits	
Min	0
Max	11.6
Mean	.65
Phone Contacts	
Min	0
Max	14.5
Mean	.45
Face-to-Face Contacts	
Min	0
Max	22
Mean	.94
Total Contacts ⁴	
Min	0
Max	29.1
Mean	2.2

⁴ Contact categories are mutually exclusive which permits adding them together to achieve a total score.

By converting contact data into a monthly rate, we are able to compare contact standards across categories that represent PPO monthly contact *while offender was in the community and available for contact*. In other words, if the offender was in jail or on abscond status the PPO is not able to engage in these contacts. These data show that, on average, offenders had .12 monthly home visits, .65 monthly office visits, .45 monthly phone contacts, .94 monthly face-to-face contacts for a total monthly contact of 2.2.

Further, as can be seen in Table 3, DCJ PPOs are supervising offenders to the risk principle with a linear relationship between risk and contacts. We know from the literature that better offender outcomes are produced when resources are devoted to higher risk clients. This practice has been implemented and is evidenced by the greater number of average monthly contacts received by high-risk offenders and the lowest number of average monthly contacts received by limited-risk offenders.

Table 3: Mean Monthly PPO Dosage by Offender Risk Level

	HOME VISIT	OFFICE VISIT	PHONE	FACE-TO-FACE	TOTAL CONTACTS
High Risk	.16	.79	.47	1.11	2.5
Medium Risk	.12	.63	.46	.95	2.2
Low Risk	.03	.58	.35	.64	1.6
Limited Risk	.05	.45	.31	.52	1.3

PAROLE AND PROBATION OFFICERS SANCTION PATTERNS

Data were collected for the first three administrative sanction episodes during the period of time under analysis. In total, 94 sanctions were imposed. Jail was the most frequently imposed (53%) followed by Community Service (22%) and Day Reporting (6%). Of the total sample of 350 offenders, 81% (284) were not sanctioned during the 18 months. The maximum number of sanctions imposed was three with an average sanction imposition of .27.

In addition to administratively imposed sanctions, offenders can also receive court ordered sanctions. In total, 174 sanctions were imposed by the court. The most frequently imposed court sanction was revocation (63%), followed by jail (52%). Of the total sample of 350 offenders, 215 (61%) did not receive a court sanction. The maximum number of sanctions received was four with an average sanction imposition of .50. In sum, the sanction most frequently imposed either by the PPO or by the court

was jail. On average this sample served 184 days in jail. Jail servitude ranged from 2 – 1020 days.

PAROLE AND PROBATION OFFICERS TREATMENT REFERRAL PATTERNS

Data were collected for the first five treatment referrals during the period of time under analysis. Length of stay data were calculated for the 18 months under analysis. Of the 158 episodes for which we have exit type, 67 (42%) exited successfully and 91 (58%) exited unsuccessfully. Of the treatment referrals, the most commonly referred treatment modality was domestic violence/batterer's intervention (42%) followed by substance abuse (38%). Treatment length of stay ranged from 0 days to 756 days with a total of 22,731 days in treatment over the 18 month period of analysis. On average, offenders remained in treatment for 65 days. It should be noted that offenders' treatment experience can reflect treatment such as DV and substance abuse occurring at the same time.

RECIDIVISM AS MEASURED BY RE-ARREST

Arrest data were collected for the sample for one year before the beginning of the period under analysis and compared to arrest data one year following the end of the period under analysis. Only arrests for new criminal activity were included in the analysis. A total of 348 offenders were identified by this data warehouse and represent the outcome sample. Arrest data were obtained from the Multnomah County data warehouse. This warehouse contains data from many criminal justice stakeholders including Portland Police Bureau arrest data.

Table 4 presents overall pre- and post- arrest patterns. As can be seen, the sample did experience reductions in overall arrests, felony arrests and misdemeanor arrests when comparing arrest activity one-year pre- analysis period to one-year post- analysis period. Overall there was a 65% decrease in total arrests, a 44% reduction in felony arrests and a 70% reduction in misdemeanor arrests.

Table 4: Overall Pre- and Post- Arrest Patterns

	PRE ARRESTS			POST ARRESTS		
	<i>total pre</i>	<i>total pre felony</i>	<i>total pre misd</i>	<i>total post</i>	<i>tot post felony</i>	<i>total post misd</i>
minimum	0	0	0	0	0	0
maximum	8	4	7	10	4	8
mean	.89	.15	0.74	.31	.08	0.22
sum	310	52	258	107	29	78

As can be seen in Table 5, domestic violence crime types were also reduced pre/post by 83%. Most notable is the reduction of 93% in restraining order violations.

Table 5: Domestic Violence Crime Types Pre/Post

	PRE	POST	% REDUCED
Assault	96	21	78%
Burglary	8	3	63%
Harassment	18	5	72%
Menacing	20	4	80%
Stalking	1	0	100%
Violation			
Restraining			
Order	76	5	93%
<i>total</i>	219	38	83%

These data evidence the positive public safety outcomes that occurred pre/post 18 months of offender supervision within a specialized Domestic Violence Unit. We know that a reduction in rate and number of arrests occurred as well as a reduction of domestic violence criminal activity. The next step is to explore what individual supervision factors may be contributing to this reduction in recidivism.

One way to identify factors contributing to success is to collapse the sample into four categories: those offenders who reduced their criminal activity, those offenders who had no arrests pre- and no arrests post- 18 months of supervision, those offenders with no change in criminal activity and those offenders who increased their criminal activity. These categories were derived by subtracting the total number of post- arrests from the total number of pre- arrests per offender. Those offenders with a negative change were placed in the reduced criminal activity category, those offenders with a zero change were placed in the no change category and those offenders with a positive change were placed in the increased category. The no change category was further differentiated by creating two groups: those who had arrests pre/post and those who

had no arrests pre/post. We explored differences in social, criminal and dosage data amongst these three groups to determine if there are any factors with notable differences.

These groups are represented below in Table 6.

Table 6: Offender Demographics by Pre/Post Arrest Patterns

	PRE/POST REDUCTION IN ARRESTS (N=137)	PRE/POST NO CHANGE IN ARRESTS (n=185)		PRE/POST INCREASE IN ARRESTS (n=28)
		<i>No arrest activity</i>	<i>Arrest activity</i>	
Gender				
Male	137 (100%)	169 (100%)	16 (100%)	28 (100%)
Supervision Level				
High	24 (18%)	26 (15%)	4 (25%)	7 (25%)
Medium	104 (76%)	120 (71%)	11 (69%)	17 (61%)
Low/Ltd/Mi	9 (7%)	22 (13%)	1 (6%)	4 (14%)
Missing		1 (.59%)		
Crime Level				
Felony	31 (23%)	71 (42%)	5 (31%)	6 (21%)
Misdemeanor	106 (77%)	98 (58%)	11 (69%)	22 (79%)
Race				
African-Amer.	41 (30%)	31 (18%)	6 (38%)	13 (46%)
Hispanic	22 (16%)	33 (20%)	3 (19%)	2 (7%)
White	74 (54%)	105 (62%)	7 (44%)	13(46%)
Age				
Minimum	19	20	19	20
Maximum	72	62	45	60
Mean	34	35	32	33
Home Visits/mo				
Minimum	0	0	0	0
Maximum	2.49	.95	.32	.91
Mean	.14	.10	.07	.15
Office Visits/mo				
Minimum	0	0	0	0
Maximum	11.6	5.75	7.49	4.24
Mean	.69	.57	.89	.75

Phone Visits/mo				
Minimum	0	0	0	0
Maximum	6.6	14.49	2.34	4.1
Mean	.44	.47	.35	.51
Face-to-Face Visits/mo				
Minimum	0	0	0	0
Maximum	14.11	6.22	22.0	4.24
Mean	.93	.77	2.48	1.08
Total Visits/mo				
Minimum	0	0	0	0
Maximum	29.1	18.4	22.0	10.8
Mean	2.20	1.91	3.78	2.49
Treatment LOS				
Minimum	0	0	0	0
Maximum	756	702	405	638
Mean	86.32	51.91	66.75	38.0
Total Number of Sanctions				
Minimum	0	0	0	0
Maximum	6	4	4	3
Mean	.87	.59	1	1.18

Overall, 306 (87%) of the offender sample evidenced a reduction in arrests pre/post or sustained no criminal activity one year pre- as well as one year post-. The remaining 44 (13%) exhibited the same number of arrests pre/post or an increase in criminal activity in the post-time frame as compared to the pre-time frame. In general the differences between groups are not great especially when one considers the small size of two of the groups.

Those who evidenced reduced arrests had a greater percentage of medium risk offenders than the other groups, had an average a greater number of home visits than the two no change groups and a longer stay in treatment. These findings are in the expected direction.

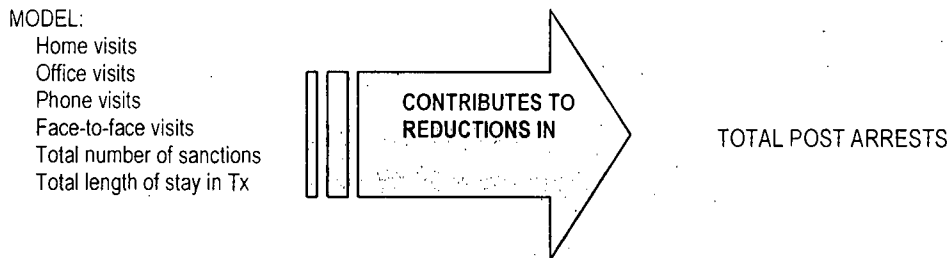
For those who had an increased rate of arrest post-supervision experience, the findings are also in the predicted direction. This group has the highest percentage of high risk offenders as does the no change with arrest activity group. Further, this group had the lowest average treatment stay and the greatest number of sanctions given on average. Caution must be used in generalizing these findings given the small group size of 28.

The group that did not change in their criminal behavior patterns by having no arrests both pre- and post- also has some distinguishing qualities. They have the highest percentage of felons of all four groups and the offender mean age is older than the other three groups. They also have the lowest average of office visits, face-to-face visits, total PPO visits and total number of sanctions on average.

The group that did not change in their criminal behavior patterns by having arrests both pre- and post- has the lowest average number of home visits and phone visits and the highest average number of face-to-face visits as well as total PPO visits.

Given that these patterns do little to help us understand the dramatic reduction in criminal activity seen in this evaluation, a linear regression was done to explore factors that may or may not contribute to reduced arrests. The model tested included the following independent variables: home visits, office visits, phone visits, face-to-face visits, length of stay in treatment and total number of sanctions, both administrative and court imposed. We ran the model against total post- arrests of new criminal activity as the dependent variable. This process is presented in Chart 1.

Chart 1: Regression Model



The six independent variables were regressed on the dependent variable of total post-arrests using SPSS.15 linear regression analysis. This model accounted for .039 or 4% in arrest reduction. The next step in the regression analysis is to determine what factors within the model contribute most to the overall outcome. Table 7 reports these findings.

If we use .05 as our level of significance there are only two factors that significantly contribute to the reduction of arrests: face-to-face contacts and total number of sanctions. Unfortunately, the face-to-face contact variable acts in the wrong direction, that is, the more face-to-face visits the more post- arrests. The total number of sanctions relationship to outcomes is a positive relationship with the higher number of sanctions contributing to a higher number of rearrest. This finding is consistent with

the most recent report from the VERA institute (Rengifo and Scott-Hayward, 2008). The total length of stay in treatment variable approaches significance at .095 and the relationship is inverse, that is, the more treatment the less post- arrest activity. It is worth noting, that while not significant, with the exception of face-to-face contacts all other PPO contacts are working in the right direction – the more contacts the less post-criminal arrests.

Table 7: Regression Model Analysis

	SIG	BETA
<hr/>		
Post Total All Arrests		
Home Visits	.363	-.207
Office Visits	.231	-.078
Phone visits	.345	-.045
Face-to-face visits	.002	.122
Total LOS in Tx	.095	-.001
Total sanctions	.019	.111

STUDY LIMITATIONS

This exploration of factors contributing to a reduction in arrests by a cohort of DV offenders is limited in a number of ways. The cross section design looks at a sample of offenders at one point in time. As such, we are unable to control for events that may have happened prior to the study period as they are unknown. Also, this analysis aggregated data to a high level of measurement such that treatment data were represented by total length of stay. Further disaggregation into treatment type could prove to be more explanatory. This method would also be useful with the sanction data. The addition of victim data would make this analysis more consistent with others in the field.

This study is a retrospective study that looks at a sample of offenders under Domestic Violence specialized supervision. As such, the data are limited to a quantitative review of dosage patterns and lack a contextual exploration of what transpires during the home and office visits. The quality of the relationship as it is demonstrated by the interaction between offender and PPO would help further explain how the visits contribute to outcomes. At this point, we have no data that would label the relationship of PPO and offender as being more surveillance or more relational.

DISCUSSION

The domestic violence offender presents a unique challenge to community corrections. Often supervised under misdemeanor charges and risked at low risk by conventional risk to reoffend tools, DV offenders do not fit the pattern typical of others under supervision. Further complicating the situation is the lack of empirical clarity around the importance and contribution of treatment in reducing future re-offending. This research looked at the impact of six independent variables (home visits, office visits, phone visits, face-to-face visits, total number of sanctions and days in treatment) on the dependent variable of reduction in re-offending as measured by arrests. Using linear regression, only two variables showed a significant impact on re-arrests: face-to-face visits and total number of sanctions. Unfortunately, this relationship between visits and outcomes was reversed with the more visits the greater the arrests. The impact of sanctions on outcomes was consistent with the emerging literature that shows imposition of sanctions can worsen offender outcomes.

None of the other variables in the model demonstrated any contribution to reduction in recidivism. Treatment in the form of batterers' intervention and substance abuse treatment as well as other PPO offender interaction was not significantly related to re-offending.

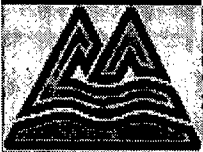
RECOMMENDATIONS

As mentioned earlier in the presentation, the literature on what contributes to reductions in DV offending is scant. Unfortunately, this evaluation has not contributed to our understanding. We are unable to determine what factors contribute to the reduction in offending seen within this sample as well as what factors in what combination will benefit public safety the most.

It is recommended that a further analysis might provide some clarity into effectively managing the DV offender. Using a much larger sample of offenders and selecting participants as they enter supervision and following them throughout the tenure of supervision would enhance the power of the analysis. If possible, one methodology to pursue is Propensity Score Matching given the low probability of being able to use a random assignment with control group design. Finally, the study would benefit by including a qualitative piece to identify the characteristics of the relationship between the PPO and the offender.

THE LONDER LEARNING CENTER:
PARTICIPANT DESCRIPTIONS AND
REARREST RATES

Prepared by: Charlene Rhyne, MSW, PhD
Senior Research and Evaluation Analyst
November 2001



MULTNOMAH COUNTY
DEPARTMENT OF COMMUNITY JUSTICE

EXECUTIVE SUMMARY

The Londer Learning Center (LLC) is a programmatic service that is offered to offenders under supervision of the Department of Community Justice. Offenders are referred to this intervention by their Parole/Probation Officer or from contracted alcohol and drug community providers. Typically, offenders are referred to receive coaching, education and learning activities that will culminate in the receipt of their GED. The Center strives to help individuals improve their math and reading skills, learn keyboarding and word-processing skills and obtain their GEDs. The Center also offers life skills classes.

This report describes a sample of 343 offenders who participated in LLC activities from June 1995 through February 2001. A sub-sample of offenders is further described in terms of arrest patterns pre- and post-LLC.

Participants in the Londer Learning Center are predominately white high- and medium-risk to re-offend male offenders from the ages of 21 – 39. Offenders were most commonly under supervision due to drug offenders. In the study sample, the majority of the referrals were from agencies providing alcohol and drug treatment.

Approximately two-thirds of the sample (66%) successfully completed the Londer Learning Center experience as measured by growth of one or more grade levels in math and/or reading or passing one or more GED tests or obtaining literacy related goal(s).

Overall there is no racial disparity evidenced in successful vs unsuccessful completion among African-American and Caucasian participants.

The average number of hours attended appears to be a strong factor in successful program completion regardless of reading level. The successful low reading score offender participated 8 times as often on average as the unsuccessful. The successful high reading score offender participated 5 times as often on average as the unsuccessful.

Arrest data was analyzed for a sub-sample of the research sample. The offenders experienced a 58% decrease in arrests during the two-year period following their Londer Learning Center experience as compared to the two-year period prior to enrolling in the Center. Caution however must be used in attributing this change solely to the Londer Learning Center as these offenders had other concomitant experiences such as supervision and/or drug and alcohol treatment that may have also contributed to these positive outcomes.

Those offenders who experienced a decrease in arrests post-Londer Learning Center participated on average almost twice as much as those offenders who had no change in arrest or an increase in arrest.

Recommended program changes include the identification of strategies that increase attendance rates which has been shown to contribute to positive offender outcomes. Increased attendance may also increase average reading level.

Areas for further research include the identification of other salient factors in these offenders experiences that may be operating in conjunction with the Londer Learning Center experience and help serve to explain positive offender outcomes.

The Londer Learning Center (LLC) is a programmatic service that is offered to offenders under supervision of the Department of Community Justice. Offenders are referred to this intervention by their Parole/Probation Officer or from contracted alcohol and drug community providers. Typically, offenders are referred to receive coaching, education and learning activities that will culminate in the receipt of their GED. The Center strives to help individuals improve their math and reading skills, learn keyboarding and word-processing skills and obtain their GEDs. The Center also offers life skills classes.

This report describes a sample of 343 offenders who participated in LLC activities from June 1995 through February 2001. A sub-sample of offenders is further described in terms of arrest patterns pre- and post-LLC.

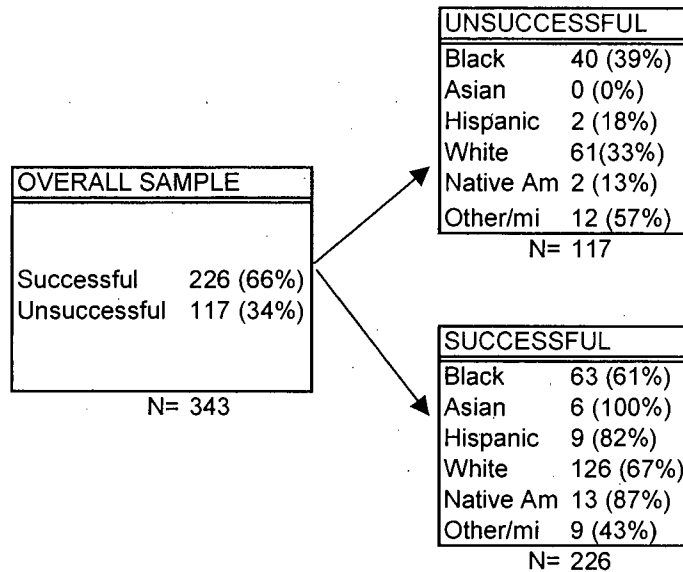
Table 1 presents the larger sample descriptives. This sample of offenders from the Londer Learning Center is predominately white high- and medium-risk to re-offend male offenders from the ages of 21 – 39 years old. Offenders were most commonly under supervision due to drug offenses. The majority of the referrals were from agencies providing alcohol and drug treatment. Approximately two-thirds of the sample successfully completed the Londer Learning Center experience as measured by growth of one or more grade levels in math and/or reading or passing one or more GED tests or obtaining literacy related goal(s).

TABLE 1: SAMPLE DESCRIPTIVES

	Number	Percent
Gender		
Male	241	70.3%
Female	102	29.7%
Race		
Black	103	30.0%
Asian	6	1.7%
Hispanic	11	3.2%
White	187	54.5%
Native American	15	4.4%
Other/missing	21	6.1%
Supervision Level		
High	113	32.9%
Medium	100	29.2%
Low	51	14.9%
Limited	57	16.6%
Unknown	22	6.4%
Referral		
DCJ Programs	94	27.4%
General Supervision	79	23.0%
Tx Programs	122	35.6%
Other	48	14.0%
Offenses		
Property	44	12.8%
Person-to-person	83	24.2%
Driving	39	11.4%
Drugs	137	39.9%
No Offenses Found; Other	40	11.7%
Age		
< or = 20	45	13.7%
21 – 29	119	34.7%
30 – 39	103	30.0%
40 – 49	62	18.1%
> or = 50	12	3.5%
Program Completion		
Successful*	226	65.9%
Unsuccessful	117	34.1%

* Successful completion is defined by LLC as the same measure utilized by community colleges as a measure of success, i.e., growth of one or more grade levels in math and/or reading or passing one or more GED tests or obtaining literacy related goal(s).

Successful completion by racial categories



As can be seen by the above schematic, the overall success rate of the Londer Learning Center is 66%. In exploring the possibility of racial disparity in completion rate we find that there is a small difference (6%) in the successful completion rates for the Black participants (61%) as compared to the White participants (67%). Other categories of race have numbers too small for purposes of comparison.

Completion rates by reading level

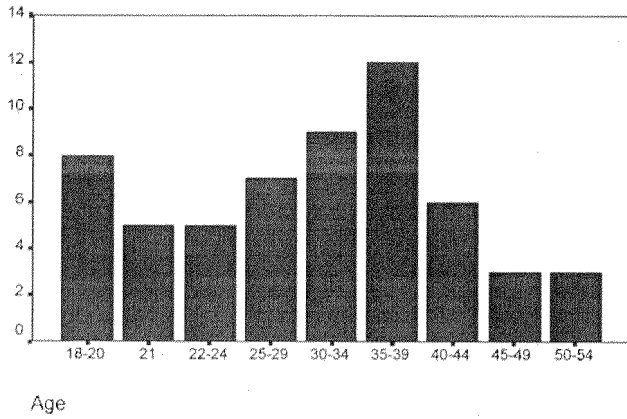
In an effort to further understand factors that may or may not contribute to successful offender outcomes, the impact of reading level on program completion was explored. Adult education theory and research suggests a positive relationship between reading ability and GED completion. Successfully passing the GED indicates an ability to read and comprehend the material on the test such that the test-taker can answer the GED questions with the correct response. For this report, CASAS data was used to measure reading ability; a threshold score of 235 on the CASAS is the cut-off for functional literacy. To accomplish this exploration of the relationship between reading level and program completion, data were collapsed into four groups based on successful/unsuccessful program completion and reading level above or below 235. The four group descriptives are presented in the 2 X 2 table below.

TABLE 2: FOUR GROUP DESCRIPTIVES

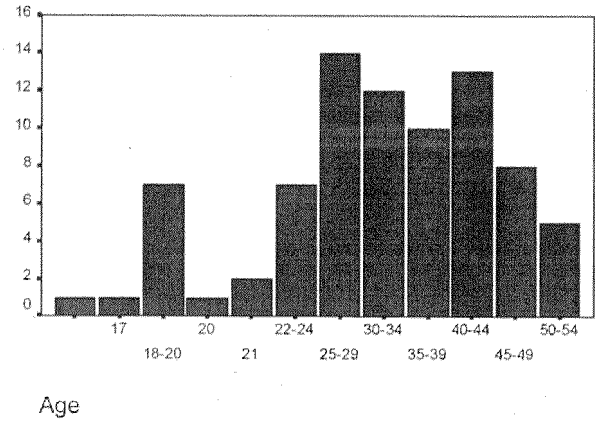
	UNSUCCESSFUL COMPLETION	SUCCESSFUL COMPLETION	
READING SCORE LESS THAN OR EQUAL TO 234	<p>n = 58 (17%)</p> <p>High/Med risk = 79%</p> <p>Men = 76%</p> <p>Black = 50%</p> <p>Ave read score = 222</p> <p>Ave hrs attended = 7</p>	<p>n = 100 (29%)</p> <p>High/Med risk = 66%</p> <p>Men = 80%</p> <p>Black = 41%</p> <p>Hispanic = 8%</p> <p>Ave read score = 223</p> <p>Ave hrs attended = 56</p>	<p>n = 158 (46%)</p>
READING SCORE GREATER THAN OR EQUAL TO 235	<p>n = 59 (17%)</p> <p>High/Med risk = 65%</p> <p>Men = 66%</p> <p>White = 66%</p> <p>Black = 18.6%</p> <p>Ave read score = 244</p> <p>Ave hrs attended = 4</p>	<p>n = 126 (37%)</p> <p>High/Med risk = 49%</p> <p>Men = 76%</p> <p>White = 69%</p> <p>Black = 18%</p> <p>Ave read score = 247</p> <p>Ave hrs attended = 21</p>	<p>n = 185 (54%)</p>
	<p>n = 117 (34%)</p>	<p>n = 226 (66%)</p>	<p>n = 343 (100%)</p>

The age distribution of offenders within each of the above groups is reflected in the graphs below.

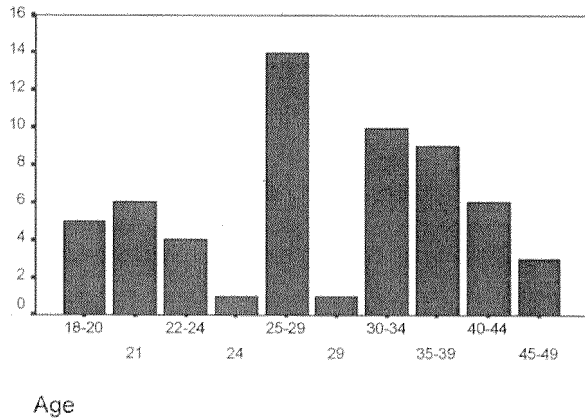
Unsuccessful Low Reading Score



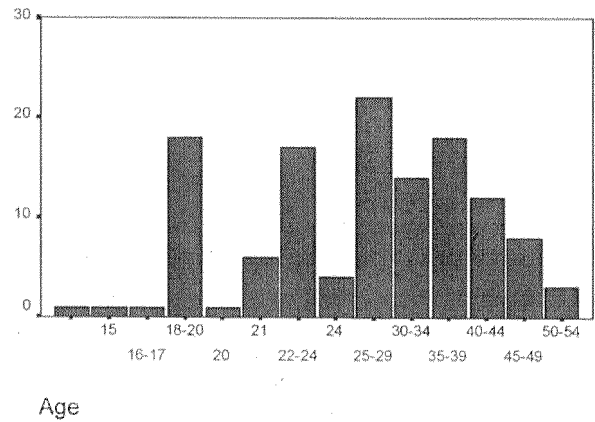
Successful Low Reading Score



Unsuccessful high reading score



Successful high reading score



In looking for meaningful patterns across the four groups we find the following:

Group 1: Offenders with reading score equal to or less than 234 who did not complete the LLC experience:

- Highest concentration of high- and medium-risk offenders across the four groups.
- Highest proportion of Black participants.
- Age distribution fairly even with slight spike in the 35-39 year old group.
- Low attendance average of 7 hours.

Group 2: Offenders with reading score equal to or less than 234 who did complete the LLC experience:

- Approximately two-thirds of participants in high or medium-risk offenders.
- 41% of group is Black.
- Age clusters around 25-49 years of age.
- Highest average number of hours attended at 56 hours.

Group 3: Offenders with reading score equal to or more than 235 who did not complete the LLC experience:

- Proportion of high- and medium- risk similar to Group 2.
- Lowest average number of hours attended at 4 hours.
- Age clustered around 25 – 44.

Group 4: Offenders with reading score equal to or more than 235 who did complete the LLC experience:

- Largest group in study with less than half participants high- or medium-risk.
- Highest proportion of White participants
- Age clustered from 22 – 39.
- Average hours of attendance equals 21.

In reviewing the group presentations, it appears the one factor that contributes the most to the successful program completion is the average number of hours attended. The successful completion rates are comparable across the two levels of reading, 63% of the 158 offenders with reading scores equal to or less than 234 and 68% of the 185 offenders with reading scores equal to or more than 235. The greatest discrepancy between the successful and unsuccessful offenders, across the two reading levels is the average number of hours attended. The successful low reading score offender participated 8 times as often on average as the unsuccessful. The successful high reading score offender participated 5 times as often on average as the unsuccessful.

Arrest Data

A small sub-sample of the larger group, n=128, terminated their LLC experience at least two years prior to the time of this study. New criminal activity data (arrest data for both felony and misdemeanors) that excluded technical violations were collected for a two-year period before and after participation in the LLC for this sample. This analysis did

not explore conviction data.

TABLE 3: PRE- AND POST-LLC ATTENDANCE ARREST (NOT CONVICTIONS) DESCRIPTIVES

	TWO YEAR PRE-LLC	TWO YEAR POST LLC
Arrest Count		
0	35 (27.3%)	72 (56.3%)
1	35 (27.3%)	36 (28.1%)
2	17 (13.3%)	5 (3.9%)
3	14 (10.9%)	4 (3.1%)
4	8 (6.3%)	4 (3.1%)
5	8 (6.3%)	4 (3.1%)
6	2 (1.6%)	2 (1.6%)
7	3 (2.3%)	1 (0.8%)
8	2 (1.6%)	
9	2 (1.6%)	
11	2 (1.6%)	
Total	272 arrests	113 arrests
Mean Arrests	2.13	.88

Overall there was a decrease in re-arrest for those offenders who had terminated the Londer Learning Center. During the two-year period prior to the Londer Learning Center experience, this offender sample committed a total of 272 arrests for both felony and misdemeanors. During the two-year period after the Londer Learning Center, this offender sample committed a total of 113 arrests. This 58% decrease in arrests is noteworthy. Caution however must be used in attributing this change solely to the Londer Learning Center as these offenders had other concomitant experiences such as supervision and/or drug and alcohol treatment that may have also contributed to these positive outcomes.

We can collapse the data into the same four categories described earlier in the report and find the following.

TABLE 4: SUBSAMPLE ARREST DATA

	UNSUCCESSFUL COMPLETION		SUCCESSFUL COMPLETION		
	n = 23 (18%)		n = 29 (23%)		
READING SCORE LESS THAN OR EQUAL TO 234	Pre-arrest	Post-arrest	Pre-arrest	Post-arrest	n = 52 (41%)
	0 9 (39%)	0 10 (44%)	0 3 (10%)	0 17 (59%)	
	1 5 (22%)	1 9 (39%)	1 12 (40%)	1 7 (24%)	
	2 2 (9%)	3 2 (9%)	2 5 (17%)	2 1 (3%)	
	3 3 (13%)	4 1 (4%)	3 3 (10%)	3 1 (3%)	
	4 1 (4%)	6 1 (4%)	4 2 (7%)	4 1 (3%)	
			5 2 (7%)	5 1 (3%)	
	Mean = 1.65	Mean = 1.09	Mean = 2.31	Mean = .97	
	Sum = 38	Sum = 25	Sum = 67	Sum = 28	
	n = 23 (18%)		n = 53 (41%)		
READING SCORE GREATER THAN OR EQUAL TO 235	Pre-arrest	Post-arrest	Pre-arrest	Post-arrest	n = 76 (59%)
	0 9 (39%)	0 11 (48%)	0 14 (26%)	0 34 (64%)	
	1 3 (13%)	1 6 (26%)	1 15 (28%)	1 14 (26%)	
	2 3 (13%)	2 4 (17%)	2 7 (13%)	3 1 (2%)	
	3 3 (13%)	5 1 (4%)	3 5 (9%)	4 1 (2%)	
	4 1 (4%)	6 1 (4%)	4 4 (8%)	5 1 (2%)	
	5 3 (13%)		5 1 (2%)		
	Mean = 1.87	Mean = 1.09	Mean = 2.34	Mean = .66	
	Sum = 43	Sum = 25	Sum = 124	Sum = 35	
	n = 46 (36%)		n = 82 (64%)		n = 128 (100%)

The small numbers in three of the above four categories preclude any meaningful analysis of those groups. However, the successful completers with a reading score of 235 or above can be described. This group was the largest group of the arrest sub-sample and the group with the most dramatic change from pre-LLC to post-LLC in terms of reduction in total numbers of arrests.

In looking at the arrest data we can collapse the sub-sample into three categories of re-arrest groups: (1) offenders who decreased their arrest rate after the LLC experience, (2) offenders who increased their arrest rate after the LLC experience, and (3) offenders who had no change in their arrest rates after the LLC experience. The following table describes these three groups.

TABLE 5: SUB-SAMPLE ARREST DATA BY GROUPS

	DECREASE ARREST RATE POST LLC (N=71)	NO CHANGE IN ARREST RATE POST LLC (N=40)	INCREASE IN ARREST RATE POST LLC (N=17)
Risk Level			
High	27%	30%	41%
Medium	27%	35%	18%
<i>total</i>	54%	65%	59%
Gender			
Male	73%	63%	88%
Race			
African Amer	24%	25%	47%
Caucasian	58%	58%	47%
Age			
	58% 29 or younger	53% between 25 – 44	47% between 22 – 34
Completion			
Successful	76%	53%	42%
Group			
Succ/hi-read	45%	43%	24%
Succ/lo-read	31%	10%	18%
<i>Total success</i>	76%	53%	42%
Ave. hrs. attended	22.39	12.87	12.12
Ave. reading score	238.03	237.26	239.53

Although the numbers are small in the above analysis, certain patterns are evident.

Decreased arrests:

Those offenders who had a decrease in arrests after the Londer Learning Center had a higher average of attendance than the other two categories of offenders. This group had a 76% successful completion rate despite the second lowest average reading score. 45% of this group were in the successful high reader group. Over half of this group was 29 years old or younger; 24% were African American.

No change in arrests (Pre- and post-LLC arrests were the same – either none or one or more):

This group of offenders attended the LLC mid-range of the three groups – on average 12.87 hours. Over half of this group was between the ages of 25 – 44 years old; this group also shared the largest percentage of Caucasian offenders with the decreased arrest group. Fifty-three percent successfully completed the LLC and 43% of this group were in the successful high reader classification.

Increased arrests:

This group was characterized by the following: greater percentage of African-American offenders, greater percentage of high-risk offenders, a younger group with lower success rates than the other two groups. The average attendance was the lowest among the three groups despite the highest average reading score of the three groups. Less than one-quarter of these offenders were in the successful high reader group.

The arrest analysis provides support to the initial findings of class attendance being an important offender behavior to encourage. As was noted earlier, there is a positive relationship between class attendance and successful completion, despite reading ability. Further, the group of offenders who experienced decreased arrests had a higher average hours attended than any other arrest group.

Conclusions

Based on a sample of 343 offenders who were served by the Londer Learning Center from June 1995 through February 2001 we can describe the typical LLC student. He is a high- or medium-risk to reoffend white male between the ages of 21 – 39 years old. This average student was most likely under supervision due to drug offenses and was most likely referred from a drug and alcohol treatment agency. The typical student has a 2 in 3 chance of successfully completing the LLC experience as measured by growth of one or more grade levels in math and/or reading or passing one or more GED tests or obtaining literacy related goal(s). There is no apparent racial disparity in the overall successful completion rates.

One factor emerges as important for offender successful completion. Average hours of attendance appears to be the most salient feature of offender participation. Successful completion rates are comparable despite average reading ability. However successful high reading ability completers attended 8 times more often than their unsuccessful counterparts and successful low reading ability completers attended 5 times more often than their unsuccessful counterparts.

A sub-sample of the larger group was explored in terms of arrest patterns pre- and post-LLC experience. There was a total of 272 arrests during the two year period prior to participating in the LLC for this subsample with a subsequent total of 113 arrests for the two year period following the LLC experience. If we look at the successful completers only in this sub-sample we see that these offenders experienced the most dramatic decrease in arrest from pre- to post-LLC. Additionally, the group of offenders who experienced a decrease in arrest post-LLC had the highest average of hours attending the Londer Learning Center.

Recommendations

This evaluation of the Londer Learning Center provides a highlight of the programmatic strengths as well as identifying areas of improvement. Overall the LLC has an impressive success rate of 66%. Within this overall completion pattern there appears to be no overt racial disparity in patterns of successful or unsuccessful completion. In looking at patterns of offender presentation within a successful/unsuccessful completion X high/low reading score grid an important finding emerged. Average number of hours of attendance has a strong bearing on successful outcomes regardless of reading level.

Knowing that the offender sample was also under supervision as well as perhaps receiving other services such as drug and alcohol treatment while studying at the Londer Learning Center provides a conceptual framework for the next set of research questions. The impressive reduction in arrests following Londer Learning Center suggests this experience is an important component of the supervision process. What we do not know, however, is what in addition to the Londer Learning Center promotes these positive offender outcomes.

Given the above findings the following are recommended changes for the Londer Learning Center:

1. Explore alternatives for participant engagement that will increase overall attendance rates that have been shown to contribute to positive offender outcomes. Increased attendance may also increase average reading level score.
2. Extend the research of the arrest sample to include other services received that may help explain the positive findings of this study.



Quality Systems & Evaluation Services Research and Evaluation Unit

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Recidivism Rates for DCJ Offenders Exiting Residential A&D Treatment in 2003, 2004, 2005

May 15, 2007

Kim Pascual, Research & Evaluation Analyst
Charlene Rhyne, PhD, QSES Manager

Executive Summary

The Department of Community Justice (DCJ) contracts with several community Residential Alcohol and Drug Treatment providers for treatment of DCJ clients. As a follow-up to a previous study which reviewed arrest rates of a sample of offenders who exited treatment in 2001 through 2003, this report further examines the re-arrest rates for the 2003 sample in the three years following their exit from treatment as well as post treatment arrest rates of offenders exiting treatment in 2004 and 2005. Arrest data for one year prior to treatment was also compared to the arrests one year following treatment for each of the samples.

Residential treatment exit data was obtained from the DCJ contracts database and arrest data was gathered from the DSS Justice Data Warehouse. For the 2003 sample, data were complete for 475 offenders. The 2004 sample had data on 432 offenders and the 2005 sample had complete data for 423 offenders.

- The average length of stay remained stable during the three years at just over three months.
- From 2003 to 2005, there was an 11% increase the proportion of offenders reporting methamphetamines as their drug of choice. Females had a higher proportion indicating methamphetamines as their drug of choice at 51% compared with 39% of males.
- Sixty percent of White offenders reported methamphetamines as their drug of choice and 56% of African American offenders reported cocaine/crack as the primary drug of choice.
- The successful treatment complete rate was 43% in 2004 and 2005. Females had lower rates of successful treatment completion in 2004 and 2005 as well a lower average length of stay. In 2005, 36% of females successfully completed treatment compared with 48% of males.
- Females also had much higher rates of unemployment at the time of exit compared to males and a lower proportion in a stable housing situation at the time of exit.
- Consistently, since 2002, approximately 40% of those in residential treatment have at least one arrest in the year following their exit from treatment. An additional 20% re-offend in the next two years which means 40% do not have any arrests in the three years following treatment.
- From 2001 to 2005, the proportion with an arrest prior to treatment was between 61 and 67%. In the one year following treatment, the proportion with an arrest ranged from 41 to 46%. Across the last three years, there was about a 20 percentage point reduction in the proportion of offenders with an arrest after exiting treatment.
- Length of stay greater than 90 days continue to show better outcomes than those who do not stay in treatment at least 90 days. This includes higher rates of successful treatment completion and lower re-arrest rates.
- Differences between White and African American offenders continue to emerge. In addition to differences in preferred drug of choice, African American offenders had lower

rates of successful treatment completion and higher rates of re-arrest in the year following treatment.

Recidivism rates for the year following exit from treatment appear to remain stable over time. While successful completion rates have not risen substantially, the proportion of neutral exits from treatment has gone down 4% over time. Methamphetamines have increased as the drug of choice over time.

Of greater concern are the substantial differences between males and females, and between White and African American offenders. Further research and analyses should be conducted to determine how these populations might benefit from strategic approaches in treatment that address issues specific to the variety of people who enter treatment.

ALL DCJ OFFENDERS EXITED FROM RESIDENTIAL A&D TREATMENT

Methodology

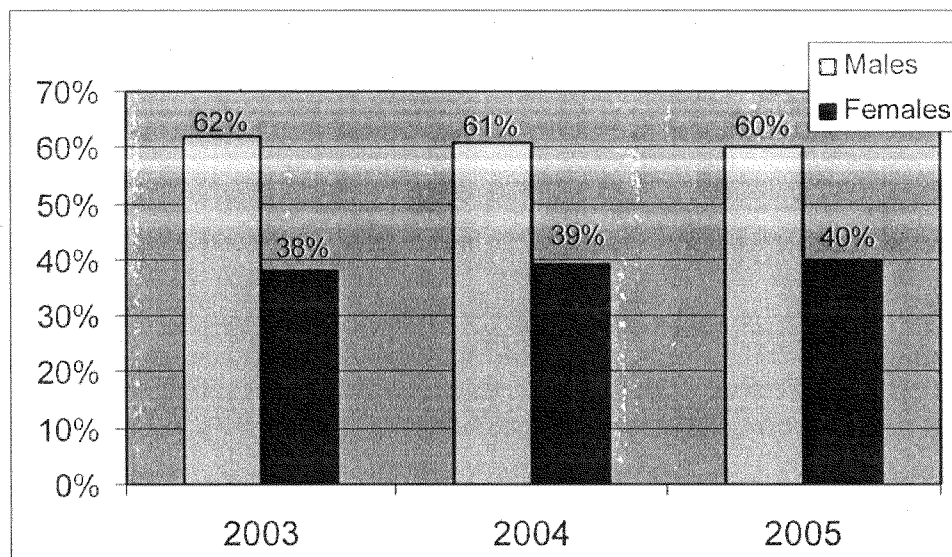
Residential treatment exit data are collected from exit forms submitted by providers via a web based form. Data are directly deposited into an Access database where they can be extracted and downloaded for analysis. Because offenders can enter treatment multiple times in a year, only the first treatment episode of the year was used to create an unduplicated sample of offenders for each year under study.

Recidivism data is extracted from the DSS Justice System using SID numbers. Because DSS Justice collects data from multiple data sources, some SID numbers are eliminated from the sample because they could not be definitively linked to a specific offender. These offenders are then also eliminated from the study samples. The total number of offenders in each yearly sample is listed in the box at the right.

Year	n
2003	= 475
2004	= 432
2005	= 423

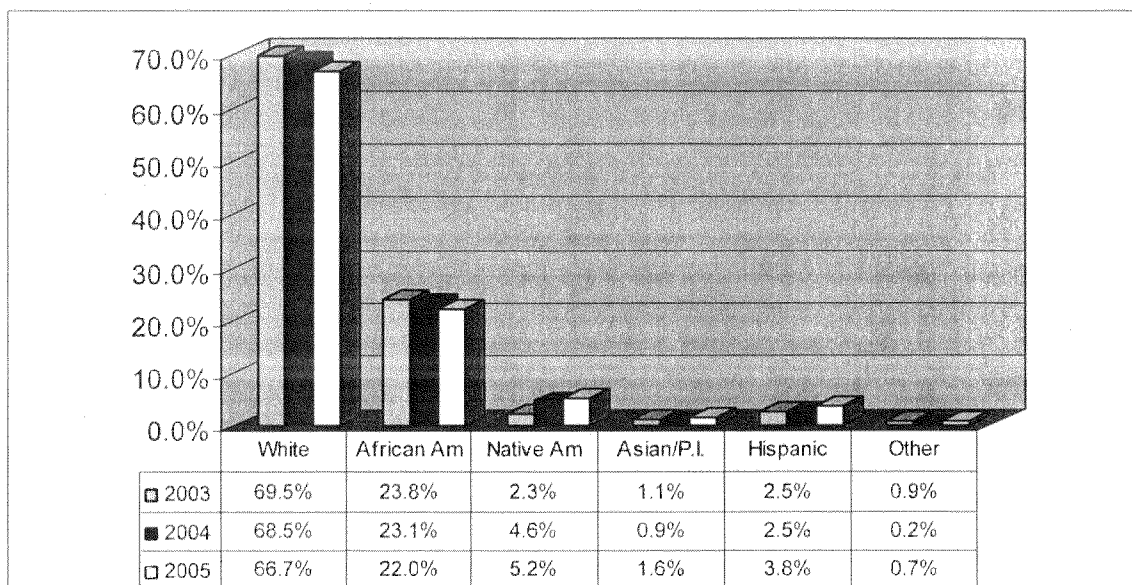
GENERAL INFORMATION

Residential Exits by Gender



There was a slight decrease in the proportion of males in treatment from 2003 to 2005 with a corresponding increase for females.

A&D Residential Exits by Race by Year



There was a small decrease of 3% in the proportion of White offenders exiting treatment and less than a 2% decrease in the proportion of African Americans exiting treatment. The three year period indicates an increase of almost 3% in the proportion of Native Americans exiting treatment.

Average Length of Stay (LOS) and Age by Year

LOS (days)		2003	2004	2005
Mean		96	107	101

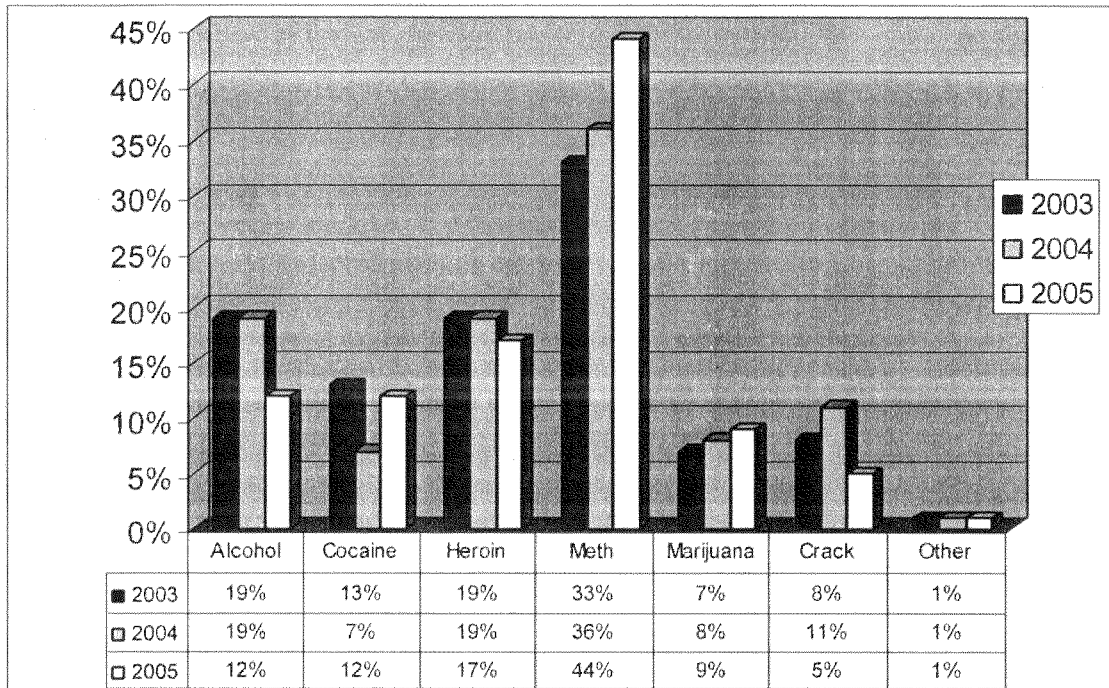
Age		2003	2004	2004
Minimum	Minimum	19	18	19
	Maximum	64	64	64
	Mean	35	35	35

Between 2004 and 2005, the average length of stay decreased by 6 days. The mean age for all three years remained consistent.

Drug of Choice

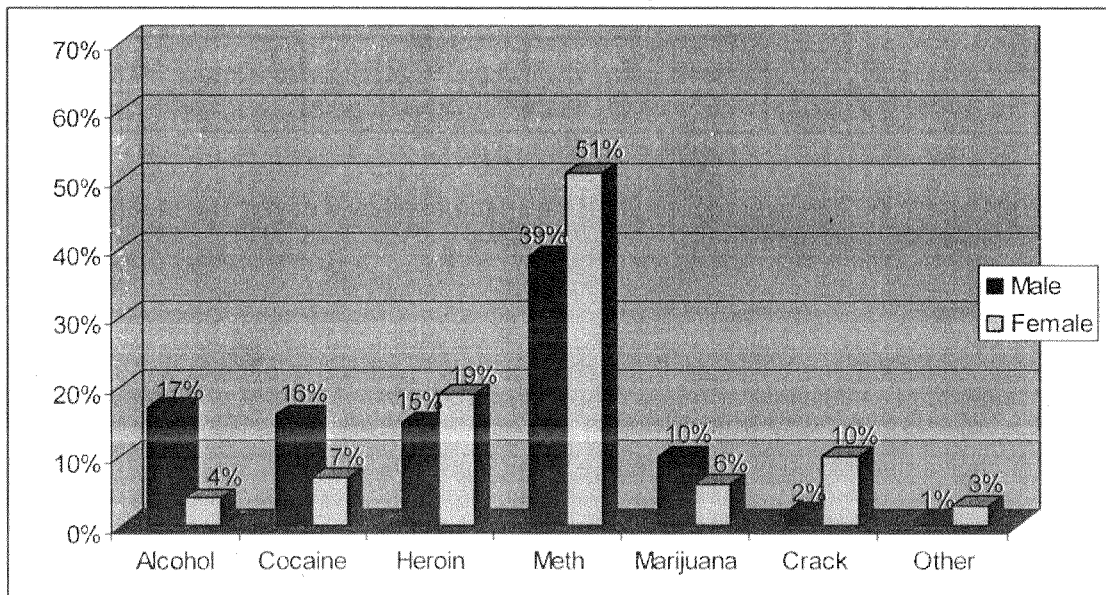
Between 2003 and 2005, there was an 11 percentage point increase of offenders who reported methamphetamines as their drug of choice. There was also a 7% decrease in the proportion of offenders who reported alcohol as their drug of choice. Additionally, those reporting crack as their drug of choice decreased by 6 percentage points between 2004 and 2005.

Drug of Choice by Year



Drug of choice data by gender for 2005 revealed some interesting differences. Of the females, 51% reported methamphetamines as their first drug of choice compared with 39% of males. For females, this is an 11 percentage point increase from 2004 and a six percentage point decrease for males. However, males indicated an increase of 9% reporting cocaine as their drug of choice in 2004 to 16% in 2005. Crack also showed an increase in males from 2% in 2004 as compared to 6% in 2005 and for females from 10% to 19% respectively.

Drug of Choice 2005 by Gender



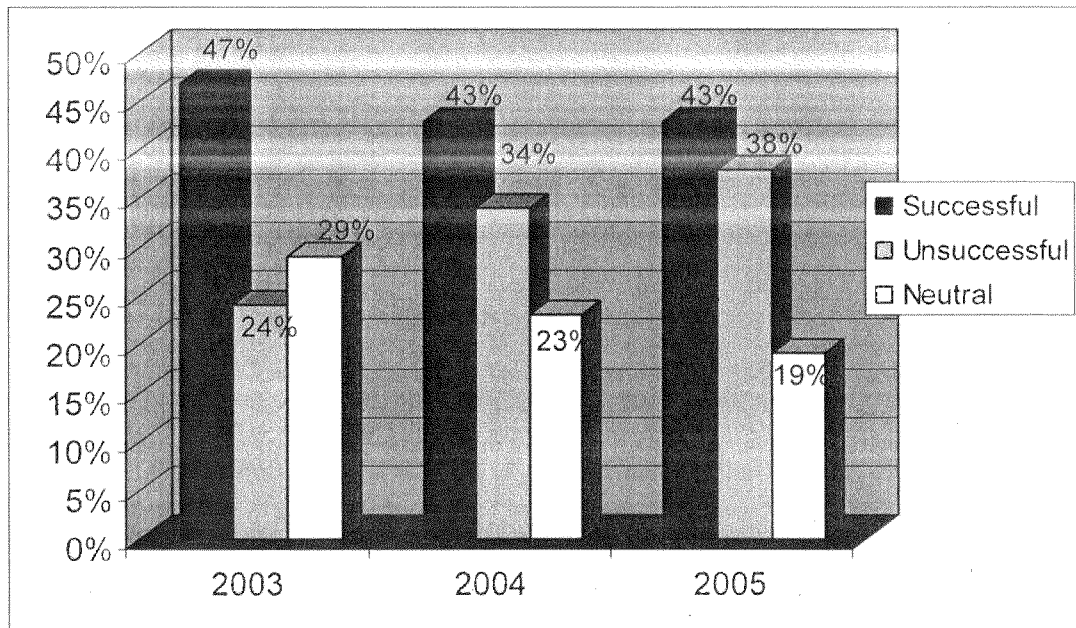
Another interesting finding was the differences in primary drug of choice by race. Sixty percent of White offenders reported methamphetamines as their drug of choice in 2005. This is compared with only 4% of African American offenders. Fifty-six percent of African American offenders reported cocaine or crack as their primary drug of choice compared with only 5% of White offenders.

Treatment Completion

The proportion of offenders exiting treatment successfully remained constant from 2004 to 2005 at 43%. There was also a four percentage point decrease in the proportion who exited treatment as neutral with a corresponding four percentage point increase in those exiting as unsuccessful. While these data represent the first treatment episode that year per offender, the proportions remained the same when all treatment episodes for the entire year were analyzed.

Within the neutral exits categories, in 2004, 76% of those were entered as failing to engage within 15 days of entering the program. This dropped to just over 72% in 2005, which is a 10 percentage point drop from 82% in 2003. Combined with the overall drop in the proportion of those exiting as "neutral", these data provide some indication that fewer offenders are being exited from treatment as "failing to engage."

Treatment Exit Type by Year



Differences by Gender at the Time of Exit

Analyses of the data by gender reveal some interesting differences. On average, the length of stay in treatment was 33 days lower than for males. Additionally, for 2004 and 2005, females had lower rates of successful treatment completion. There was also a three percentage point decrease from 2004 to 2005 for females in the overall proportion successfully completing treatment and a six percentage point increase in the proportion exiting treatment unsuccessfully.

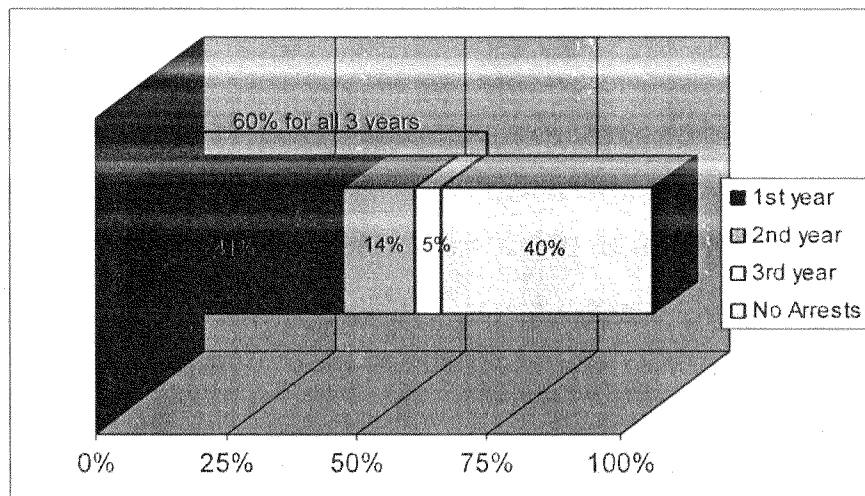
		Successful		Unsuccessful		Neutral	
Average LOS		2004	2005	2004	2005	2004	2005
Females	80.7	39%	36%	34%	40%	27%	24%
Males	114.1	46%	48%	34%	37%	21%	15%

The exit data also indicated other differences by gender and can be seen in the box to the right. Females had a substantially lower proportion who reported as employed at the time of exit compared to males in 2005. Further, the percentage of females reported as living in a stable housing situation¹ at the time of exit was 20 percentage points lower than for males.

2005	Female	Male
Employed at Exit	10%	36%
Unemployed	90%	64%
Stable Housing	45%	65%
Unstable Housing	55%	35%

POST TREATMENT ARRESTS

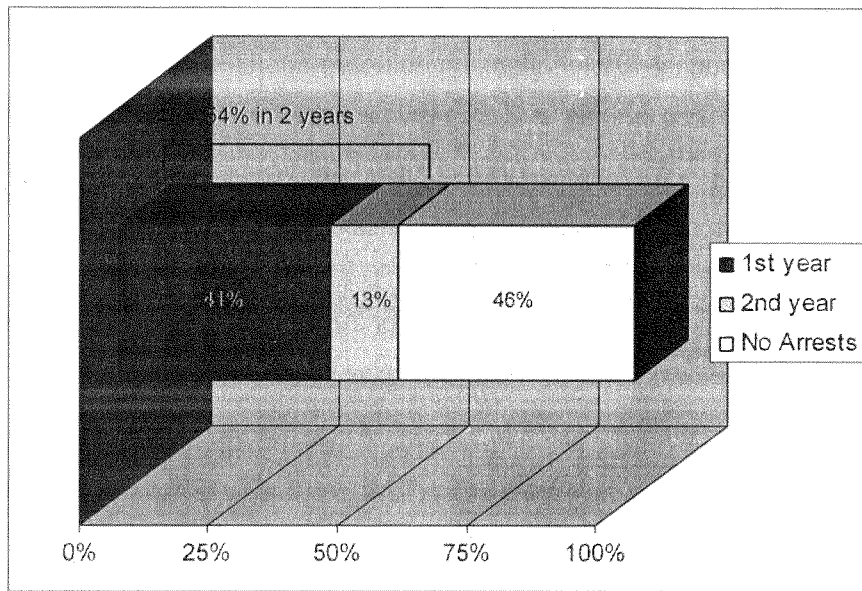
Three Years of Arrests by Year for 2003 Sample



In the first year after exiting treatment, 41% of the 2003 sample had at least one arrest. In the second year after treatment, of those with no arrest in the first year, an additional 14% had an arrest. Of those with no arrest in the first or second year after treatment, 5% had an arrest in the third year. Thus, 60% of the 2003 sample had at least one arrest within the three years following their exit from treatment.

¹ Stable housing includes the following codes from the 'Living Situation' question on the exit form: Own, Rent, Friend/Relative or Transitional Housing. All other responses are including in the "Unstable Housing" group.

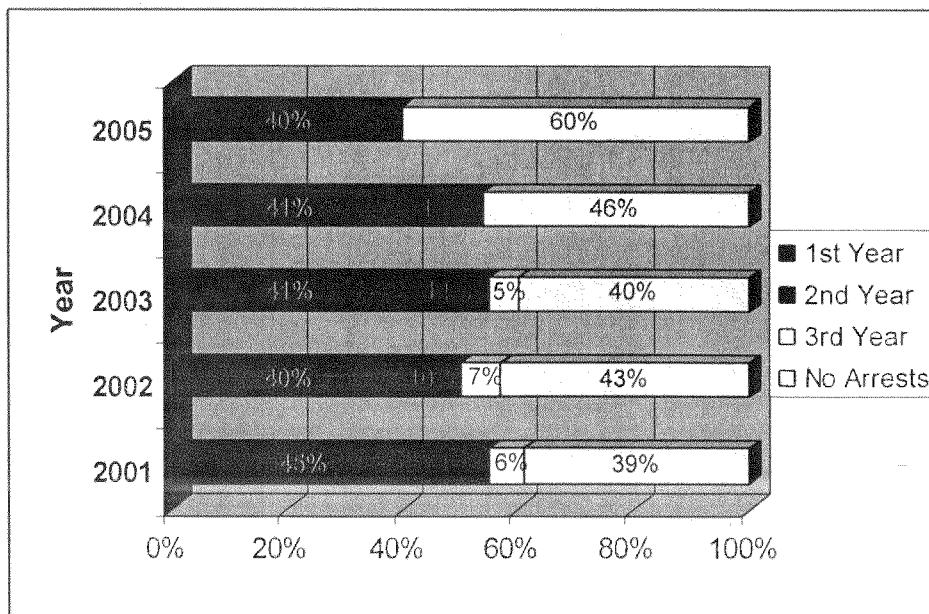
Two Years of Arrests by Year for 2004 Sample



Of those exiting treatment in 2004, 41% had at least one arrest in the year following treatment. Of those with no arrest in the first year, an additional 13% were arrested in the second year after treatment. *Fifty-four percent of the 2002 sample had no arrests in the two years following treatment compared to 55% for the 2001 sample.*

For the 2005 sample, 40% of the offenders had at least one arrest in the first year, which is a 1% decrease in the proportion with an arrest in the first year compared to the 2003 and 2004 samples.

Alcohol & Drug Residential Arrests Rate Trends: 2001 - 2005



The chart above reflects the proportion of offenders arrested up to three years after treatment. The highest first year arrest rate of 45% in 2001 was followed by a four percentage point drop the following year which has been maintained within one percentage point through 2005. The trend appears to be that roughly 40% of offenders do not re-offend at all in the three years following treatment.

These data reflect all felony arrests types which include fugitive warrant arrests. A fugitive warrant arrest typically means that these offenders have left treatment without permission and subsequently abscond from supervision which generates a warrant for their arrest. Therefore, those with arrests coded as Fugitive Warrants have not necessarily committed a new crime. However, they also are not usually considered as complying with the conditions of their supervision. The chart below reflects the arrest type for 2005 based on the first arrest following an offender's exit from treatment.

Arrest Type	n	%
Fugitive	98	58%
Behavioral	5	3%
Alcohol/Drug	39	23%
Person	2	1%
Property	15	9%
Total	168	100%

21 (12%) of the 98 had only one or more fugitive arrests in the year following treatment.

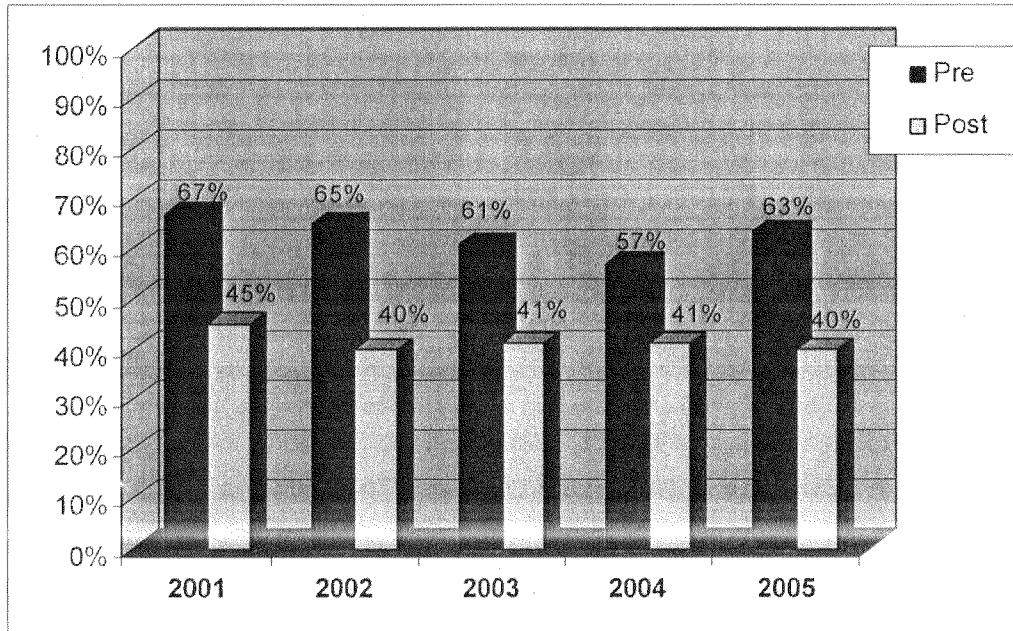
The remainder, 77 (46%) had a fugitive arrest as their first arrest after treatment, but also had new other criminal arrests at some point that year.

Results of an analysis of the 2005 sample indicated that of the 40% with an arrest in the year following treatment, 35% had at least one new criminal arrest at some time in the 12 months following treatment, while the other 5% had only one or more fugitive arrests.

PRE- AND POST TREATMENT ARRESTS

Arrest data for one year prior to treatment was compared with arrest data one year after treatment for each of the residential treatment offender samples.

Percent of Offenders Arrested in the 1 Year Pre- and Post Treatment



For each of the samples, the proportion with an arrest prior to treatment was between 61 and 67%. In the one year following treatment, the proportion with an arrest ranged from 41 to 46%. *Across the last three years, there was about a 20 percentage point reduction in the proportion of offenders with an arrest after exiting treatment.*

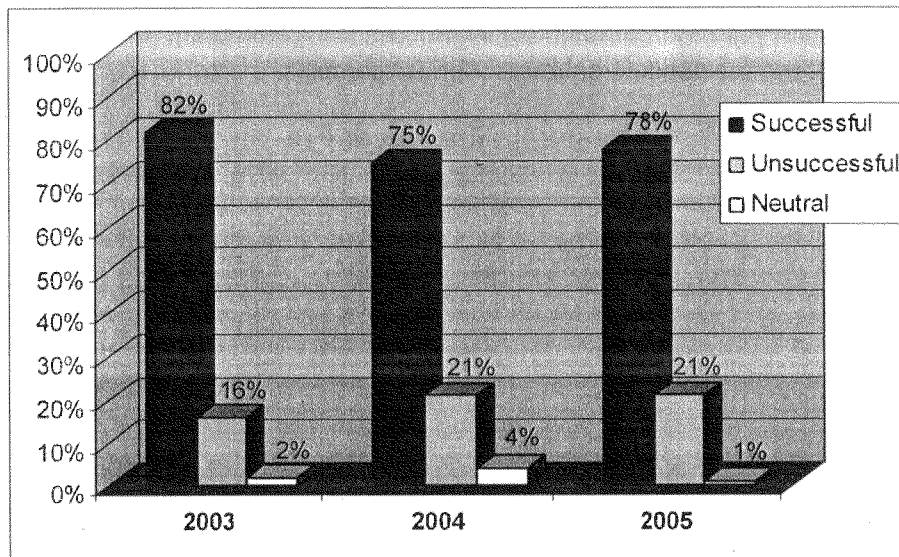
Impact of Engagement and Length of Stay

Engagement in treatment is a key component to successful treatment outcomes which in turn appear to directly contribute to the reduction of future arrests. A previous report on a sample of clients exiting treatment in 2001 indicated that the pre-post treatment arrest reduction was greatest for those successfully completing treatment.² Many research studies have shown that client motivation and readiness for treatment are key factors to engagement in treatment. This suggests that for those clients who are not very motivated or ready for treatment, that additional steps taken to improve their level of motivation may increase engagement and produce more favorable treatment outcomes.

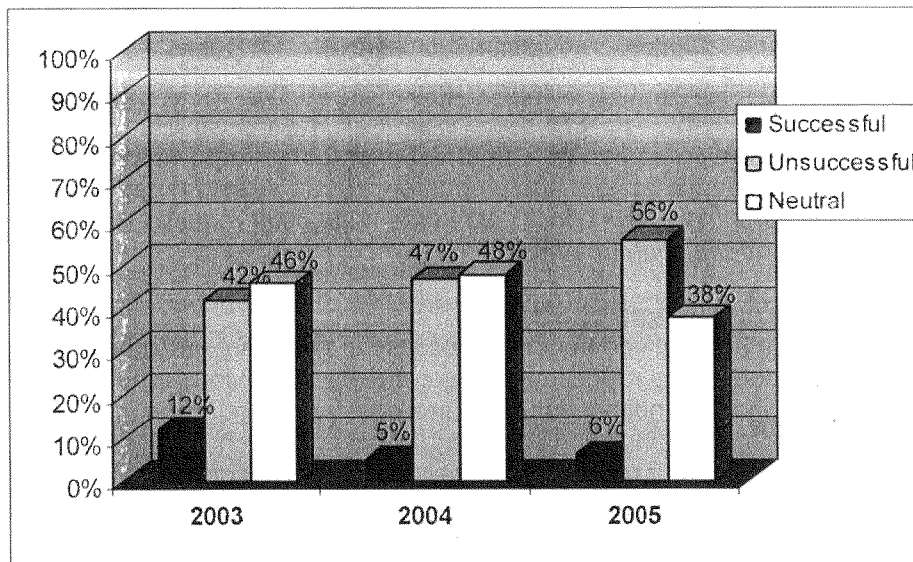
When each of the three samples was split between those who had a length of stay (LOS) greater than or equal to 90 days and those who had a length of stay less than 90 days, the differences in success rates and reductions in the proportion of those arrested were substantial.

² Peterson, J. (2003). *Performance of the DCJ Funded Residential Treatment System of Care*. Multnomah County Department of Community Justice.

Exit Type of Those with LOS Greater Than 90 Days



Exit Type of Those with LOS Less Than 90 days

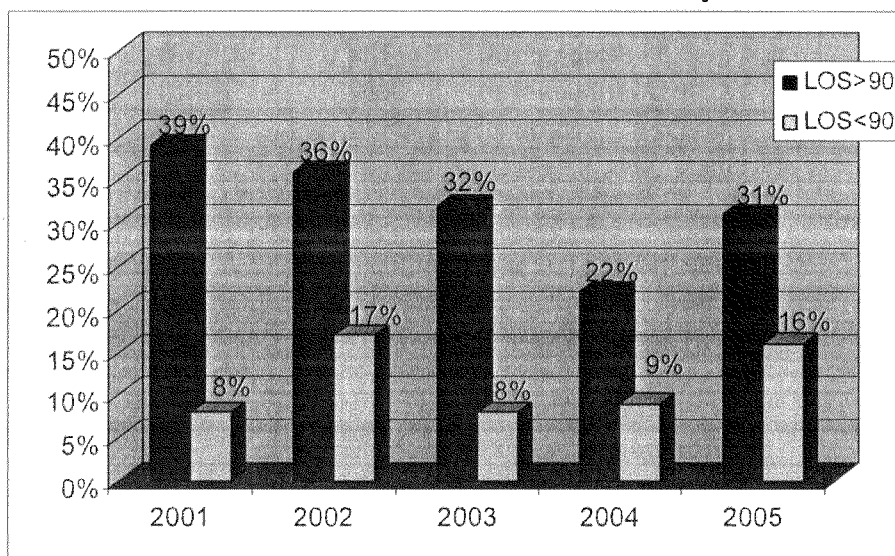


For those offenders who remained in treatment for longer than 90 days, close to 80% consistently successfully complete treatment. For those who are in treatment 90 days or less, there was an increase in the proportion who exited treatment as unsuccessful from 42% to 56% over the three year period.

Arrest Reduction Rates

Not only do treatment outcomes improve when clients remain in treatment in longer, but there is a dramatic difference in the rate of reduction in the proportion of those with an arrest after completing treatment.

Percent Reduction of Offenders Arrested by LOS



For those clients with a length of stay greater than 90 days, the reduction in the number of offenders with an arrest prior to and after treatment was between 31 and 39 percentage points. The reduction in the proportion of offenders with pre- and post arrests for those who had a length of stay less than 90 days was 16 in 2005, which is an increase of 5 percentage points in 2004.

Race, Drug of Choice and Treatment Outcomes for 2005

As reported previously, White offenders most often endorsed methamphetamines as their drug of choice and African American offenders endorsed cocaine and crack as their primary drug of choice in 2005. Differences in successful treatment outcomes also emerged when analyzed by drug of choice. Forty-eight percent of offenders who reported methamphetamines as their drug of choice successfully completed treatment. This compared to 32% of those who reported cocaine/crack as their drug of choice. Additionally, 70% of offenders endorsing methamphetamines did not have an arrest in the year following treatment. Offenders endorsing cocaine/crack had only 45% with no new arrest in the year after treatment.

Treatment outcomes and arrest rates also varied by race in 2005. Forty-seven percent of White offenders successfully completed treatment compared with only 33% of African American offenders. Post treatment arrest rates were also substantially different for White and African American offenders. Sixty-four percent of White offenders did not have an arrest in year following treatment compared as compared to 46% of African American offenders. Another way to consider this finding is to compare the total number of arrests by race. There were 282 White offenders who were responsible for a total of 165 arrests in the year after treatment, which is an average of 0.59 arrests. There were 93 African Americans in the sample who were responsible

for 112 total arrests for an average of 1.20. The average number of arrests post treatment for African Americans is twice that of White offenders.

Treatment Outcomes & Drug of Choice by Race

	White n=282	Afr Am n=93
Successful	47%	33%
Unsuccessful	36%	48%
Neutral	17%	18%
Post Arrest?		
Yes	32%	54%
No	64%	46%
Avg # Post Arrests	0.60	1.20
Drug of Choice		
Methamphetamines	60%	4%
Cocaine/Crack	56%	5%

LIMITATIONS

The treatment data in this report includes only the first treatment episode closed during the year under study. Arrest data were drawn for the year prior to the admit date of this first episode and for the year(s) following the exit date of this episode. This methodology creates the likely possibility that offenders who had multiple treatment episodes within a year may have been in a subsequent treatment episode at the time of a new arrest. A small number of offenders are duplicated in each year of the study because of multiple treatment episodes.

Data collected for the DSS Justice Warehouse comes from multiple sources and is constantly changing and being updated. Because of this, some offenders are not found in the warehouse and were excluded from this study. Additionally, because of data entry delay, arrests that are included or excluded at one point in time may be added in or taken out at another point in time.

These analyses also do not take into account an offender's time in the community. That is, offenders with no arrests may have been out of the county, in jail or in prison which would not afford them the opportunity for committing a crime during our periods of time under analysis.

CONCLUSIONS

Between 2003 and 2005, gender and race proportions remained roughly the same. There was a small decrease in the proportion of White and African American offenders participating in residential treatment over time. The average length of stay in 2005 was 101 days, which was a 6 day decrease from 2004.

There was an 11% increase in the proportion of offenders indicating methamphetamines as their drug of choice from 2003 to 2004. Additionally, there was a seven percentage point decrease for alcohol as a drug of choice. Over 50% of females reported methamphetamines as

their drug of choice as compared to 39% of the males. This is an 11 percentage point increase for females since 2003 and a six percentage point decrease for males.

Drug of choice by race also revealed some differences. Sixty percent of White offenders reported methamphetamines as their drug of choice in 2005 and 56% of African American offenders indicated cocaine/crack as their drug of choice.

Treatment completion rates showed that 43% in 2004 and 2005 successfully completed treatment with 38% unsuccessfully completing treatment in 2005. Between 2003 and 2005, there was a 10 percentage point decrease in the proportion of offenders who were exited from treatment as neutral. Neutral has typically signified an exit from treatment that was coded as "failing to engage."

Differences in the successful completion rates of males and females were substantial in 2005. Only 36% of females successfully exited treatment in 2005 and 48% of males successfully completed treatment. Females also had a much higher rate of unemployment at the time of exit from treatment in 2005 as compared to males. In addition, females had lower rates of being in a stable housing situation than males at the time of exit.

The re-arrest trends remained constant over time. Since 2002, 40% of offenders had at least one arrest in the year following treatment. For those years which a three year recidivism was calculated, almost 20% more had a new arrest in the following two years. This means that about 40% of offenders in residential treatment do not have a new arrest within three years of exiting treatment. Consistently, across a five year period, there is at least a 20 percentage point reduction in the number of offenders arrested in the one year prior to treatment compared to the one year following treatment.

Fugitive warrant arrests account for 58% of all first arrests after exiting from treatment. Further analysis however, reveals that only 12% of these have only a fugitive arrest in the twelve months following treatment. The remaining 46% have at least one new criminal arrest following their fugitive warrant arrest.

An analysis of those who remained in treatment longer than 90 days continues to show more successful outcomes than those who do not remain in treatment at least 90 days. Those with 90 days or more, had much higher rates of successful treatment completion and a greater reduction in the proportion with an arrest following treatment.

Differences in outcomes by race were also evidenced. The proportion of African American offenders successfully completing treatment was 33% as compared to 47% of White offenders. The average number of arrests in the year following treatment for African Americans was twice that of White offenders.

RECOMMENDATIONS

The types and characteristics of the offenders served through alcohol and drug residential treatment are many and varied. Of particular note are the differences that exist in the outcomes based on race, gender, or even drug of choice. Recidivism rates and rates of successful completion seem to remain constant over time as evidenced by five years worth of data trends. However, to perhaps have more of an impact on successful treatment completion rates and on recidivism, it would be beneficial to further investigate not only what might be contributing to

these differences but how we might better serve a diversity of populations in a strategic manner that would specifically address the issues or needs of these differing populations.

Addressing the specific needs of male and female clients in treatment is not a new concept. However, further research might need to be done on our criminal justice population to determine how their needs might be best be met. Do women in the Portland area need more help with employment and housing than males? Are these women single mothers with child care needs and issues?

Additionally, it appears that there is a need to address that African American offenders might have different addiction needs than White male offenders. How different are cocaine/crack users than methamphetamines users? How does race play a role in the drug of choice? What issues are unique to African American clients compared to White clients? By gaining further insight into what these differences are, we can begin to have discussions around how to tailor the treatment experience to those populations.

Engaging a client in treatment is essential to the offender's success in treatment. Research indicates that is important to assess the client's readiness and motivation for treatment. Criminal justice clients may have greater reluctance or resistance to being in treatment if they have been court ordered. As such, they may require a slightly different approach at engagement into treatment. Other important considerations for improving engagement in treatment include improving attendance at counseling sessions and targeting interventions to clients with different needs. Targeted interventions to clients with varying needs seem particularly relevant for Multnomah County DCJ clients in light of what the data are revealing.

ACKNOWLEDGEMENTS

The Department of Community Justice and the Research & Evaluation Unit would like to extend their acknowledgement and gratitude to the Treatment Provider community for their continued efforts in submitting intake and exit data for DCJ offenders attending treatment. Without the efforts and dedication of the Treatment Provider community this report would not have been possible



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Recidivism Rates for DCJ Offenders Exiting Outpatient A&D Treatment in 2003 and 2004

September 7, 2006

Kim Pascual, Research & Evaluation Analyst

PURPOSE OF REPORT

The Department of Community Justice (DCJ) contracts with several community outpatient Alcohol and Drug Treatment providers for the treatment of DCJ clients on probation or parole. This report will examine the rates of re-arrest for a sample of offenders in the year following their exit from treatment. The post re-arrest rates will be compared to the rates of arrest in the twelve months prior to their entry to treatment. This report will include outpatient treatment episodes closed in 2003 and 2004.

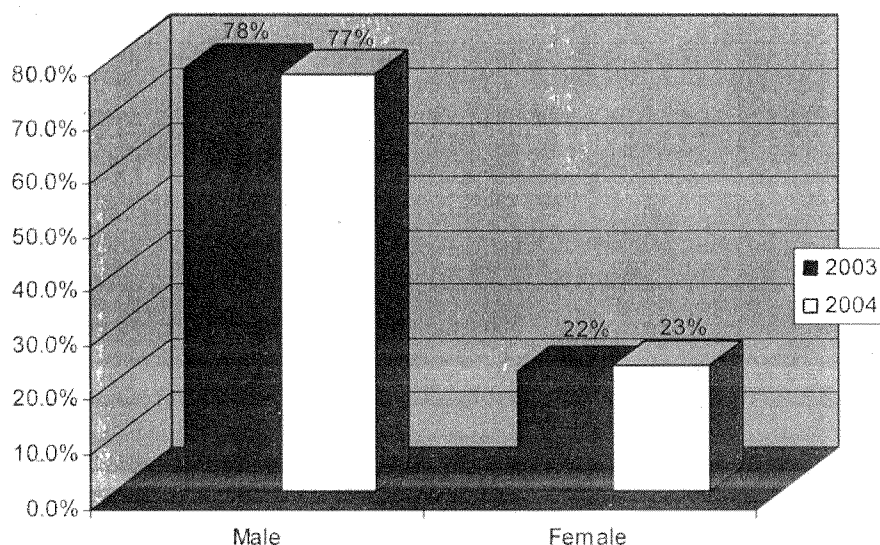
In 2003 and 2004, almost a third of the outpatient treatment episodes included offenders who were part of the Clean Court program, which in addition to participating in alcohol and drug treatment had the additional components of court appearances, random drug/alcohol testing weekly and maintaining contact with drug court staff weekly as part of the offender's condition's of probation. To help account for the possible effects of the Clean Court program, these offenders were analyzed separate from those who were not part of the Clean Court program. Those offenders who attended just outpatient treatment will be referenced as the "Outpatient Only" group and those offenders who attended outpatient treatment as part of the Clean Court program will be referred to as the "Clean Court Outpatient group."

METHODOLOGY

Outpatient treatment intake and exit data were obtained from the DCJ contracts database and felony arrest data was downloaded from the DSS Justice Data Warehouse. Offenders can have multiple treatment episodes within a year and for the purposes of this study, only the first exited treatment episode during the study year was used for data sets of unduplicated sample of offenders in 2003 and 2004. Arrest data for the year prior to and the year following treatment included a count of all felony arrests during those periods of time. The 2003 sample included a total of 586 offenders and the 2004 sample consisted of a total of 594 offenders.

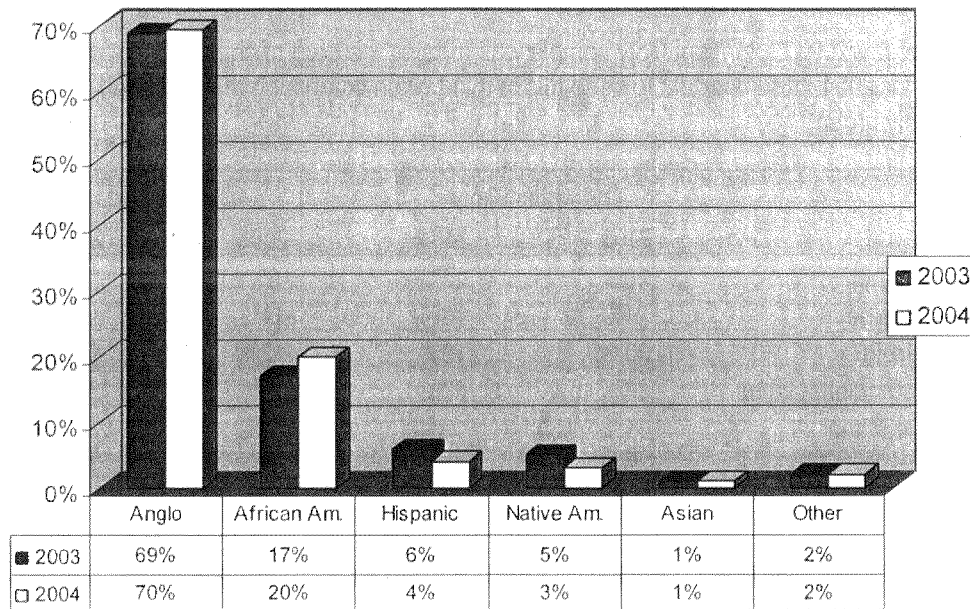
GENERAL INFORMATION

Gender by Year of Outpatient Only Group



The proportion of males and females in the Outpatient Only group remained roughly the same between 2003 and 2004. The Clean Court Outpatient groups for both 2003 and 2004 were 30% female and 70% male.

Race by Year of Outpatient Only Group



Of the Outpatient Only group, there was a three point increase in African American offenders, a two point decrease in Hispanics and a two point decrease in Native Americans in outpatient treatment. The proportions of offenders by race for the Clean Court Outpatient group closely mirrored the figures reported above.

	Outpatient Only		Clean Ct. Outpatient	
	2003	2004	2003	2004
LOS (days)				
Mean	190	146	92	146
Age				
Minimum	18	18	20	19
Maximum	71	65	63	58
Mean	36	36	37	38

For the Outpatient Only group, the average length of stay (LOS) decreased by 45 days between 2003 and 2004. Conversely, the average for the Clean Court Outpatient group increased by 54 days during the two year period.

The average age for the Outpatient Only group was 36 for both years and slightly higher at 37 in 2003 and 38 in 2004 for the Clean Court Outpatient group.

Primary Drug of Choice

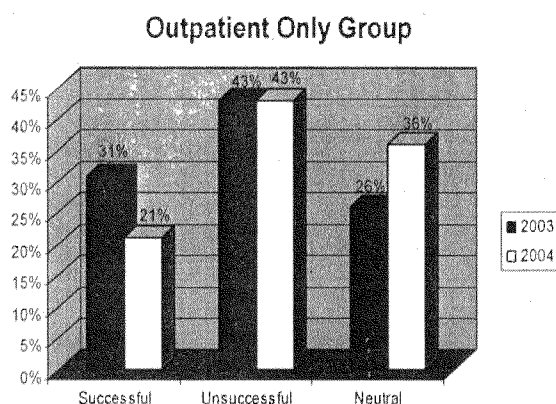
As part of the intake process for entering treatment, offenders are asked what their primary drug of choice is. Drug of Choice data provide some indication of which substance may be a problem for the offender. However, an offender may report what their drug of choice is among the spectrum of substances available but it is not necessarily an endorsement of which drug they are currently using or abusing.

Almost 46% of the 2003 Outpatient Only sample was missing the drug of choice data, compared to only 5% missing data for 2004. It is important to keep this in mind when comparing the 2003 and 2004 data for the Outpatient Only group.

	Outpatient Only		Clean Court	
	2003	2004	2003	2004
Alcohol	20%	13%	9%	11%
Cocaine	14%	16%	14%	15%
Heroin	20%	10%	17%	15%
Methamphetamine	30%	37%	39%	36%
Marijuana	13%	19%	14%	15%
Crack	1%	2%	5%	6%
Other	3%	3%	1%	2%

In 2004, over a third of both groups reported Methamphetamine as their drug of choice followed by Cocaine, Heroin, and Marijuana.

Treatment Completion



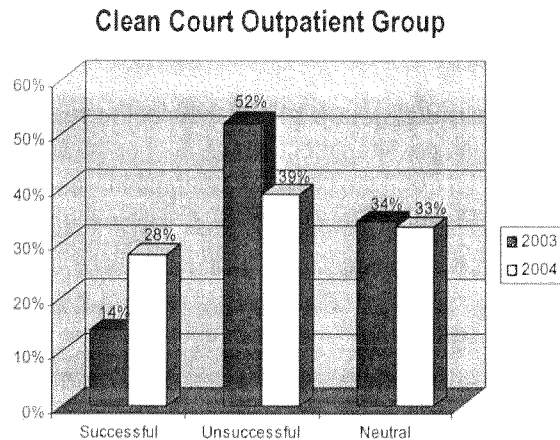
Between 2003 and 2004, there was a 10% drop in the proportion of offenders in Outpatient Only group who successfully completed treatment. The proportion who exited treatment unsuccessful remained the same and there was a 10% increase of those with a Neutral exit from treatment.

In July 2003, there were changes to the criteria for successful treatment completion were implemented which may have had some effect on the results reported here.

Current DCJ criteria for successful completion of treatment are defined as meeting ASAM PPC-2R discharge criteria and 100% of UAs in the past 30 days were clean.

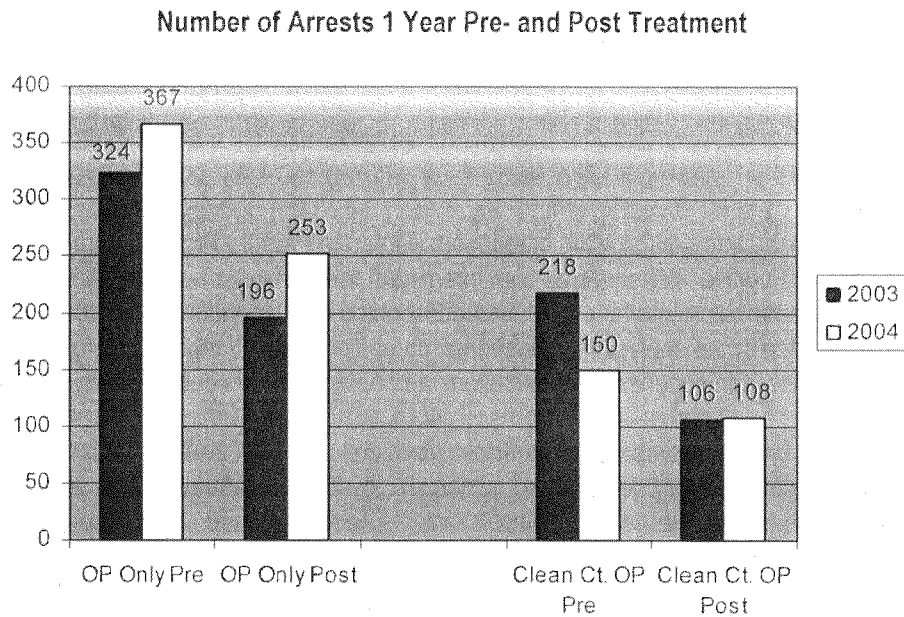
The proportion of offenders successfully exiting treatment for the Clean Court Outpatient Group doubled between 2003 and 2004. Those who unsuccessfully exited treatment dropped by 13% and those exiting treatment as Neutral only changed by one percent.

The increase in successful exits from treatment for this group may be in part due to Clean Court having refined the program and process since its implementation in March 2002.



RECIDIVISM: ARRESTS PRE- AND POST TREATMENT

Arrest data for both the 2003 and 2004 sample were collected for a one year period before and after treatment. Arrests included felony offenses only and excluded technical violations. For both the 2003 and the 2004 sample, there was decrease in the rates of arrest for both the Outpatient Only and the Clean Court Outpatient groups. The Outpatient Only group had a 40% reduction in the number of arrests pre- and post in 2003 and a 31% reduction for 2004. The Clean Court Outpatient group decreased the number of arrests by 22% in 2003 and 28% in 2004.

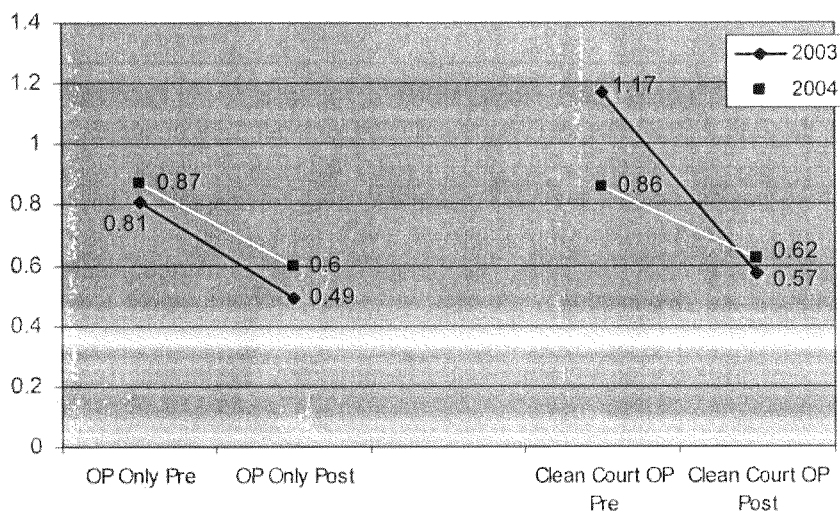


The Outpatient Only group had 49% with no arrest in the one year prior to treatment compared to 73% with no arrest in the year following treatment in 2003. In 2004, there was 51% with no arrest one year prior and 62% with no arrest in the year following. The Clean Court Outpatient group had 40% with no arrest in the year prior to treatment in 2003 and 62% with no arrest in the year after treatment. In 2004, 51% did not have an arrest in the year prior to treatment and 64% did not have an arrest in the year following treatment.

It is interesting to note there was a substantial portion from both groups with no arrest activity in the year prior to treatment.

As seen in the chart below, the mean number of arrests in the year prior to treatment for the Outpatient Only group in 2003 was 0.81 and 0.49 for the year following treatment. In 2004, the mean pre-treatment was 0.87 and post treatment was 0.60. For the Clean Court Outpatient group, the pre-treatment mean in 2003 was 1.17 and the post treatment mean was 0.57. In 2004, the pre-treatment mean was 0.86 as compared to 0.62 mean number of arrests in the year following treatment. The differences for both the Outpatient Only and Clean Court Outpatient groups in 2003 and 2004 were statistically significant.¹

Mean Arrests Pre- and Post Treatment by Year



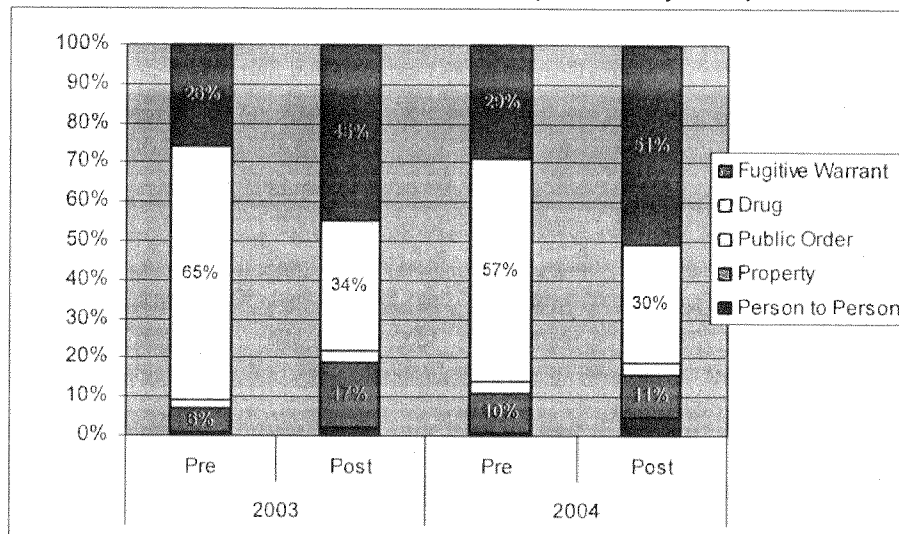
ARREST TYPES

All arrests were categorized into the following categories: Person to Person, Property, Drug, Public Order and Fugitive Warrant. A Fugitive Warrant arrest can often stem from offender non-compliance of either leaving treatment or not attending treatment and then absconding which results in a warrant for their arrest. These arrests are included in the analyses because they can be considered an indicator of an offender's continued non-compliance with supervision expectations and participation in criminal activity.

For the Outpatient Only group, a comparison the arrest types pre- and post treatment showed a substantial portion with drug arrests in the year prior followed next in size by Fugitive Arrests. In the year following treatment, drug arrests have decreased but Fugitive Warrants have increased. The proportion of property arrests also increased in the year following treatment compared to the year prior to treatment.

¹ The differences for the Outpatient Only group in 2003 and 2004 was statistically significant at the $p < .000$ level as well as for the Clean Court Outpatient group in 2003. The level of statistical significance was $p < .009$.

Arrest Types Pre- and Post: Outpatient Only Group

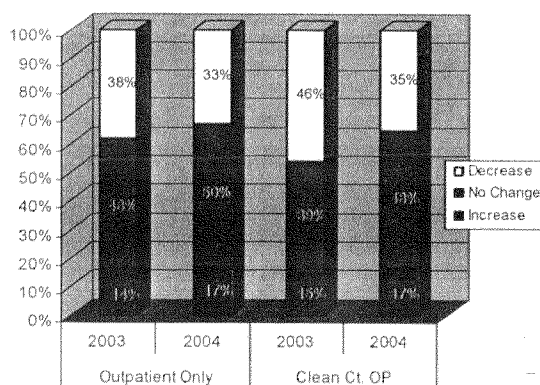


A similar pattern of arrest types for the Clean Court Outpatient group closely resembled the Outpatient Only group where drug arrests were higher in the year prior to treatment followed by a decrease in the year after treatment but a corresponding increase in Fugitive Arrests.

CHANGE SCORES

A change score was calculated for each offender in both the 2003 and 2004 samples. The score represents the change in the number of arrests in the year prior to treatment and the year following treatment. The scores were then coded into three groups which represented either an increase in the number of arrests from pre- to post, a decrease in the number of arrests pre- and post, or no change in the number of arrests pre- and post. The "no change" group would also include those who had no arrest either in the year prior to treatment or in the year following treatment.

Change Score Groups by Year



The proportion of offenders who had a decrease in the number of arrests in the one year pre-treatment compared to the one year post-treatment was approximately one third, with the exception of the 2003 Clean Court Outpatient group where almost half the group had a decrease between pre- and post.

It is also interesting to note that a large portion of the "no change" groups were offenders who did not have any arrests either in the year prior to treatment or in the year following treatment.

Descriptive data for each of these groups for the Outpatient Only samples revealed some interesting findings which may warrant further investigation and which may provide a better understanding of the

population being served as well as how they might best be served. The following table contains the descriptive data for each of the change groups for Outpatient Only samples in 2003 and 2004. ²

Arrest Change Groups for Outpatient Only Samples

	Decreased Arrests		No Change		Increased Arrests	
	2003 n= 153	2004 n= 137	2003 n= 191	2004 n= 210	2003 n= 55	2004 n= 73
Exit Type						
Successful	8%	7%	54%	30%	15%	19%
Unsuccessful	55%	51%	28%	36%	60%	51%
Neutral	37%	42%	18%	34%	26%	30%
Drug of Choice						
Alcohol	10%	8%	33%	18%	9%	10%
Cocaine	20%	17%	8%	16%	15%	16%
Heroin	28%	12%	14%	8%	15%	12%
Methamphetamine	30%	46%	25%	31%	42%	38%
Marijuana	10%	14%	17%	22%	9%	20%
Crack	0%	2%	0%	3%	3%	0%
Other	1%	1%	3%	3%	6%	4%
Employment Status at Exit*						
Not Employed	65%	73%	46%	51%	59%	63%
Employed (FT or PT)	31%	22%	46%	43%	37%	26%
*does not total 100%						
Mean LOS	123	78	248	190	174	150
Mean Age	35	36	36	37	35	33
% with an Arrest Pre-/Post						
Pre-Treatment	100%	100%	16%	22%	36%	30%
Post-Treatment	14%	23%	16%	22%	100%	100%
# of Arrests Pre-/Post						
Pre-Treatment	259	266	39	65	26	36
Post-Treatment	35	43	39	65	122	145

A review of these data indicates some interesting differences. The group which had fewer arrests in the year following treatment than in the year prior to treatment had fewer than 10% who successfully completed treatment. This raises the question about why there was a positive effect on recidivism for this group who seemingly were not successful in treatment. The "decrease" group also had over 50% with only one arrest in the year prior to treatment followed by between 75 and 86% with no arrest in the year following treatment. It would appear that this group, while not experiencing successful outcomes in treatment, may also not be engaging in further criminal activity. Other notable points about this group are that they were the

² The Clean Court Outpatient group total numbers were too low when split into the three different change groups to warrant a more detailed analysis. However, data run for this group had findings similar to the Outpatient Only group.

group with the highest proportion unemployed at the time of exit from treatment, had the lowest average length of stay and had the highest total number of pre-treatment arrests. Further investigation of this group would provide a better understanding of what is contributing to the decrease in arrest from pre- to post especially in light of data that logically suggests the converse would be true. It is important to note here that offender time in the community is not accounted for in these analyses. That is, the decrease in arrests could possibly be attributed to offenders who are incarcerated or otherwise without the opportunity to re-offend.

These data also provide a descriptive picture of the offender who might be benefiting the most from treatment. The "no change" group had the highest rates of successful completion with over half successfully completing treatment in 2003. This group also had the lowest proportion reporting methamphetamine as their drug of choice and instead had higher rates of offenders who indicated alcohol or marijuana was their drug of choice. This is perhaps an indication of how much more challenging it can be to engage methamphetamine users in treatment. Data for the "increase in arrest" group also seem to support this where roughly 40% indicated methamphetamine as their drug of choice for both 2003 and 2004. The "no change" group had 84% with no arrest in either the year prior to treatment or in the year following treatment. They also had the highest proportion that was reported to be employed either full time or part time at the time of exit from treatment. Their average length of stay was the highest of all three groups and the average age was slightly higher than the "decrease" or "increase" groups. These data suggest that perhaps the "no change" group is have a more stable life and are more inclined to be willing to engage in treatment to gain the most benefit. The older average age might also be an indication of a population that is "aging out" of their criminal thinking and behaviors with more of a commitment to changing their lives.

The group which experienced an increase in arrests pre- and post treatment was similar to the "decrease" group. However, this group had a higher proportion that successfully completed than the "decrease" group as well as a higher percentage who were employed at exit and a higher average length of stay. The "increase" group does also have some distinct differences from the other two groups. They had a younger average age and as mentioned previously, had a higher percentage reporting methamphetamine as their drug of choice. Additionally, this group had only 30 to 36% with an arrest in the year prior to treatment but 100% had at least one arrest in the year following treatment.

Race and gender were not specifically discussed regarding these groups since the proportions were quite similar across all three groups and in comparison to the samples in their entirety. Therefore, it did not seem that there was probable reason to believe that race or gender greatly impacted the outcomes for these three groupings.

LIMITATIONS

Each of the treatment samples data sets include only the first treatment episode that closed during the study year. Intake and exit data reported here are for one treatment episode per offender. Arrest data were drawn using the admit and exit dates of this first treatment episode. This methodology allows for the possibility that an offender with multiple treatment episodes in a year may have subsequently been in treatment at the time of their post-treatment arrest. While each data set is contains unduplicated offenders for that study year, there is the possibility that some offenders may be in both the 2003 and 2004 data sets. The rates for successful and unsuccessful completion are reported for that one treatment episode per offender per year. A more accurate portrayal of completion rates should be completed using *all* treatment episodes.

Arrest data collected from the DSS Justice Data Warehouse is gathered from multiple sources and updated on a daily basis. A small portion of offenders were excluded from the study because they were not found in the Data Warehouse. In addition, data entry delay may mean that some arrests included in this study could be removed from the warehouse at a later date and that other arrests maybe included retroactively.

CONCLUSIONS

For both 2003 and 2004, offenders attending outpatient treatment were just over three quarters male and about 70% Anglo followed by about 20% African American. During 2003 and 2004, offenders could be enrolled in either just outpatient treatment or in outpatient treatment as part of the Clean Court Program. To account for the possible effects of the additional components of the Clean Court program, these two groups were analyzed separately. The average length of stay for the Outpatient Only group was 190 in 2003 and decreased to 146 days in 2004. For the Clean Court Outpatient group, the average length of stay was 92 days and increased to 146 days in 2004. The average age of the Outpatient Only group was 36 for both years and just slightly older at 37 in 2003 and 28 in 2004 for the Clean Court Outpatient group.

Drug choice data collected for both years indicated that methamphetamine was most often reported drug of choice for both the Outpatient Only and the Clean Court Outpatient groups. The Drug of Choice data was the most complete for 2004, where between 36 and 37% reported methamphetamine as their first drug of choice. Cocaine, heroin, and marijuana followed closely.

Successful treatment completion dropped 10% between 2003 and 2004 for the Outpatient Only group but doubled during the same time period for the Clean Court Outpatient group. There were changes in the criteria for defining successful completion in July 2003 that may have had some effect on these data. A more thorough analysis using all treatment episodes would provide a more accurate portrayal of the rates of treatment completion.

For both the Outpatient Only group and the Clean Court Outpatient group, there was a decrease in the overall number of arrests from the one year prior to treatment to the one year following treatment. This decrease was regardless of treatment completion status. The Outpatient Only group had a 40% reduction in arrests in 2003 and a 31% reduction in 2004. The Clean Court Outpatient group decreased the number of arrests by 22% in 2003 and 28% in 2004. The difference in the average number of arrests from pre-treatment to post-treatment was statistically significant for both groups in 2003 and 2004.

Drug arrests and Fugitive Warrant arrests comprised the largest proportion of arrest both in the year prior to treatment and in the year following treatment. There was decrease in drug arrests post-treatment and an increase in Fugitive Warrant arrests. This could indicate that while there were fewer offenders getting arrested for drug crimes, they were possibly not complying with the conditions of their probation overall.

Change scores calculated for each of the outpatient groups were used as an indicator of the proportion of offenders who had a decrease in the number of arrests pre- and post, those with an increase and those who had no change pre- and post. For the Outpatient Only group, 38% in 2003 and 33% in 2004 had a decrease in the number of arrests from pre-treatment to post-treatment.

Interesting differences emerged when comparing descriptive data for each of these change groups of those in the Outpatient Only group. The "decrease" group had the lowest percentage successfully completing treatment with only 8% successfully completing in 2003 and 7% in 2004. This is in contrast to the "no

change" group who experienced a 54% successful completion rate in 2003 and 30% in 2004. Other results of the "decrease" group seem to run contrary to a finding of fewer arrests. The "no change" group appears to be the group with the most success in treatment, greater stability, and was slightly older than the other two groups. The "no change" group also had a lower proportion who reported methamphetamine as their first drug of choice.

RECOMMENDATIONS

The results of this study suggest that offender participation in treatment has an effect on reducing the rates of arrest in the year following their exit from treatment. This is regardless of their treatment completion status. Additional analyses for longer follow-up periods of time would provide some indication of whether these effects sustain themselves over a greater period of time.

The differences in results for each of the change score groups suggest that further investigation might provide an additional understanding of which offenders might benefit most from outpatient treatment as well as help identify ways in which to further tailor treatment to these groups of offenders.

Accounting for offender time in the community would also be beneficial to more accurately determine recidivism rates. That is, to exclude those offenders who were not in the community during the time under study to avoid an artificial inflation of the rate of recidivism.



QUALITY SYSTEMS AND EVALUATION SERVICES

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Juvenile Crime Trends and Recidivism Report

September 2008

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EXECUTIVE SUMMARY

CRIME TRENDS

- Nationally, the overall crime rate increased only a slight amount (2%). The crime rate in Multnomah County experienced a marked decrease of 11% compared to 2006 which indicated an increase for the first time since 1998. In Multnomah County:
 - Person offenses decreased by 11%; in particular assaults were down by 16% along with sex offenses decreasing by 5%.
 - Property offenses decreased slightly at 3% with burglary decreasing by 11% and fraud/forgery decreasing 51%.
 - Drug offenses were down last year and continued to decrease by 31% in 2007. This is a 47% total decrease since 2005. Weapons offenses increased over last year by 18%.
- The criminal referral rate per 1,000 Multnomah County youth continued to increase over the rate in 2004 and 2005. In 2006, the rate of criminal referrals per 1,000 youth was 84.4 compared to 83.3 in 2005.
- The number of criminal referrals in Multnomah County in 2006 increased by 3 percentage points over 2005.

RECIDIVISM

- Juvenile recidivism declined by almost two percentage points compared to the 2005 cohort.
- The 2006 recidivism rate is the lowest Multnomah County has experienced since 2000.
- From 2005 to 2006, the State recidivism rate dropped 0.5 percentage points compared to the 2 percentage point decrease for Multnomah County.
- As with the 2005 cohort, approximately 2 out of 3 juveniles with a criminal referral in 2006 did not commit a new offense within 12 months of their initial referral.
- The racial breakdown of juvenile recidivists remained similar to the 2005 cohort.
- The proportion of Hispanic youth in the chronic offender population dropped by 6 percentage points while African American and White youth were both within one percentage point of the 2005 cohort.

REPORT PURPOSE AND HISTORY

This report presents trends over time of key performance indicators for Multnomah County's juvenile justice system, utilizing a combination of tables, graphs and brief narratives to highlight findings. This information is used by program administrators, managers and line staff as part of the Department's continuous quality improvement process to identify areas in which the Department is performing well, as well as identify areas in which the Department may need to focus further analytical attention.

This year the report continues the practice of joining two reports that have been produced separately in the past: *Juvenile Crime Trends Report* and the *Juvenile Recidivism Report*. Collapsing these two reports into one report reflects the relationship between the two areas under analysis and the reality that crime trends data inform our understanding of juvenile recidivism data and vice-versa. As in the past, this report will be updated and distributed annually and is available on the Multnomah County DCJ website at: <http://www.co.multnomah.or.us/dcj/evaluation.shtml#juvenilereports>

The section on crime trends describes national and county crime trends and explores in greater detail the County crime trends in terms of person, property, drug and weapons offenses. The population focus for this section is juveniles age 12-17 that had a criminal referral in Multnomah County in 2007. The section on recidivism explores the demographic profile of juveniles who re-offend, as well as those juveniles who chronically re-offend. Further, patterns and rates of re-offending are explored. The population focus for this analysis is juveniles who had a referral to the Department of Community Justice for a criminal offense in Multnomah County sometime in 2007 and subsequently were referred for another criminal offense during the year following the initial referral. This definition of recidivism has been adopted as the standard by the State of Oregon.

It is important to note that the crime trends data and the recidivism data represent two different periods of time and as such, represent two different populations of youth.

REPORT METHODOLOGY

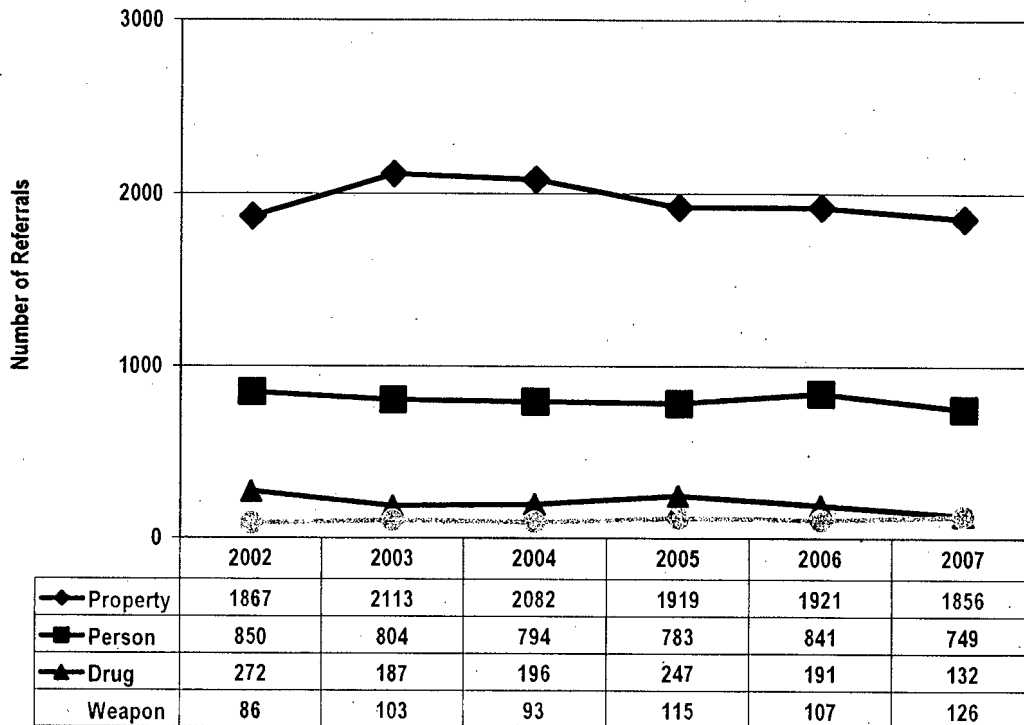
Information on Multnomah County juvenile offenders was collected, entered and maintained in the Juvenile Justice Information System (JJIS). JJIS is a state-wide electronic case-management system used by all counties in the state of Oregon and maintained by the Oregon Youth Authority. Data were extracted from JJIS to support the crime trend and recidivism analyses. Population data were downloaded from the Office of Juvenile Justice and Delinquency Prevention's website at: <http://www.ojjdp.ncrs.org/ojstatbb/ezapop>. National crime statistics data were downloaded from: http://www.fbi.gov/ucr/cius2006/data/table_38.html.

LOCAL AND NATIONAL CRIME RATE CHANGES OVER TIME
NATIONAL: 2005 – 2006, MULTNOMAH COUNTY: 2006 – 2007

	Multnomah County # of Criminal Referrals		National Statistics Estimated # of Arrests (Age 10-17)		Multnomah Percent Rate Change	National Percent Rate Change
	2006	2007	2005	2006	2006-2007	2005-2006
Person Offenses						
Homicide	3	8	929	956	166.67%	2.90%
Sex Offenses	98	93	11,893	11,231	-5.10%	-5.57%
Robbery	102	114	21,442	26,019	11.76%	21.35%
Assault	638	534	44,593	43,995	-16.30%	-1.34%
TOTAL	841	749	78,857	82,201	-10.93%	4.24%
Property Offenses						
Burglary	174	155	56,809	60,439	-10.92%	6.39%
Criminal Mischief	372	343	75,127	84,408	-7.80%	12.35%
Fraud/Forgery	49	24	8,888	8,212	-51.02%	-7.61%
Larceny/ Theft	1189	1186	217,867	204,356	-0.25%	-6.20%
Motor Vehicle Theft	127	129	27,587	25,293	1.57%	-8.32%
Arson	10	19	5,521	5,542	90.00%	0.38%
TOTAL	1,921	1,856	391,799	388,250	-3.38%	-0.91%
Drug Offenses	191	132	140,779	143,368	-30.89%	1.84%
Weapons Offenses	107	126	32,733	34,324	17.76%	4.86%
Other Offenses	1090	829	264,639	277,889	-23.95%	5.01%
TOTALS	4,150	3,692	908,807	926,033	-11.04%	1.90%

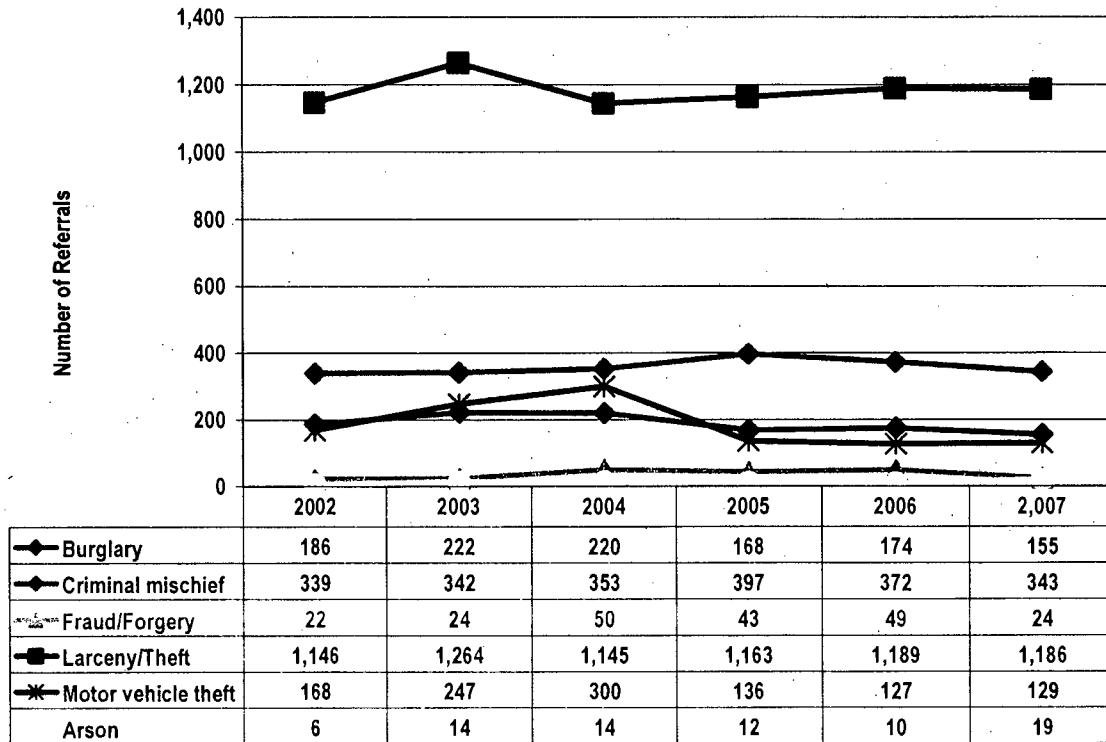
- Nationally, from 2005 to 2006, the overall crime rate remained relatively stable with an increase of 2%. However, robbery offenses increased 21% and criminal mischief increased by 12%.
- In Multnomah County, the overall crime rate decreased by 11%. A reduction was seen in the following juvenile crimes in 2007: assault (16%), fraud/forgery (51%) and drug offenses (31%).
- In Multnomah County, robbery increased by 12% and weapons offenses increased by 18%.
- Nationally and in Multnomah County, decreases in sex offenses (6% and 5%, respectively) were seen.

**CRIME TRENDS
TYPES OF OFFENSES COMMITTED
BY JUVENILES: 2002- 2007**



- Property crimes continue to decline with a 3% decrease from 2006 to 2007. The total number of property crimes is at its lowest since 2002.
- Person crimes have been declining in recent years with the exception of an up tick between 2005 and 2006. 2007 saw a return to the downward trend with a reduction of 11% in the number of person crimes committed compared to 2006.
- Drug offenses continued to decline with a 31% decrease in 2007. The total numbers of drug offenses this year marks a 51% decrease overall since 2002.
- Weapons offenses increased by 18% in 2007 with the total number of weapons offenses at the highest since 2002.

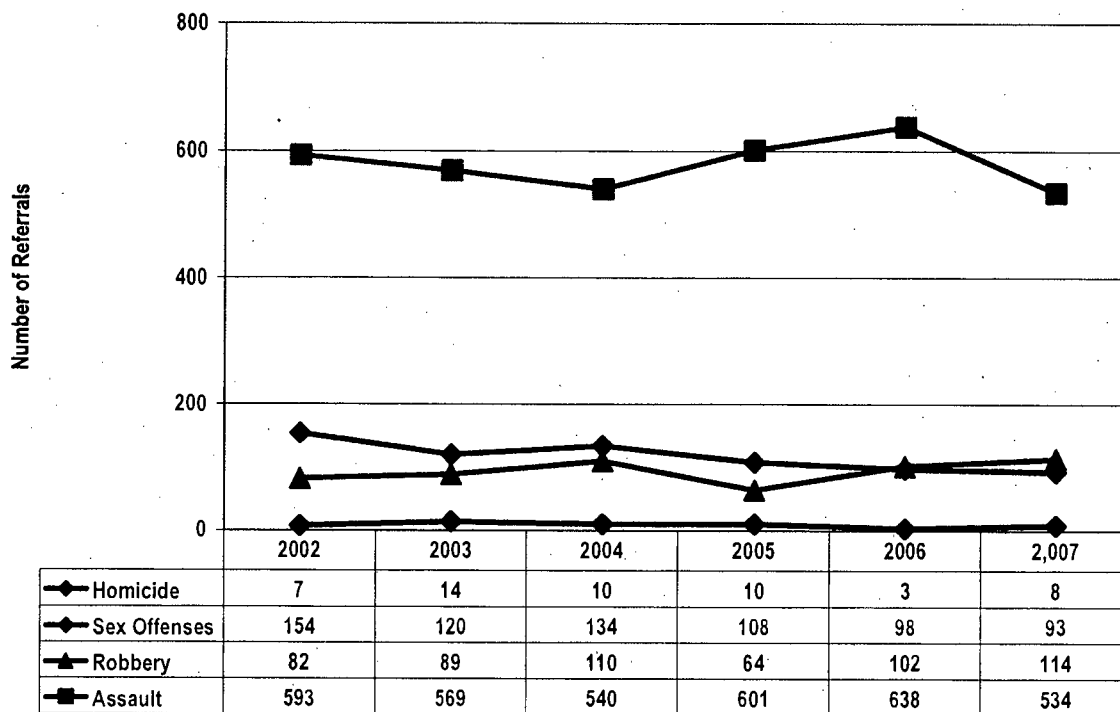
CRIME TRENDS
PROPERTY OFFENSES COMMITTED
BY JUVENILES OVER TIME: 2002 – 2007



➤ With regards to property offenses committed by juveniles:

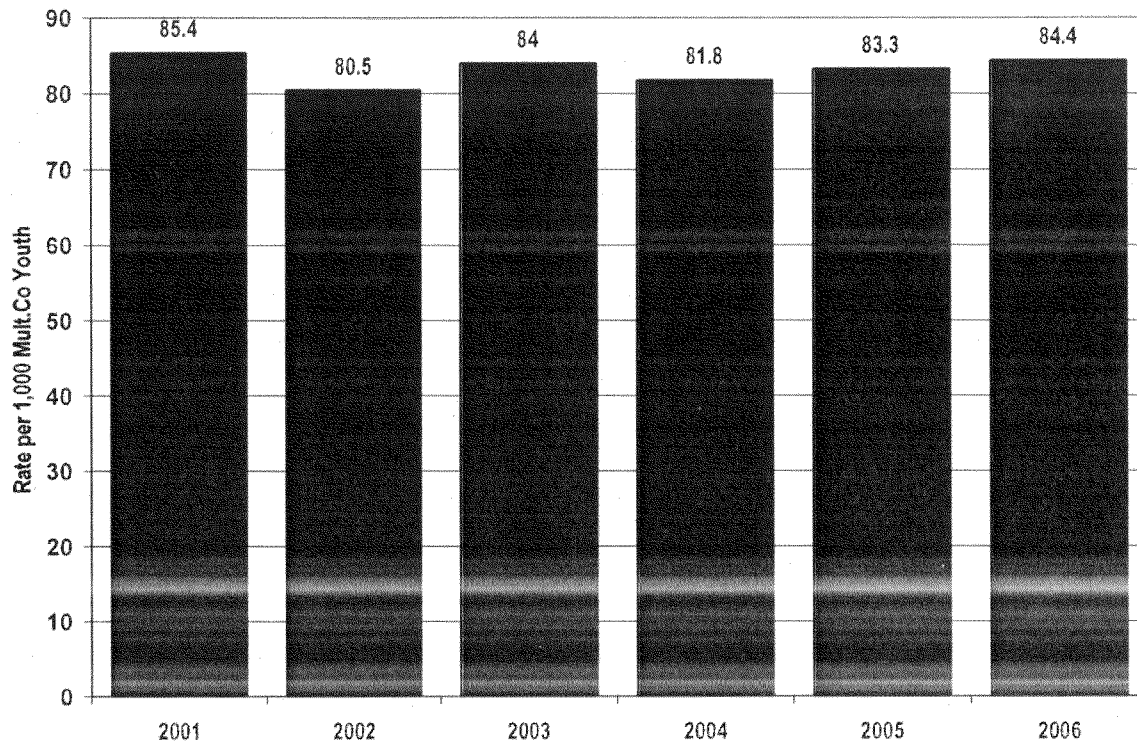
- Burglary, criminal mischief, fraud/forgery and larceny/theft all decreased from 2006 to 2007 with fraud/forgery experiencing a decrease of over 50%.
- Motor vehicle theft and arson offenses increased between 2006 and 2007 with arson offenses almost doubling in 2007.

CRIME TRENDS
PERSON OFFENSES COMMITTED
BY JUVENILES OVER TIME: 2002 – 2006



- In terms of person offenses committed by juveniles:
- Homicides increased in 2007 over 2006 but were more closely aligned with the total number of homicide offenses in years prior to 2006.
 - Sex offenses and assault offenses continued to decline with the total numbers for both categories at the lowest since 2002.
 - Robbery offenses increased by 12% from 2006 to 2007.

CRIME TRENDS
CRIMINAL REFERRAL RATE PER 1,000
MULTNOMAH COUNTY YOUTH: 2001 – 2006
YOUTH 12 – 17 YEARS OLD



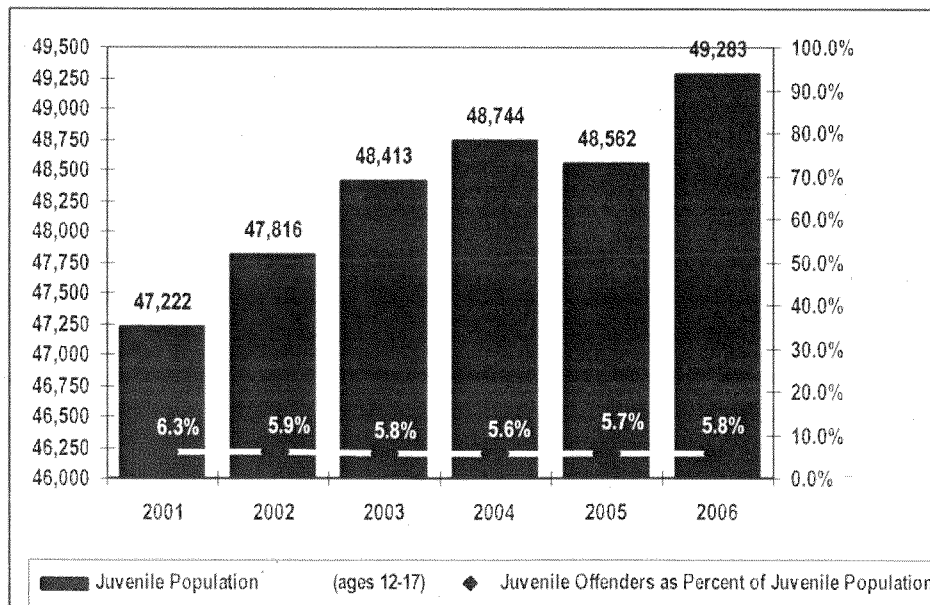
The above graph takes into account the changing population of juveniles in Multnomah County in comparison to the number of criminal referrals per year. The rate is derived by dividing the number of youth in the County into the number of criminal referrals for the same year multiplied by 1000.

- There was a slight increase in the criminal referral rate for 2006 over 2005 yet it remained lower than the high of 85.4 in 2001.

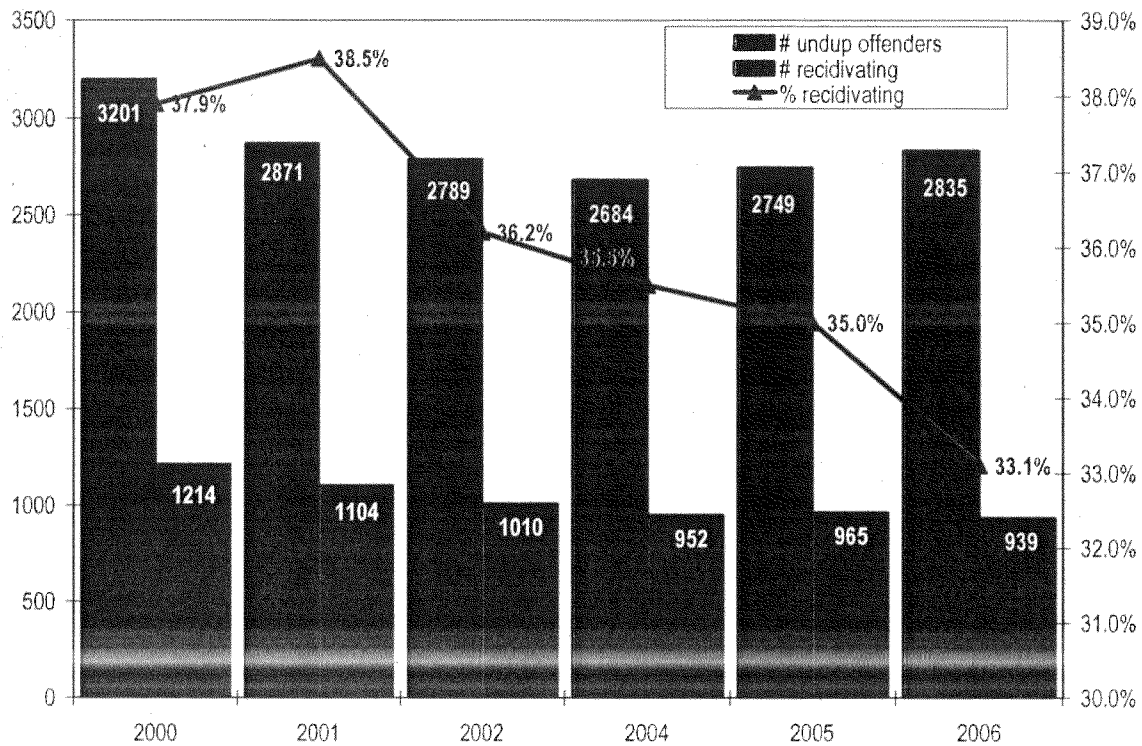
CRIME TRENDS
MULTNOMAH COUNTY JUVENILE POPULATION
COMPARED TO JUVENILE OFFENDERS: 2001 – 2006

Calendar Year	2001	2002	2003	2004	2005	2006
Juvenile Population (ages 12-17)	47,222	47,816	48,413	48,744	48,562	49,283
Number of Criminal Referrals (Felony & Misdemeanor)	4,033	3,849	4,065	3,989	4,047	4,150
Number of Unduplicated Juvenile Offenders	2,953	2,843	2,811	2,727	2,749	2,838
Juvenile Offenders as Percent of Juvenile Population	6.3%	5.9%	5.8%	5.6%	5.7%	5.8%

- The juvenile population in Multnomah County continues to increase with a gain of over 2000 youth in the past six years.
- After two years of decreases, the number of criminal referrals in 2006 increased by 2.8% as compared to 2005.
- The number of unduplicated youth receiving referrals had been decreasing since 2001. However, in 2006 the number of youth with a criminal referral increased by 3% over the number of youth in 2005.

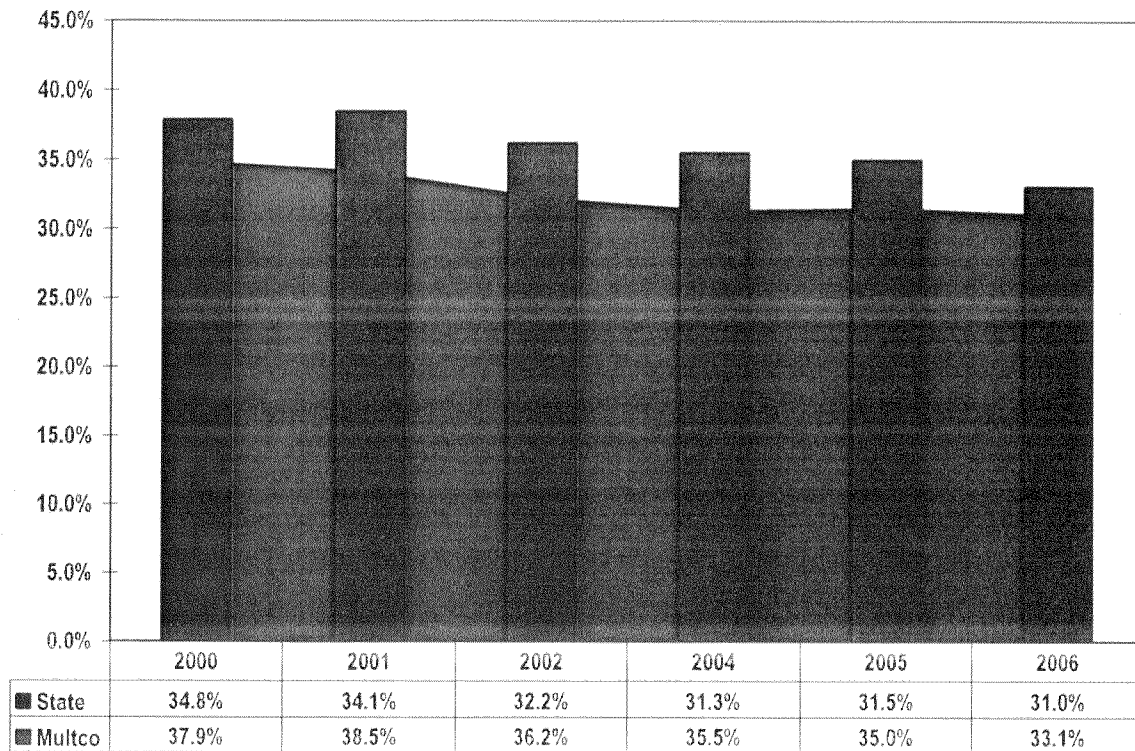


MULTNOMAH COUNTY JUVENILE RECIDIVISM 2000 - 2006



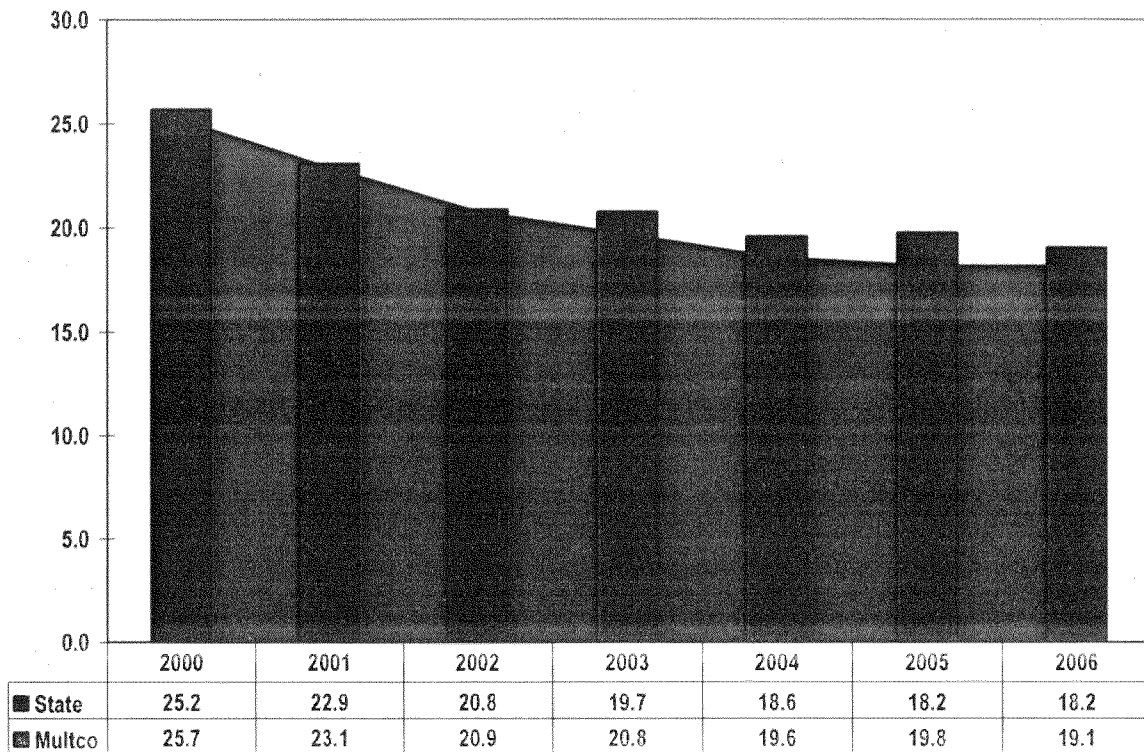
- The rate of recidivism continues to decline. The 2006 rate of 33% is the lowest recidivism rate since 2000.
- While the total number of unduplicated youth in 2006 increased, the overall number of recidivating youth decreased to the lowest rate in the past six years.

**PERCENT OF YOUTH WHO RE-OFFEND WITHIN 12 MONTHS:
MULTNOMAH COUNTY AND STATE OF OREGON: 2000 – 2006**



- The recidivism rates for both the State overall and for Multnomah County continue to decline. Since 2000, the State rate of recidivism has decreased by 4 percentage points while the rate of recidivism for Multnomah County has decreased by 5 percentage points.
- The recidivism rate for the State decreased by .5% from 2005 to 2006 and the rate for Multnomah County decreased by 2%.
- Multnomah County's rate of recidivism has consistently been a few percentage points higher than the overall State rate. However, in 2006, the difference between the State rate and the rate for Multnomah County narrowed to just over 2 percentage points.

**JUVENILE CRIMINAL RECIDIVISM RATES PER 1,000:
MULTNOMAH COUNTY AND STATE OF OREGON: 2000 – 2006**



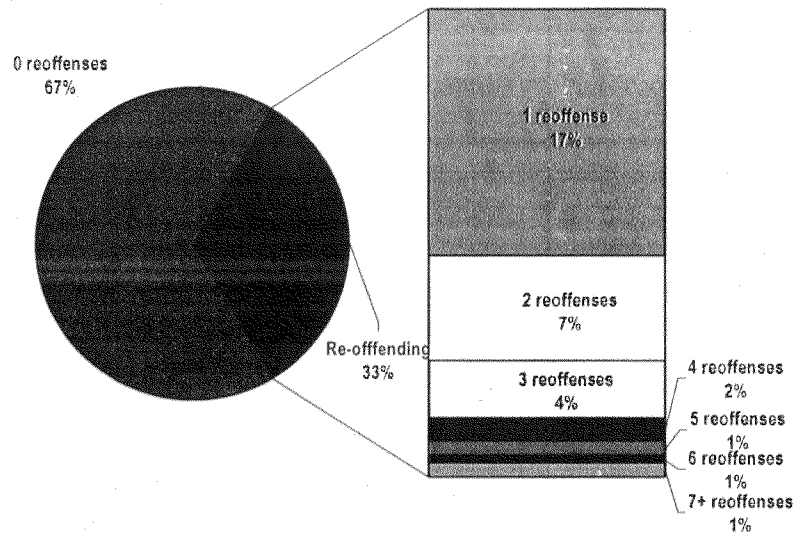
- The above graph controls for population changes when deriving a recidivism rate. The downward trend in the rate of recidivating youth per 1,000 in Multnomah County continued for 2006.
- Both the County and the State have evidenced a decline of 7 youth per 1,000 since 2000.

**DEMOGRAPHICS OF RECIDIVISTS,
NON-RECIDIVISTS AND CHRONIC RE-OFFENDERS: 2006**

Demographic	Number and Percent Overall	Number of Recidivists	% of Recidivists within Each Category	Number of Non-Recidivists	% of Non-Recidivists within Each Category	Number of Chronic Re-offenders	Percent of Chronic Re-offenders within Each Category
Gender							
Male	1890 (66.7%)	673	71.1%	1217	64.2%	187	79.6%
Female	944 (33.3%)	266	28.3%	678	35.8%	48	20.4%
TOTAL	2834 (100%)	939	100.0%	1895	100.0%	235	100.0%
Age							
11 yrs or less	10 (.04%)	2	0.2%	8	0.4%	1	0.4%
12 yrs	159 (5.6%)	54	5.8%	105	5.5%	13	5.5%
13 yrs	296 (10.4%)	97	10.3%	199	10.5%	26	11.1%
14 yrs	503 (17.7%)	202	21.5%	301	15.9%	63	26.8%
15 yrs	615 (21.7%)	197	21.0%	418	22.1%	50	21.3%
16 yrs	616 (21.7%)	233	24.8%	383	20.2%	62	26.4%
17 yrs or more	629 (22.2%)	154	16.4%	475	25.1%	20	8.5%
missing	6 (.02%)			6	0.3%		
TOTAL	2834	939	100.0%	1895	100.0%	235	100.0%
Race							
Asian	106 (3.7%)	21	2.2%	85	4.5%	3	1.3%
African-American	815 (28.8%)	376	40.0%	439	23.2%	122	51.9%
Hispanic	322 (11.4%)	116	12.4%	206	10.9%	27	11.5%
Native American	48 (1.7%)	23	2.4%	25	1.3%	4	1.7%
White	1470 (51.9%)	395	42.1%	1075	56.7%	79	33.6%
Other	73 (2.6%)	8	0.9%	65	3.4%	0	0.0%
TOTAL	2834 (100%)	939	100.0%	1895	100.0%	235	100.0%

- Recidivists are more likely to be between 14 and 16 years of age as compared to non-recidivists who are more likely to be between the ages of 15 and 17+ years of age. Of the chronic offenders, 75% are between the ages of 14 and 16.
- The recidivating group has a majority of male youth (71%) with the male percentage increasing to 80% in the chronic re-offending group.
- African American youth continue to comprise the largest racial group (52%) of the chronic offender sub-population. White youth comprise one-third of this group.

REOFFENDING PATTERNS OF RECIDIVISTS: 2006

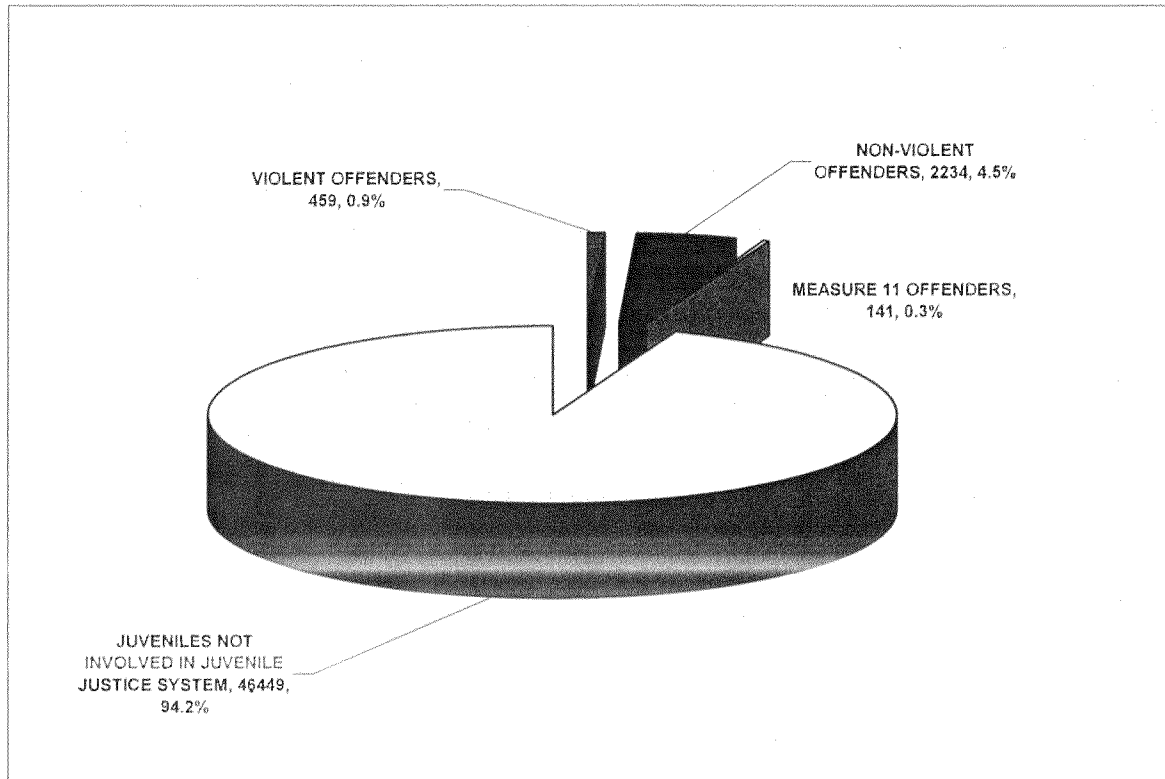


LEVEL OF CRIMINAL RE-OFFENDING BY JUVENILES: 2006

Number of Criminal Re-offenses	Number of Unduplicated Offenders	Percent of Offenders	Number of Criminal Re-offenses Committed within 12 Months	Percent of Criminal Re-offenses Committed within 12 Months
0	1895	66.9%	0	0.0%
1	493	17.4%	493	25.5%
2	211	7.4%	422	21.9%
3	116	4.1%	348	18.0%
4	46	1.6%	184	9.5%
5	29	1.0%	145	7.5%
6	17	0.6%	102	5.3%
7+	27	0.9%	237	12.3%
	2834	100%	1,931	100.0%

- Over two-thirds of the 2006 juvenile cohort did not have any new criminal referrals within 12 months of their initial referral.
- 8% (235) of the 2006 offenders are considered chronic offenders which is defined by the State of Oregon as any youth with three or more criminal referrals within 12 months of their initial referral.
- The chronic offender population is responsible for 53% of the new criminal re-referrals of the 2006 cohort.

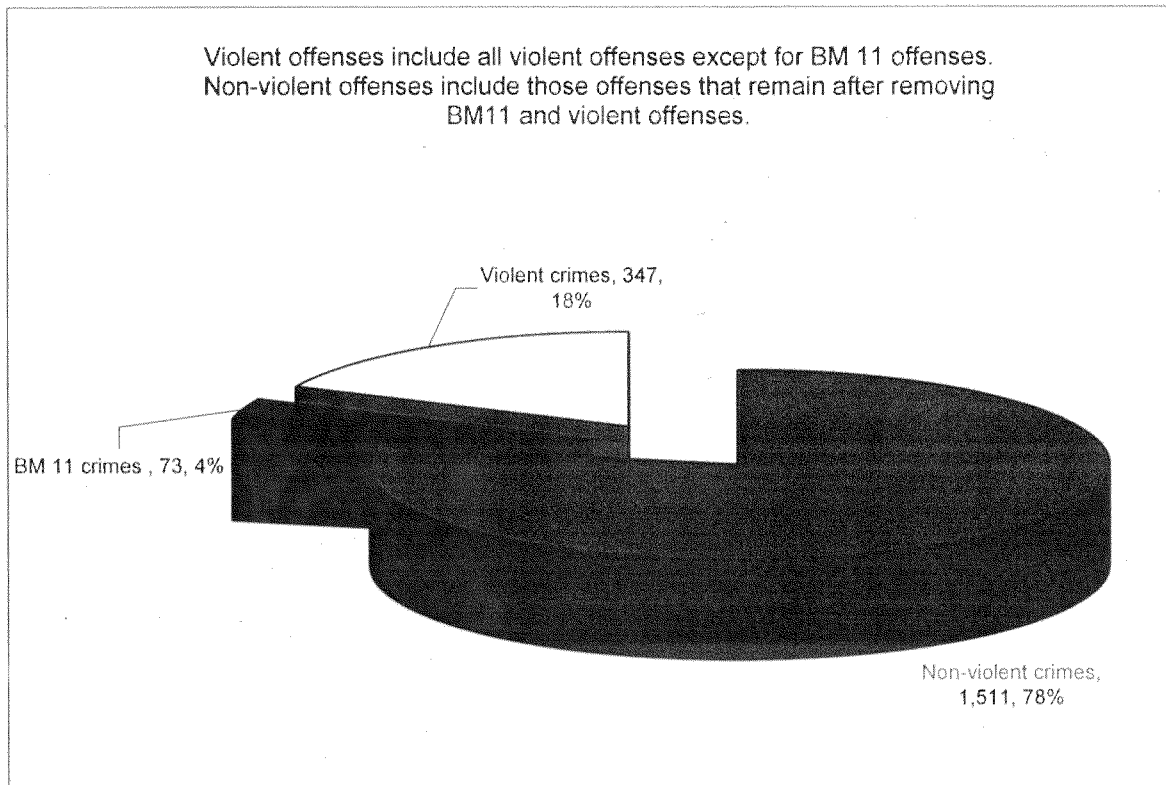
COMPARISON OF ALL MULTNOMAH COUNTY JUVENILES AGE 12 – 17 TO THE 2006 JUVENILE OFFENDERS



➤ Of the youth in Multnomah County in 2006:

- The majority (94%) of youth were not involved in the juvenile justice system at all.
- Youth with a criminal referral in 2006 comprise 6% of the total youth population.
- Violent offenders and youth with a BM 11 charge in 2006 comprise less than 1% of the total youth population.
- The majority of youth offenders committed non-violent offenses and comprise just fewer than 5% of the total youth population.

RECIDIVATING OFFENSES OF 2006 YOUTH (N = 1931)



- 78% of the recidivating offense were non-violent crimes.
- Violent crimes¹ represented 18% of new criminal re-referrals.
- Ballot Measure 11 crimes represent 4% of new criminal re-referrals.

¹ Violent crime includes the following 30 allegations: Arson-2, Assault-3, Assault-4-Fel, Assault-4-Mis, Assault Public Safety Officer, Attempt Arson-2, Attempt Assault-1, Attempt Assault-2, Attempt Assault-3, Attempt Assault-4-Mis, Attempt Assault Pub Safety Officer, Attempt Rape-1, Attempt Robbery-1, Attempt Robbery-2, Attempt Sexual Abuse 1, Attempt Sexual Penetration in the First, Attempt Sodomy-1, Carry/Use Dangerous Weapon, Conspiracy Assault-3, Felon Possess Firearm, Rape-3, Riot, Robbery-3, Sexual Abuse 2, Sexual Abuse 3, Strangulation, Unlawful Use Weapon Against Another, Unlawful Mfg Destructive Device, Unlawful Possess Destruct Device.

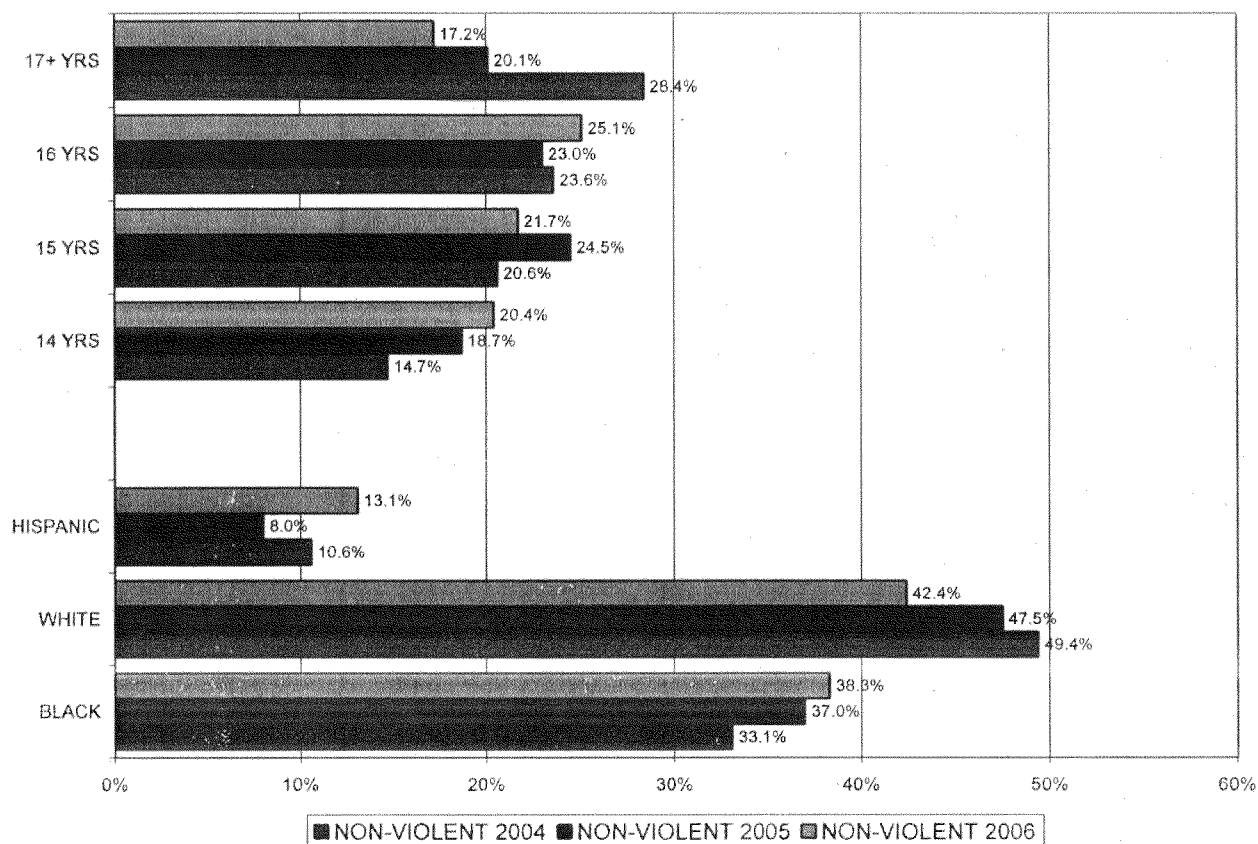
DEMOGRAPHICS OF 2006 RECIDIVISTS BY CRIME SEVERITY*
(N=939)

Demographics		Youth with Non-Violent Crimes n=746		Youth with Violent Crimes n= 158		Youth with BM 11 Crimes n=35	
		Number	Percent	Number	Percent	Number	Percent
Gender							
	Male	550	73.7%	99	62.7%	24	68.6%
	Female	196	26.3%	59	37.3%	11	31.4%
Age							
	11 yrs	2	0.3%	0	0.0%	0	0.0%
	12 yrs	44	5.9%	9	5.7%	1	2.9%
	13 yrs	71	9.5%	23	14.6%	3	8.6%
	14 yrs	152	20.4%	36	22.8%	14	40.0%
	15 yrs	162	21.7%	32	20.3%	3	8.6%
	16 yrs	187	25.1%	36	22.8%	10	28.6%
	17 yrs or more	128	17.2%	22	13.9%	4	11.4%
Race							
	Asian	19	2.5%	2	1.3%	0	0.0%
	African-American	286	38.3%	66	41.8%	24	68.6%
	Hispanic	98	13.1%	16	10.1%	2	5.7%
	Native American	22	2.9%	1	0.6%	0	0.0%
	White	316	42.4%	70	44.3%	9	25.7%
	Other	5	0.6%	3	1.9%	0	0.0%

*Data represent unduplicated youth with most severe initial allegation of 2006.

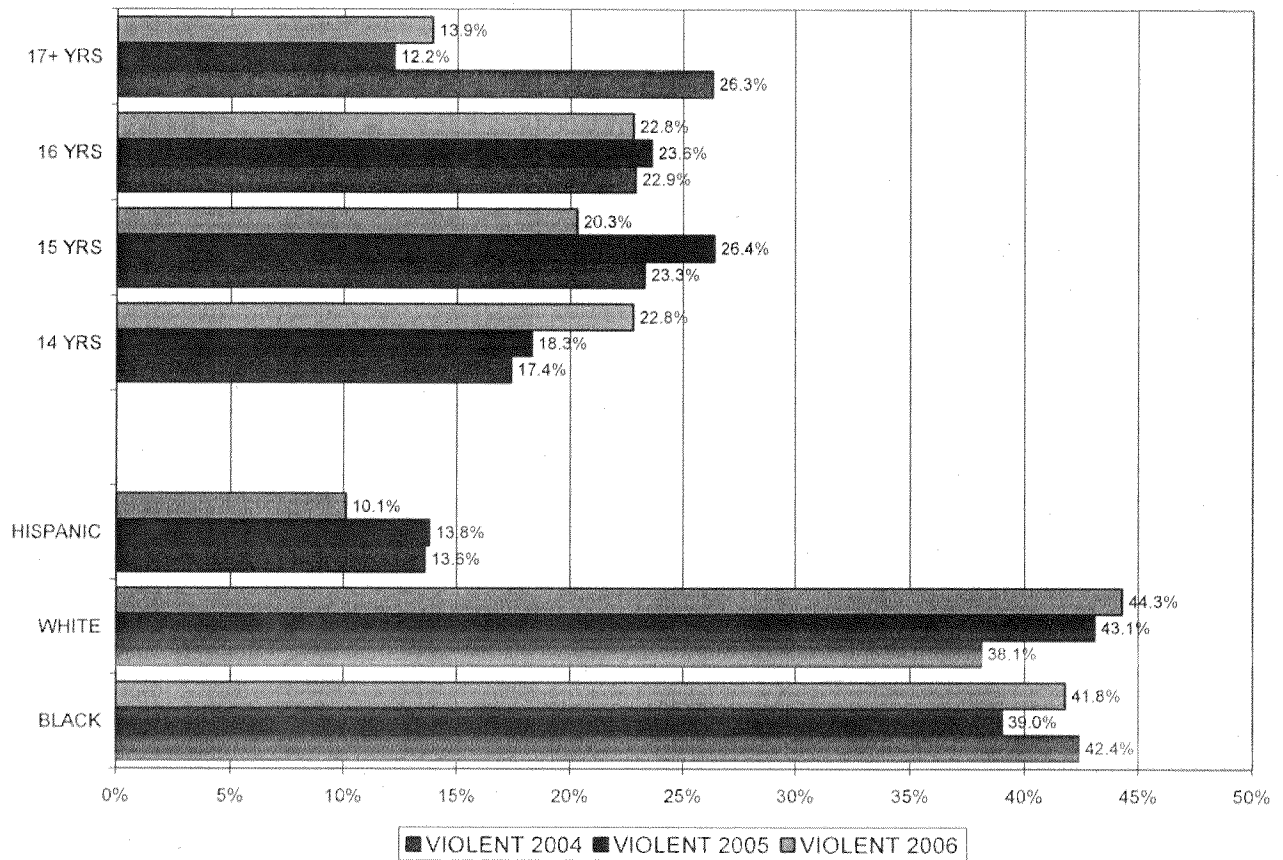
- The average recidivating youth in the 2006 cohort, initially charged with a non-violent crime, was a 16 year old White male.
- The average youth with a violent criminal referral was a White male between the ages of 14 and 16.
- The average recidivating youth with a BM 11 initial charge was a 14 year old African American male.

**AGE AND RACE DEMOGRAPHICS OF NON-VIOLENT RECIDIVISTS:
2006 COMPARED TO 2005 & 2004
(N=746)**



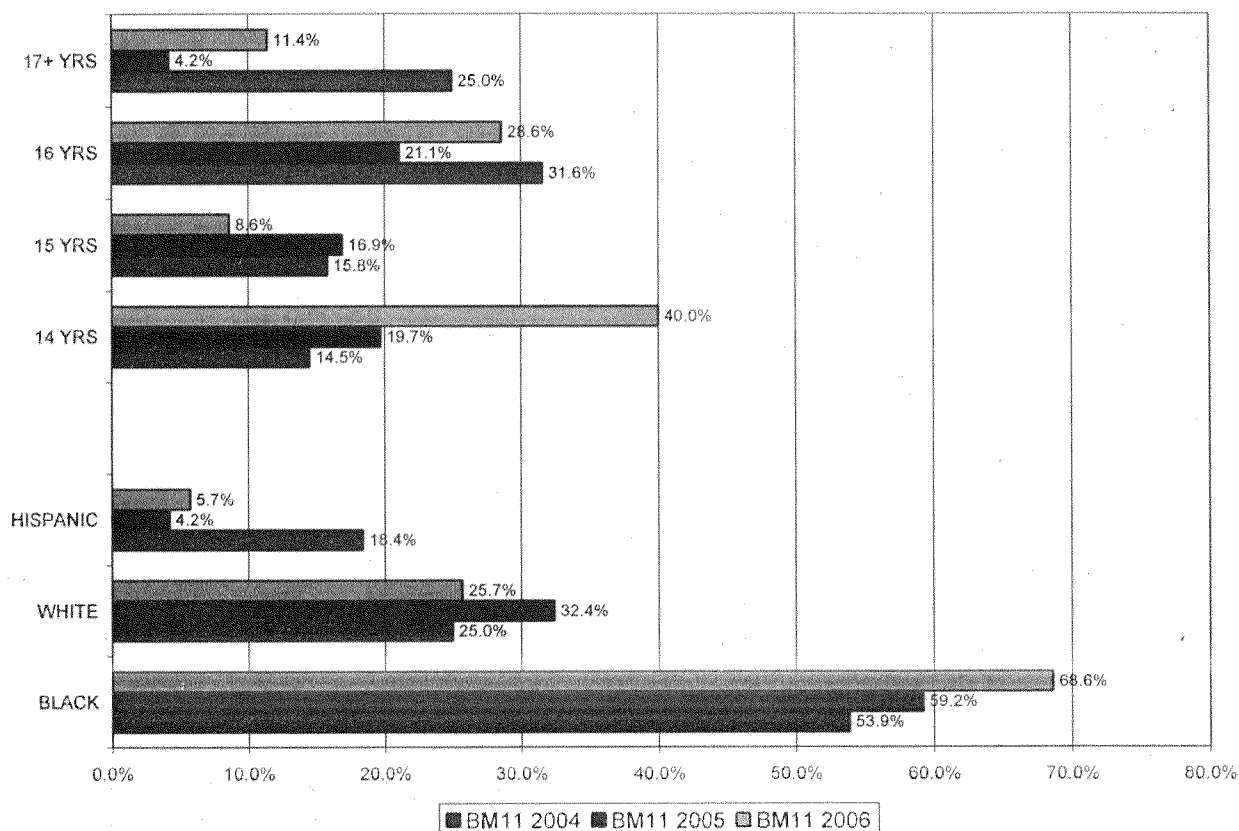
- Non-violent recidivists continue the trend of getting younger for the 2006 cohort compared to 2004 and 2005. Decreases were seen in the proportion of 15 and 17 year olds and increases were seen in 16 and 14 year olds.
- There was a decrease in the proportion of White non-violent recidivists and increases in Hispanic and African American non-violent recidivists.
- The percentage of Hispanic non-violent recidivists increased by 5 percentage points.

**AGE AND RACE DEMOGRAPHICS OF VIOLENT RECIDIVISTS:
2006 AS COMPARED TO 2004 & 2005
(N=158)**



- In general, violent recidivists are getting younger. The 2006 cohort saw an increase of 5 percentage points in the proportion of 14 year olds who were violent recidivists and a 6 percentage point decrease in the proportion of 15 year olds with a violent criminal referral.
- The proportion of 17 years and older violent recidivists increased slightly in 2006 as compared to 2005 but was still considerably lower than for the 2004 cohort.
- White and African American violent recidivists both increased slightly over the 2005 cohort.
- Hispanic violent recidivists decreased by 4 percentage points which is the lowest for the three years.

**AGE AND RACE DEMOGRAPHICS OF BM 11 RECIDIVISTS:
2006 AS COMPARED TO 2004 & 2005
(N=35)²**



- The majority (40%) of BM 11 recidivists for 2006 were 14 years of age. The proportion of 17 year old BM 11 recidivists increased in 2006 from 2005 but was still lower than for 2004.
- African American youth continue to be the majority of BM 11 recidivating youth with an increase of 9 percentage points in 2006 over 2005.
- Hispanic youth had a slight increase in the proportion of BM 11 recidivating youth over 2005 but remained lower than the proportion in 2004.
- The proportion of White youth who were BM 11 recidivists decreased in 2006 to approximately the same level as the 2004 cohort.

² *Caution should be used when comparing 2006 with 2005 and 2004 due to small sample size.

DISCUSSION

Nationally, the juvenile crime trend showed only a slight increase (2%) from 2005 to 2006. The juvenile crime rate for Multnomah County showed a substantial decrease of 11% from 2006 to 2007. Of note for Multnomah County are the following decreases: 11% in person offenses and in particular, assaults are down 16% along with a 5% decrease in sex offenses and 31% for drug offenses. Increases included a 167% increase in homicides [3 homicides in 2006 and 8 homicides in 2007], 12% in robberies and 18% in weapons offenses.

The criminal referral rate per 1,000 youth in Multnomah County increased 1% as compared to last year. This follows an increase of 2% from 2004 to 2005. Multnomah County juvenile population increased by 2 percentage points in 2006 from 2005. However, the percent of juvenile offenders as a percent of the overall juvenile population remained essentially constant and only increased a very slight amount during the same time period (0.1%).

The rate of juvenile recidivism for Multnomah County continues to decline with the lowest rate since 2000 (33%). This is an almost 2% decrease from 2005. Previous years' decreases were typically less than one percentage point. African American youth continue to be over-represented as a proportion of the youth recidivist group and in particular within the chronic offender population. While there was a slight decline in the proportion of youth who were in the chronic offender population, African American youth comprised almost 52% of the total number of chronic offenders.

The juvenile recidivist population continues to be younger in age with over 58% of the youth who recidivated being 15 years of age or younger. When comparing non-violent offenders, violent offenders and BM 11 offenders, there was an increase among Hispanic and African American youth for non-violent offenses and a decrease among Hispanic youth for violent offenses. Both White youth and African American youth showed increases in the proportion with violent offenses.

RECOMMENDATIONS

Multnomah County had decreases in the overall juvenile crime rate and among youth who recidivated. There were slight increases, however, in the crime rate per 1,000 youth and in the proportion of offenders as a percent of the juvenile population.

African American youth continue to be disproportionately in the juvenile offender population and in particular in the recidivating group. With over 50% of the chronic offender population consisting of African American youth, it is evident that serious issues exist for this population in our community. These findings are consistent with national findings and other departmental reports which suggest further investigation is needed not only at the departmental level but at the community level as well. Better understanding of what may be driving this disparity can also help to provide direction to targeted programs and services to serve this population.



Research and Evaluation Unit

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Juvenile Minority Over-Representation In Multnomah County's Department of Community Justice: Calendar Year 2007 Youth Data

March 2008

Charlene Rhyne, Ph.D.
Supervisor, Research & Evaluation Unit

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Research & Evaluation Analyst 2

EXECUTIVE SUMMARY

In this report, the issue of juvenile minority over-representation is explored. The analysis focuses on decisions regarding youth that were made: a) *before* youth were referred to the juvenile justice system (beyond the control of DCJ) *and* b) *after* they were already a part of the DCJ system. The following is a summary of the findings of the report for the various decision points for each racial group. (Figures 1, 2, and 3 in the back of the report are referenced below.)

- **African-American youth** were *more likely* (approximately three times) to be referred to the juvenile justice system for a criminal referral. They were also *more likely* than Whites to be detained after their intake at the facility and *less likely* than Whites to be released. Regarding the disposition of their cases, African-American youth were *less likely* to be assigned to 'Diversion/Informal' when compared to all other groups. For youth who were adjudicated in the juvenile justice system, African-American youth were the more likely to experience a 'Commitment to OYA Youth Correctional Facility' and more likely to have a case 'Court Dismissed' than other racial groups.
- **Hispanic youth** entering the juvenile justice system are beginning to be more evident in the system. They were slightly over-represented in the youth with criminal charges population. 2006 saw an increase the proportion of Hispanic youth brought to detention and subsequently detained as compared to 2005. Further, increased rates of adjudication were also seen.
- **White youth** were the *least likely* to be brought to the detention facility and the *least likely* to be detained after intake as compared to other racial groups. Regarding disposition of their cases, White youth were the least likely of all racial groups to be adjudicated.
- **Asian youth** proportionally entering the system is consistent with 2006 reporting. Although the numbers are small, interesting patterns have emerged. These youth are the *most likely* to be given 'Diversion/Informal' of all racial groups. Of the 22 adjudications for Asian youth, three-quarters were assigned to 'Probation.'
- **Native-American youth** have lower prevalence rates in the Multnomah County juvenile justice system. Given the low number of cases represented in these analyses it is not possible to make valid comparisons of these groups to White, African-American, Asian and Hispanic youth.

The detained data include 73 youth with BM11 offenses which are by policy a mandatory detain regardless of risk score. When BM11 offenses are removed from this analysis, the disparity between African-American and White youth is comparable to the analysis including BM11 offenses.

When BM11 Offenses are removed from the analysis, the proportion of Hispanic youth drops by almost half (30.1% to 16.8%).

- **Released (N=439)** - White youth (69.4%) were most likely to be released from detention while African-American youth (54.8%) were the least likely to be released.

FIGURE 3 – Highest Level Dispositions for Juvenile Criminal Referrals in Multnomah County DCJ By Race: 2007 – This figure tracks the various dispositions (or 'decision points') by race to which youth can be assigned after being referred to DCJ for a criminal offense. The summary below represents the most severe dispositions that occurred in 2007 for a criminal referral although the criminal referral attached to the disposition could have happened in an earlier year. These analyses do not include BM 11 dispositions.

All Youth

- Approximately 4 out of 5 youth who were referred to the juvenile justice system did not reach the 'Adjudication' stage.
- In terms of total dispositions, the majority were assigned to 'Diversion/Informal' (44.7%) followed by dispositions that were 'Closed/Dismissed' (34.4%).
- Of those criminal referrals that were adjudicated (20.9%), the majority were assigned to 'Probation' (64.1%) as compared to being 'Committed to Youth Correctional Facilities (YCF)' (11.6%) or having their case 'Court Dismissed' (24.3%).

African-American Youth

- African-American youth were most likely to have criminal referrals that were 'Closed/Dismissed' (38.6%) and least likely to be assigned to 'Diversion' (38.6%) than other youth.
- African-American youth with adjudicated criminal referrals were more likely to received a disposition of 'Committed to YCF' (20.3%) and least likely to have disposition 'Court Dismissed' (25.6%)

- The proportion of African-American youth with a disposition of 'Committed to YCF' was three times that of White youth. Further, 67% of all commitment dispositions were for criminal referrals for African American youth compared to only 24% for White youth.

Hispanic Youth

- Hispanic youth were two percentage points within the overall rate for 'Closed/Dismissed', 'Diversion/Informal' and 'Adjudication.'
- For adjudicated youth, Hispanic youth were more likely to be assigned to 'Probation' than other youth.

White Youth

- White youth were more likely to be assigned to 'Diversion' (49.2%) than other groups.
- White youth (9.6%) were three times less likely as African-American youth to have a criminal referral resulting in 'Committed to YCF.'

Asian Youth

- Asian youth were less likely to 'Closed/Dismissed' (24.2%) and more likely to be 'Diversion/Informal' (58.6%) than other youth.
- Of the few post-adjudicated Asian youth (N=22) the majority were assigned to 'Probation' (72.7%).

Figure 4 – DCJ Detain Rate by White/Minority Over Time: 1994 - 2007 – This figure explores the percentage of White youth who were brought to detention and ultimately detained as compared to the percentage of minority youth who were brought to detention and ultimately detained. Differences in detain rates are presented for 1994 – 2007.

- 1999 and 2000 are distinguished with the White and Minority detainees being detained at the same rate of 25% and 22%, respectively.
- 2007 data show a 7% decrease from 2006 in the difference in detain rates between the two groups. The difference in detain rates is 10% for the 2007 cohort.

III. DISCUSSION

Referrals to the Department of Community Justice

A disproportionately high number of African-American youth (three times higher than 'expected' based on the proportion of these youth in the community) were referred to DCJ in 2007 compared to the disproportionately small number of Asian (one-half less) and White (three-quarters less) youth. This resulted in the over-representation of African-American in the juvenile justice system coming in the front door. Thus, Multnomah County DCJ started off the process with juvenile minority over-representation, at least in terms of African-American youth, before any decisions could even be initiated by any juvenile justice staff.

Another method of looking at Disproportionate Minority Confinement (DMC) is to compute the Relative Rate Index (RRI). The RRI is an unbiased estimator that allows for fair and accurate comparisons across time and racial groups relative to a specific occurrence of an event. The table below explores the RRI for all juvenile criminal referrals that were processed through Multnomah County's Juvenile Justice Facility in 2007. The RRI for minority groups is obtained by dividing the minority rate of occurrence by the White rate of the same occurrence. The rate of occurrence is derived by dividing the number of criminal referrals by the population per 1000.

The baseline for the RRI is the occurrence of the event: in this case, referral of a White youth to juvenile justice. This index is a measure of the rate of minority youth referrals as compared to White youth. For example, the rate of criminal referral occurrence for White youth is 49.73 per 1000 youth; the rate of criminal referral occurrence for African-American youth is 261.13 per 1000 youth. Thus, African-American youth are referred at a rate that is 5.3 times higher than White youth. The RRI is yet another indicator of issues of DMC originating prior to a youth's arrival at community justice.

TABLE I
RELATIVE RATE INDEX FOR CRIMINAL REFERRALS

	Population	Crim.Referrals	Pop/1000	Rate of Occur	RRI
White	33,837	1,683	33.84	49.73	1.00
Afr. Amer.	4,760	1,243	4.76	261.13	5.25
Hispanic	6,241	517	5.61	92.16	1.85
Asian	3,915	121	3.91	30.95	0.62
Nat. Amer.	530	62	0.53	116.98	.63

Decisions Regarding Youth While in the Juvenile Justice System.

The following policy questions were the catalyst for this analysis:

- Has the problem of over-representation of minority youth decreased, increased, or remained stable in the past year?
- And if any differences do exist between the races for the various decisions made while under the supervision of DCJ, where do these differences exist?

The Department of Community Justice has established a policy of examining over-representation in excess of a five percentage point difference to determine if internal policies and procedures are contributing to this over-representation. The data analyzed for 2007 suggest that after all youth entered the juvenile justice system; the racial proportionality remained fairly stable across the various decision points of 'Brought to Detention' and 'Paper Referrals' (within five percentage points of the overall decision rates). Differences emerge in terms of the 'Detain' and 'Release' decision points. African-American youth are more likely to be detained and less likely to be released than White youth. African-American youth experience detain rates that are 8.5 percentage points higher than overall detain rates and 14.6 points higher than their White counterparts.

In looking at the racial proportions within other juvenile justice system decision points, African-American youth were least likely to get 'Diversion/Informal' and more likely to have their dispositions

'Closed/Dismissed' as compared to other racial groups. Patterns of adjudication by race were consistent with overall rates of adjudication. African-American youth were twice as likely to have a 'Commitment to YCF' and half as likely to have their disposition 'Court Dismissed' as compared to White youth.

Changes between 2006 and 2007:

Referrals to DCJ

There was a slight decrease of 4.8% in the number of unduplicated youth who were seen by DCJ from 2006 to 2007 (2,743 to 2,612 youth). The total number of juvenile criminal referrals to DCJ decreased by 5%. There was little change in the proportion of unduplicated African-American and White youth referred to DCJ from 2006 to 2007; the corresponding DRI remained relatively unchanged as well.

Detention 'Bring-ins' and 'Detain' Rate

The number of youth as well as the overall percentage of youth 'Brought to Detention' also evidenced a decrease in 2007 as compared to 2006. Notably, the decrease for total number of youth 'Brought to Detention' was 18.8%. With the exception of Hispanic youth, all rates of being 'Brought to Detention' decreased in 2007 as compared to 2006. Hispanic youth rates of 'Brought to Detention' increased 2.6%.

For all youth who were brought to detention, the percentage detained increased from 35.7% in 2006 to 36.7% in 2006, a one percentage point increase. The overall number of youth detained decreased 16.4% from 2006 to 2007. As compared to 2006 rates, African-American as well as White youth rates increased 1.2 percentage points and 5.0 percentage points, respectively.

Key Decision Points

A decrease of 14.2% was seen in the total number of dispositions in 2007 as compared to 2006. The dispositions that were 'Closed/Dismissed' decreased 5.6 percentage points and the percent of dispositions that were diverted remained the same in 2007 as compared to 2006.

The proportion of overall referrals sent to 'Adjudication' increased from 2006 to 2007 (5.6 percentage points). Increases in 'Adjudication' rates were seen across all racial groups. Hispanic youth were adjudicated at a higher rate in 2007 than 2006 with a 9.3% increase. The gap between African-American and White youth was 4 percentage points as compared to 3.3 percentage

points in 2006. Further, African-American youth were 6% more likely to be adjudicated in 2007 as compared to 2006.

Probation rates for adjudicated youth in 2007 decreased 4.7 percentage points as compared to the previous year rate. African American youth in particular had a decrease of 14.5% in rate assigned to probation. This decrease in probation adjudications was accompanied by a decrease in the proportion of dispositions resulting 'Committed to YCF' (2 percentage points). Of note is the increase in 'Court Dismissed' dispositions of 6.7 percentage points. African-American youth represented 25.6% of court dismissals in 2007 as compared to 12% in 2006.

IV. LIMITATIONS

These annual reports utilize youth data from JJIS, a state-wide data warehouse. From these data, DCJ is able to create extracts that allow the analysis of youth numbers and demographics as they move through the juvenile justice system. As in any data system, improvements over time result in more rigorous modeling of the justice system. This report used data that has improved sensitivity and reporting capabilities over previous year's analyses and reporting.

V. CONCLUSIONS

It needs to be emphasized that any differences that are seen in the figures here are merely the beginning to understanding the issue of minority over-representation. This analysis offers a starting point for exploring these issues and one should not necessarily conclude that where there are differences, there is discrimination or prejudice at work in any particular point in the juvenile referral process. There are many other factors to consider before one can arrive at these types of conclusions (e.g., severity of offenses, past criminal history). This analysis is designed to assist the department by casting a light on individual decision points in the juvenile justice system that will assist with more detailed and targeted questions for future investigation.

As is often the case in these kinds of studies, there are successes and challenges. This year evidenced many achievements. The number of youth as well as the total number of criminal referrals decreased from the past year. Further, the total number of disposition as well as the proportion of youth serving probation or committed to YCF also decreased. Conversely, there was a slight increase in percentage of youth being detained and adjudicated. Court dismissed dispositions as an outcome of adjudication increased 3.7%.

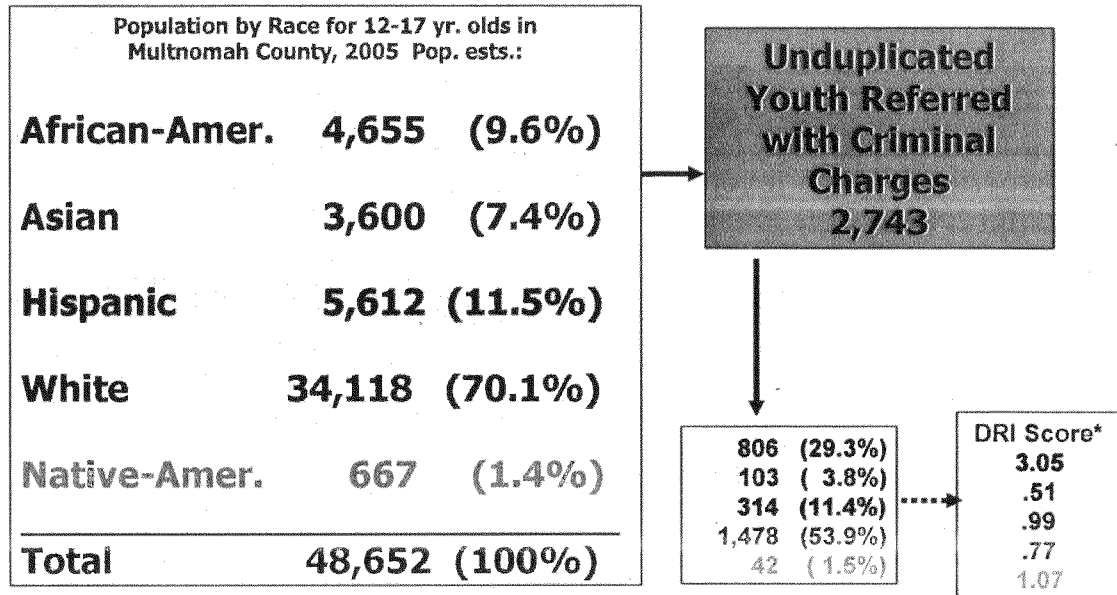
Challenges continue as we grapple with an understanding of the etiology of the over-representation of African-American youth. African-American youth are entering the deeper strata of juvenile justice in disproportionate numbers. These youth continue to be over-represented at the door of juvenile justice and continue to be the most likely to be detained and the least likely to be released of all youth. Further, disproportionality is evidenced by twice as many African-American youth having dispositions resulting in being 'Committed to YCF' (60%) as compared to their White counterparts (30%). A qualitative investigation of the different racial experiences with juvenile justice could facilitate our understanding of these differences. This exploration should include pathways into juvenile justice, services delivered and client outcomes achieved, as well as identifying antecedents to a trajectory out of the system or into a deeper stratum.

The analyses of these data included in this report will continue to inform the department about the population we serve. Further, this report will help to highlight areas of continued research to ensure equitable treatment of all youth in juvenile justice.



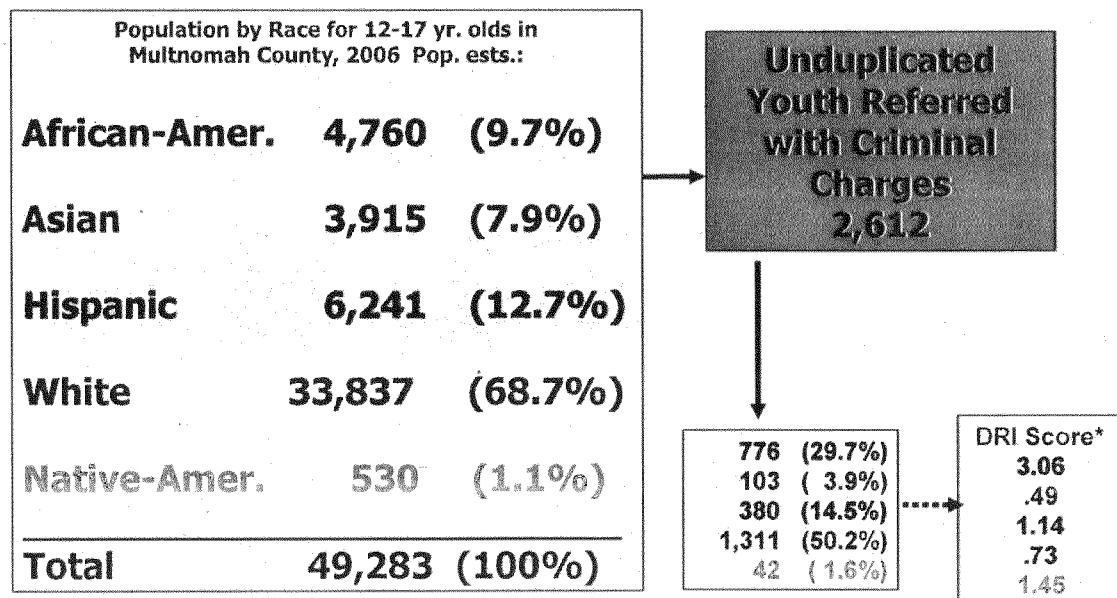
Figure 1 - Unduplicated Youth Referred to Multnomah County's Juvenile Justice System with Criminal Charges Compared to All Youth in Multnomah County

2006



*DRI = Disproportionate Representation Index (Over-rep >1; Under-rep <1)

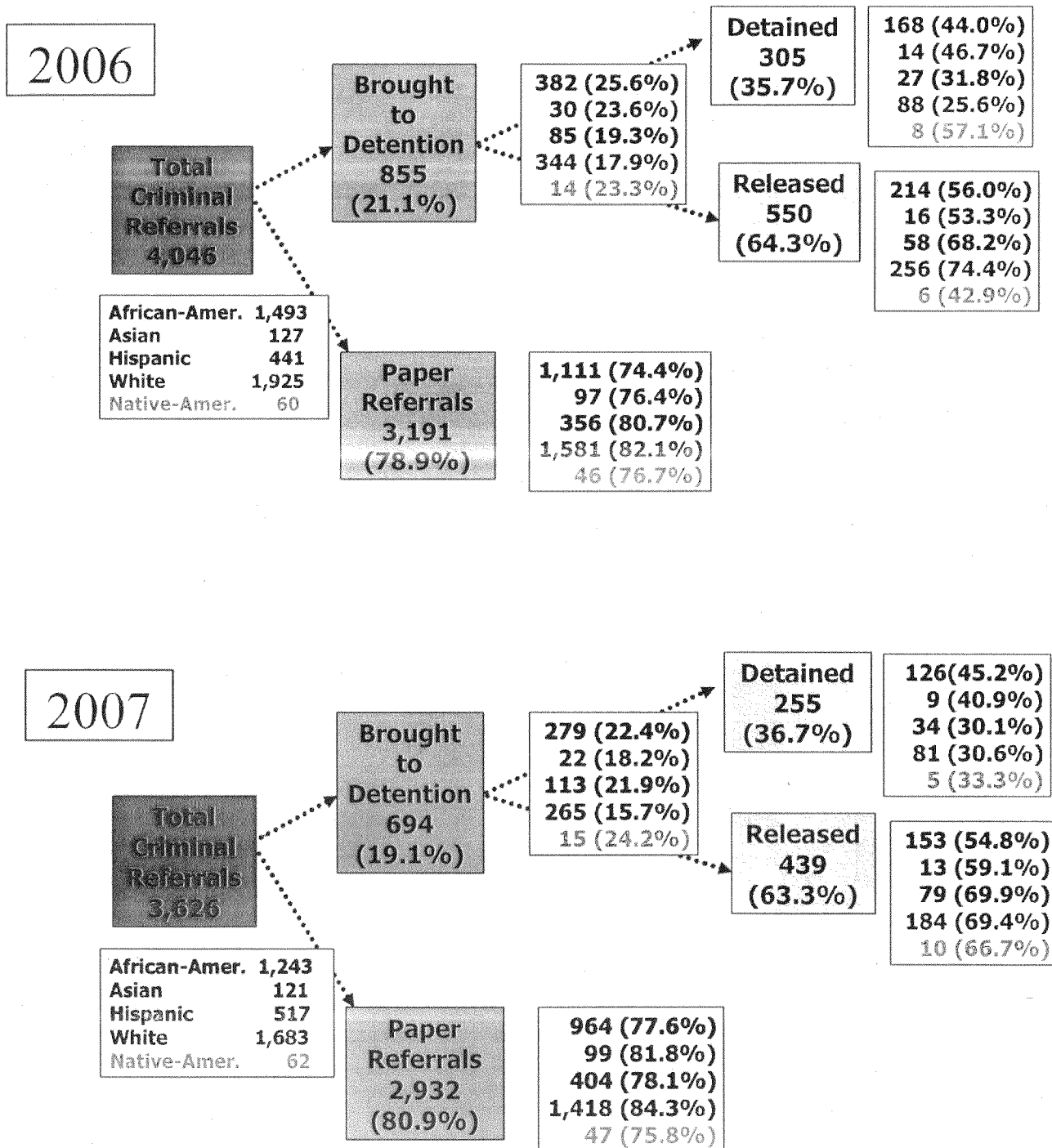
2007



*DRI = Disproportionate Representation Index (Over-rep >1; Under-rep <1)

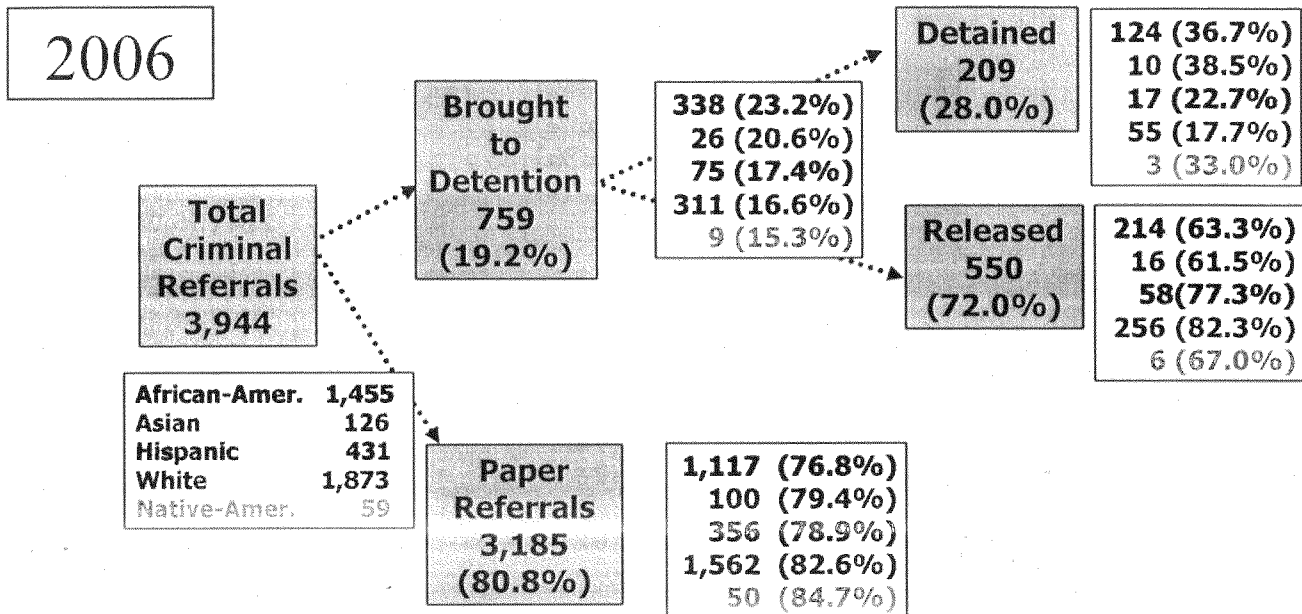


**Figure 2 - All Juvenile Criminal Referrals
(Duplicated) Processed Through Multnomah
County's Detention Facility by Race**

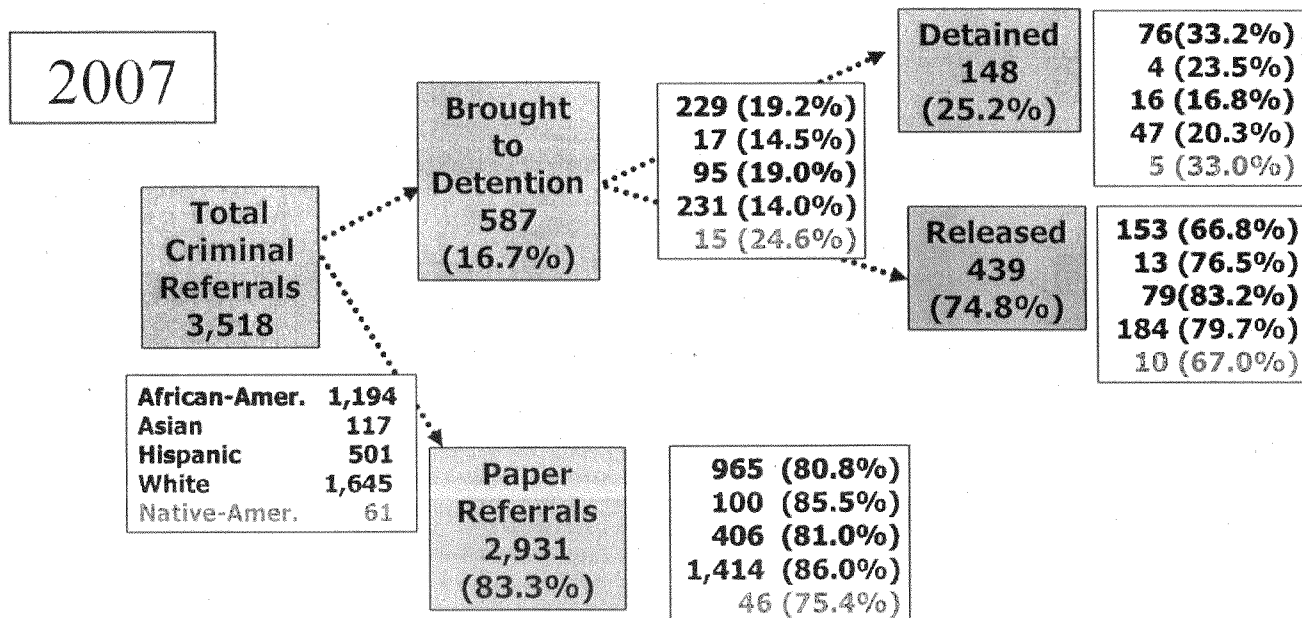




**Figure 2A - All Juvenile Criminal Referrals
(Duplicated) Processed Through Multnomah
County's Detention Facility by Race**



**NO BM11
DETAINEES**





**Figure 3 - All Juvenile Criminal Referrals
Processed Through Multnomah County's
Juvenile Justice System by Race**

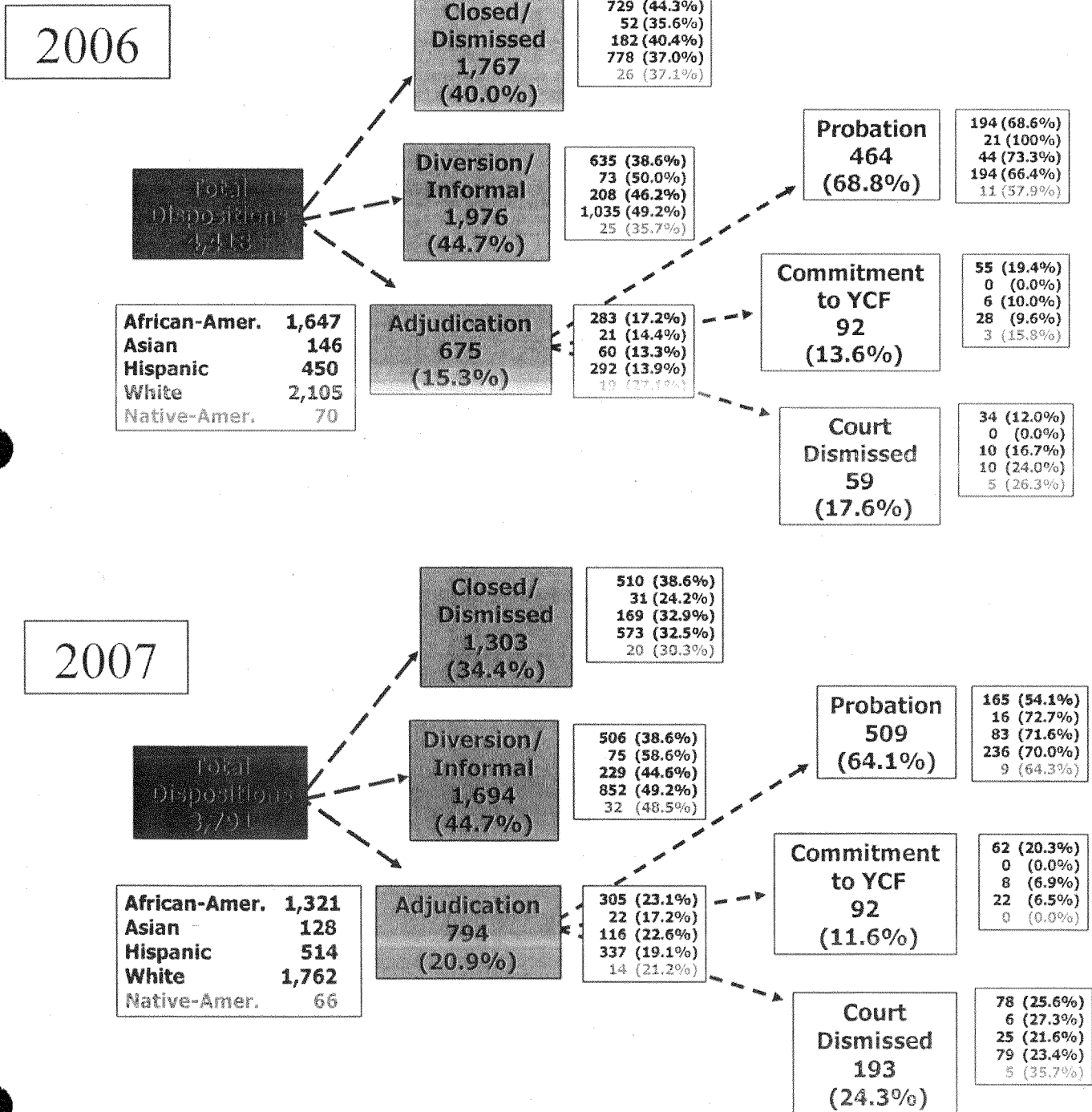
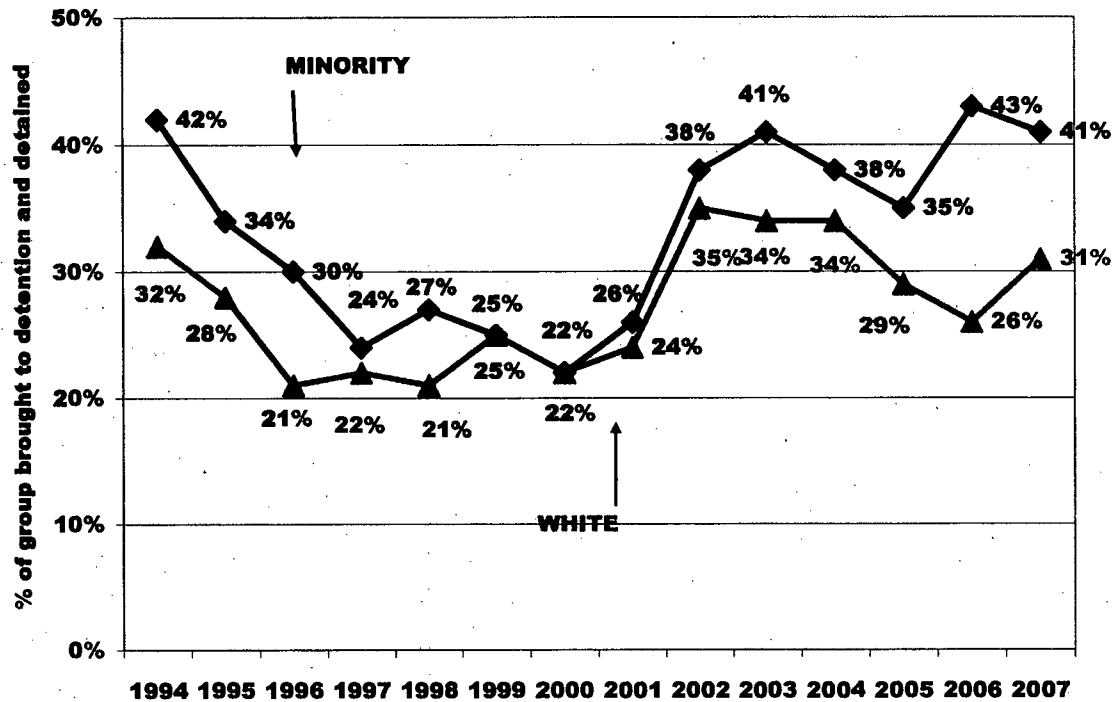




Figure 4 – DCJ Detain Rate by White/Minority Over Time: 1994 - 2006



APPENDIX

VII. HOW TO READ THE FIGURES

FIGURE 1 – Youth (Unduplicated) Referred to Multnomah County DCJ with Criminal Charges Compared to All Multnomah County Youth: 2005

Strategy: The DRI Scores to the right of the racial breakdowns by decision shows whether the percentage for a race in the box was over-represented or under-represented in comparison to their percentage in the general population.

Rationale: If the DRI (Disproportionate Representation Index) number in the box at the left-hand bottom corner is greater than 1.0, the race was **over-represented** at this decision point. If the number is less than 1.0, the race was **under-represented** at this decision. This is the rate of over-representation (or under-representation) of referrals to Multnomah County Department of Community Justice for each racial category (over which DCJ has very little, if any, control).

Example: The proportion of African-American youths in Multnomah County in 2006 was 9.6% of the total population of youth age 12-17 years. As you can see, 29% of the (unduplicated) youth referred to DCJ were comprised of African-Americans. If you

divide 29% by 9.6%, you get the disproportionate representation index or DRI. This measure can be interpreted as: African-Americans were a little over 3 times more likely to be referred to the juvenile justice system than what one would expect *based on their proportion in the community*.

FIGURE 2 – Juvenile Criminal Referrals Brought to Multnomah County DCJ's Detention Facility by Race: 2006.

Rationale: In Figure 2, there were 855 criminal referrals that were 'Brought to Detention' or 21.1% of the 4,046 "Total Criminal Referrals" at DCJ in 2005. One would therefore expect that this same percentage (21.1%) would be brought to detention for each racial group.

Example: For African-Americans (BLUE numbers), 25.6% of African-Americans (332 of 1,493 African-American referrals) were brought to detention, as compared to the rate for all races of 21.1% (1,046 of 4,046 referrals). In other words, there is a difference of 3 percentage points between the proportion of African-Americans who were brought to detention and the percentage of all referrals that were brought to detention. African-Americans are therefore over-represented at this decision point by 4.5 percentage points. You can also compare rates across the racial groups. E.g., the African-American rate here (25.6%) is 7.7 percentage points more than the rate for White youth (17.9%). This method for comparison of racial group proportions by decision point should be used for all the numbers presented in Figures 2 and 3.

FIGURE 3 – Highest Level Dispositions for Juvenile Criminal Referrals (Unique) in Multnomah County DCJ by Race: 2005

Strategy: Compare the percentage in each 'decision box' to the percentages for each of the races in the box to the right of it using the same method as in Figure 2.

VIII. DATA DEFINITIONS

The "decision boxes" shown in the Figure 3 were developed using these codes and strategies:

1. Disposition Coding.

'Diversion/Informal' includes following codes:

- Diversion
- Referred to another agency
- Divert and Close
- Formal Accountability Agreement
- Informal Supervision

Sanction(s) - Informal
Referred to County of Residence
Referred to State of Residence
Transfer to Another Jurisdiction
Warning - letter or phone
Intake Office Contact and Close
Diversion – Youth Court

'Adjudication' includes following codes:

Commit to DHS
Probation/Commit to OYA-Comm. Plcmt
Probation/Commit to DHS
Commit to OYA-YCF
Sanction - Detention
Dismiss W/O Prejudice
Dismissed W/Prejudice
OYA Commitment Terminated/Probation Continued
Probation/Custody to Other
Probation
Probation/Commit to OYA-Comm. Plcmt/Susp.. Commit-YCF
Probation/Susp. Commit to OYA - YCF

'Closed/Dismissed' includes following codes:

Civil Agreement/Judgment
DA No Complaint/Declined
Dismiss-Plea w/Civil Agreement
DA No Complaint/Insufficient Evidence
Dismiss-Plea Bargain
Dealt with through another charge
Handled as a Probation Violation
Handled as a Parole Violation
Intake-office contact & closed
Dismiss-Other
No Jurisdiction
Plea Bargain
DA/Rejected
Unable to locate
Victim Unwilling
Warrant Recall
Out of State
Jurisdiction vacated set aside
Jurisdiction only established

FOR ADJUDICATED YOUTH:

'Probation' includes:

Commit to DHS
Formal Sanction
OYA Commitment Terminated/Probation Continued
Probation
Probation/Commit to DHS
Probation/Commit to OYA-Comm. Plcmt
Probation/Commit to OYA-Comm. Plcmt/Susp. Commit-YCF
Probation/Custody to Other
Probation/Susp. Commit to OYA - YCF

'Commitment to Youth Correctional Facilities' includes following codes:

Commit to OYA-YCF

'Court dismissed' includes following codes:

Dismissed W/O Prejudice
Dismissed W/Prejudice

2. Multiple dispositions. If a referral had multiple dispositions, only the one that ranks the highest was used:

Commitment to YCF	1
Probation	2
Court Dismiss	3
Diversion/Informal	4
Closed/Dismiss	5



The Impact of Incarceration on Crime: Two National Experts Weigh In

Expert Q&A

No. 5 | April 2008

Blumstein File



Current

- J. Erik Jonsson University Professor of Urban Systems and Operations Research and former Dean, H. John Heinz III School of Public Policy and Management, Carnegie Mellon University

Key Experience

- President, American Society of Criminology (1992)
- Chairman, National Academy of Sciences Panel on Deterrence and Incapacitation (1978)
- Director, National Consortium on Violence Research (1996-2008)

Education

- B.A., Engineering Physics and Ph.D., Operations Research, Cornell University

Publications

- *The Crime Drop in America* (with Joel Wallman)
- *Criminal Careers and "Career Criminals"*

Prisons and other corrections operations cost state taxpayers almost \$50 billion per year. Many offenders deserve to be locked up. But aside from society's interest in retribution, what are the benefits of incarceration in terms of preventing crime?

Dr. Alfred Blumstein and Dr. James Q. Wilson are two of the nation's most respected experts on incarceration and crime, with over 90 years of academic and policy research between them. Both acknowledge that prisons can reduce crime by taking offenders off the street, deterring would-be offenders, and providing rehabilitative programs. But both also point out the limitations of prisons in achieving public safety. Over a decade ago, Dr. Wilson observed that prison populations could quickly reach a point of diminishing returns, past which additional inmates would result in a reduced benefit to crime control. Similarly, Dr. Blumstein asserts that incarceration can, in certain cases, decrease public safety if drug trafficking and other criminal organizations recruit more dangerous replacements.

The two spoke recently with Pew's Public Safety Performance Project, an initiative of the Pew Center on the States (PCS), about the link between incarceration and crime, the likely outcomes of continued prison expansion, and some policies and programs that offer better public safety results for taxpayer dollars.

What does the research tell us about the impact of incarceration on crime?

AB: There are two fundamental purposes of incarceration:

1) retribution or punishment per se and 2) crime control. Crime control is intended to be achieved in three ways: incapacitation, deterrence, and rehabilitation.

Research on incapacitation usually examines how many crimes a sample of offenders commit per year and assumes that locking them away for a particular sentence will avert the crimes they might have committed during that time. This model works pretty well for individual crimes like violence or assault, but does not work for crimes that involve market phenomena like theft rings and drug dealing. In the case of drug dealing, for example, the market is resilient in responding to the demand, and recruits replacements for those sent to prison.

This distinction is particularly important because drug offending accounts for the single largest crime type in prison today, comprising over 20 percent of the population in state prisons and over 50 percent of those in federal prisons. This replacement effect largely nullifies any

Wilson File



Current

- Ronald Reagan Professor of Public Policy, Pepperdine University

Key Experience

- Chairman, White House Task Force on Crime (1966)
- Chairman, National Advisory Commission on Drug Abuse Prevention (1972-1973)
- Member, Attorney General's Task Force on Violent Crime (1981)

Education

- A.M., Ph.D., Political Science, University of Chicago

Publications

- *Crime and Human Nature* (with Richard Herrnstein)
- *Thinking About Crime*



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The Pew Charitable Trusts applies the power of knowledge to solve today's most challenging problems. Our Pew Center on the States identifies and advances effective policy approaches to critical issues facing states.

ABOUT THE PROJECT

Launched in 2006 as a project of Pew's Center on the States, the Public Safety Performance Project seeks to help states advance fiscally sound, data-driven policies and practices in sentencing and corrections that protect public safety, hold offenders accountable, and control corrections costs.

For more on this topic, visit our website at www.pewpublicsafety.org

incapacitation effect of incarcerating drug dealers. Indeed, it has been the case that the replacements, usually young men, were far more dangerous than the older and more restrained men they replaced.

Also, research has shown that most criminal careers do not last very long, and so incarceration after the career would have ended achieves no crime reduction, and this consideration diminishes the value of very long sentences.

Much of the research on deterrence has been carried out by economists, who treat the sanction as the "cost" of doing the crime. Most of that research has found that the "certainty" and "swiftness" of punishment (the probability that punishment will be delivered and how quickly it will be delivered) are more important than the "severity" (typically the sentence length). Nevertheless, most of the policies in recent years have been directed at increasing time served in prison. Of course, the concept of deterrence presumes a rationality of weighing the costs and benefits that is not always present in a crime, and especially in a violent crime that may be committed as an act of passion.

Not much attention has been paid to rehabilitation in recent years, in part because of some weak evaluations of particular rehabilitative approaches several decades ago. More recently, there has been an increased emphasis on addressing the problem of prisoner reentry, and new evaluations are showing some stronger effects, largely because the approaches to rehabilitation involved a broader array of techniques, both before release and after. It is undoubtedly the case that the pain of incarceration will serve as a specific deterrent to many prisoners, but might socialize many others into further criminal activity.

JQW: Deterrence works, though not perfectly. It is a mistake to suggest that a criminal may not be rational; most individuals handling many issues are not wholly rational either. What counts is whether among all would-be criminals (or all people) we find that bad behavior lessens as the costs rise and the benefits fall. They do. William Spelman estimates that the combined deterrence and incapacitation effect of prison alone is responsible for about 25 percent of the decline in crime rates.

Let's follow up on that. Crime, particularly violent crime, has dropped significantly over the past 15 years. How much credit do prisons deserve for the decline?

JQW: Incarceration lowers crime rates, but no one thinks that prison is the whole answer. Ask any police officer, prosecutor, or prison warden and you will learn that crime rates, in their view, respond to many factors. Since 1981, we have been lucky that these factors all tended to reduce crime rates: these include more use of prison, changes in the drug market, and periods when there was a decrease in the fraction of young people in the population.

AB: During the 1990s, from about 1993 to 2000, the nation saw over a 40 percent decline in homicide and robbery. That period also saw a significant increase in prison population. Some have argued that this increase in prison population was the cause of the crime decline. It is the case, however, that prison populations have been increasing steadily since the mid-1970s, and in particular during the period from 1985 to 1993 when there was about a 25 percent increase in murder and robbery. This highlights the difficulty of trying to attribute changes in crime rates to a single causal factor. Indeed, a major

consideration in that crime increase was the recruitment of young people into the crack cocaine markets. It is also the case that homicide by offenders over 30 years of age has been declining steadily since 1980, and that is probably attributable predominantly to the incapacitation effect on those older offenders, since the median prison age is typically in the early 30s.

The Crime Drop in America includes two papers, by Richard Rosenfeld and William Spelman, that used very different analytic approaches to estimate the effect of incarceration on the 1990s crime drop, and both estimated that incarceration contributed about 25 percent to that drop. Thus, there is little question that incarceration can contribute to crime reduction, but rarely as much as its advocates claim. That is why we need some serious assessment of our various sentencing laws, many of which were passed hurriedly in response to public concerns about crime in the 1980s and 1990s, to assess which ones were effective and which ones were ineffective or even counterproductive.

Would more imprisonment further reduce crime?

AB: The United States has been on an incarceration binge for the last 30 years. For at least the 50 years before that, the U.S. had an impressively flat incarceration rate of 110 per 100,000 population. During that period, incarceration policy was under the control of the criminal justice system, including courts, judges, prosecutors, and parole officials. Then, in the mid-1970s, the public became concerned about crime and the political system responded to those concerns with a variety of legislative actions such as mandatory-minimum sentencing laws, "three-strikes-you're-out" laws, and "truth-in-sentencing" laws, all intended to increase sentences and prison populations. These laws were intended to show that the legislators were "tough on crime," and their supporters attacked any effort at restraint as being "soft on crime," and the public cheered accordingly. These approaches were not necessarily effective at reducing crime because the crime problem required much more subtle analysis, but they were effective in getting them reelected. As the Pew report, *One in 100: Behind Bars in America 2008*, showed so well, the current incarceration rate in prison is about five times the rate we had previously maintained for over 50 years. As a result, there can be little question that the crime-reduction effect per prisoner today is less than it was 30 years ago.

Aside from the specific issue of drug offenders I raised earlier, the growth of incarceration has resulted in far less selectivity regarding who is sent to prison, and research has shown that greater selectivity in incarceration should have

the highest yield in crimes averted per prisoner.

JQW: The tough-on-crime laws endorsed by the public had an important effect on reducing the crime rate. They also helped politicians get reelected. We should not be surprised by this: Our federal system of government puts crime control in the hands, not of criminologists or national political leaders, but of mayors, district attorneys, governors, and voters.

In much of Europe, national political leaders rejected the use of prison, and as a result the rate of many crimes rose when American crime rates were falling. In 1976, for example, England had a robbery rate lower than did the United States, but by 1996 England's rate was one-quarter higher, its auto theft rate one-third higher, and its burglary and assault rates twice as high as in this country. The reason is that England allowed its prison population to decline. England is not the only exception to the American crime-decline pattern: Today, America has a lower burglary rate than does Australia, Canada, Denmark, England, and Finland and a lower robbery rate than does Australia, Canada, England, the Netherlands, Poland, Portugal, Scotland, and Spain.

About one million felons are on probation in this country. More intensive community supervision might reduce drug use and minor offenses in this group, but there is not much evidence it would reduce the commission of serious crimes.

Florida over the past 20 years has tripled its prison population to nearly 100,000, and its violent crime rate fell 30 percent. But New York locks up fewer people today than it did in 1987 and its violent crime rate dropped 57 percent. What explains this?

JQW: Prison is only one factor affecting crime rates. The other factors include the number and tactics of police officers, changes in the crime rates associated with gangs and drug dealing, an increase in the proportion of the population that is older, and other unknowable factors having to do with self-protection and cultural shifts. However, the state of the economy and the unemployment rate have trivial effects on the level of crime.

AB: This highlights the looseness of the connection between prison population and crime, especially over a period of 20 years when the dynamics of crack markets was a major factor contributing to crime, and especially to violent crime. But many different factors—some under the control of the criminal justice system and many elsewhere in the society—could have contributed to the differences in both crime rates

and prison populations. One relevant factor could be changes in New York City, which accounts for a large fraction of the state's crime and which has seen a steady drop in crime over the past 15 years. Finding the explanations for those differences would be a worthy effort.

What other major factors influence crime?

AB: There is little question that many factors can affect crime to different degrees at various times. There was a crime peak in 1980, and that was largely affected by the demographic trends associated with the postwar baby boom that began in 1947 and peaked in 1960. By 1980, the peak of the boom was coming out of the high-crime ages and that contributed to the subsequent decline. That was followed by a trough in 1985, and the subsequent growth in crime was largely attributable to the effects of the recruitment of young replacements into crack markets. The decline following the peak in about 1993 was largely attributable to the decline in the demand for crack by new users and the displacement of the young people involved in those markets into the robust economy of the time. Also, there was a concerted effort by police to capture the guns that were an inherent part of that marketplace. And there could well have been other contributing factors.

A future crime rise could be attributable to a wide variety of possible factors; these could include difficulty by young people with minimal education in finding decent jobs, reduction in the size of police forces and diversion of police to dealing with terrorism issues, reduction in the availability of social services as a result of cuts in federal and state budgets, the potential emergence of highly competitive new drug markets, and a variety of other factors. Which ones will dominate at any time is difficult to predict. Indeed, any of these could have contributed to a crime rise over the past five years, but none seemed strong enough to move upward the national trend that has been impressively flat since 2000. Individual cities have seen crime increases, but other cities have shown declines, and so that has kept the aggregate national crime picture quite flat.

JQW: It is too easy to make up a list of all of the things that are true of American society and then attribute changes in the crime rate to them. We worry that poorly schooled people have trouble finding jobs, but in fact the unemployment rate has only a small effect on the crime rate. What probably has a larger effect is the fact that many young people are not in the labor market at all, and this may well be a result of the high rate of single-parent families that fail to supply boys with a resident father who takes work seriously. A study in Chicago showed that, if


you control for family instability, crime rates in white and black neighborhoods were not very different. We may like or dislike cuts in payments for welfare services, but there is not much evidence they have any effect on crime rates.

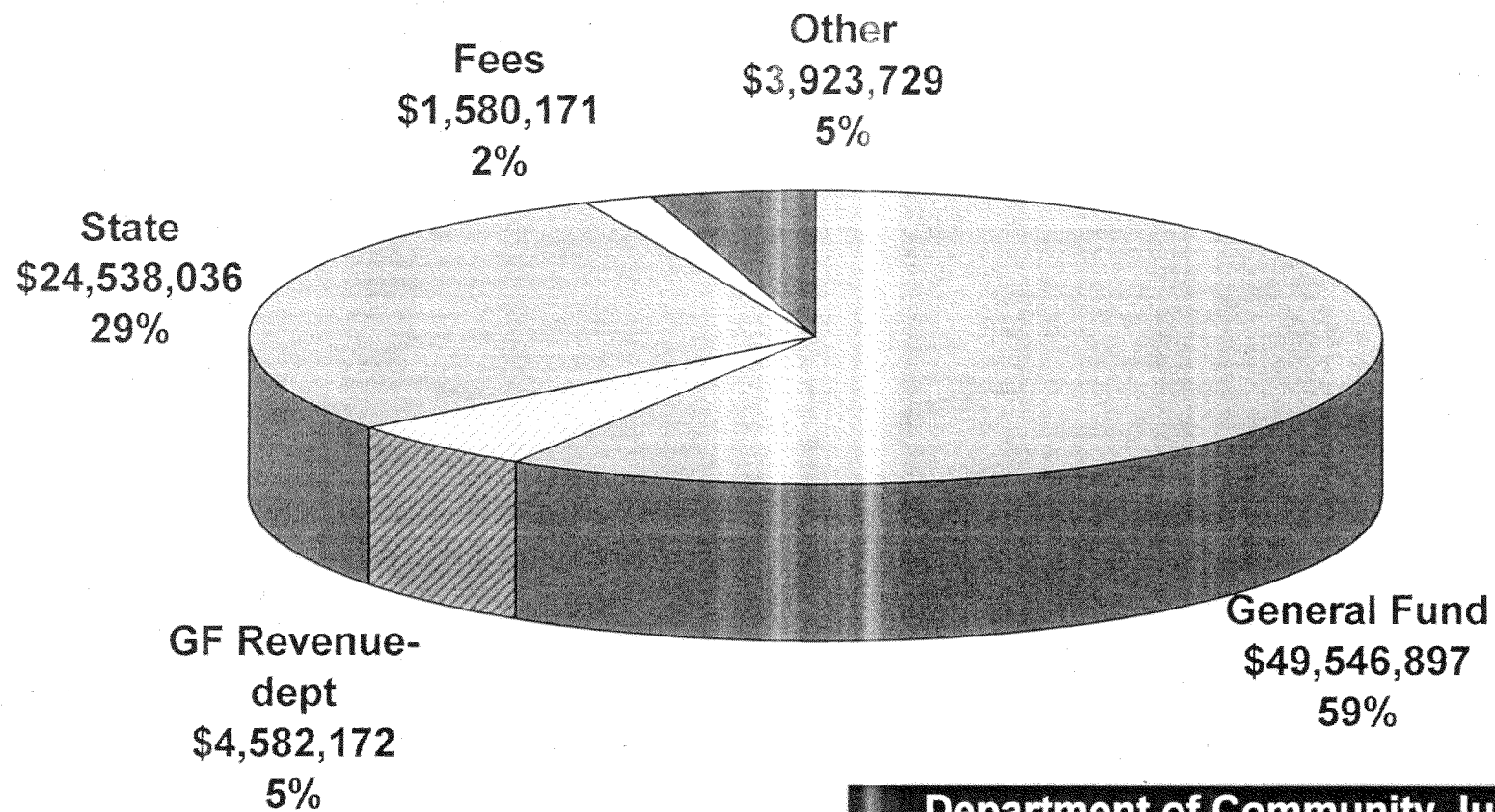
What policies or programs should state policy makers consider if they want to reduce crime in the most cost-effective way?

JQW: States and cities could reduce drug abuse by frequently testing people on probation and backing up the tests with immediate but brief stays in jail. This is being done in Honolulu in ways that appear to encourage drug treatment and reduce criminality. If we knew how to do it, we could improve the transition of inmates back to the community in ways that minimize their chances of committing new crimes; unfortunately we (so far) lack many good ways to do this. And we could test ways to reduce gang participation so that we know how to reduce their impact on crime. There are experiments underway on this matter in Chicago and elsewhere, but I do not yet know the results.

Finally, we could fund long-term crime prevention programs of the sort described by the "Blueprints for Violence Prevention," published by the University of Colorado.

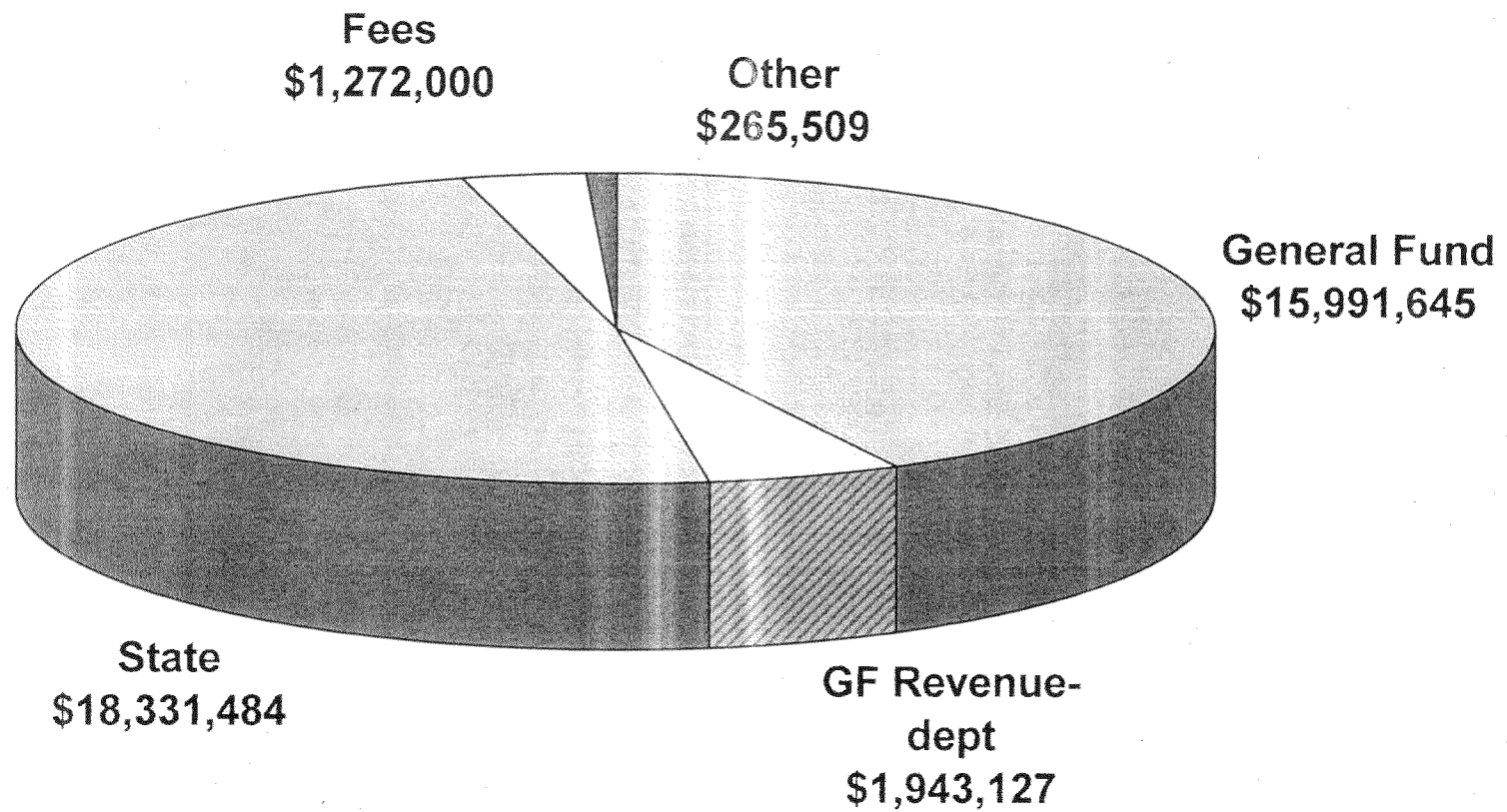
AB: The dramatic incarceration growth of the past 30 years has occurred with virtually no attention to its cost effectiveness in reducing crime. There are many better ways to use the \$25,000 annual expenditure per prisoner. California's Proposition 36, which mandates treatment rather than incarceration for drug offenders, was the first step to move in that direction. Clearly, rethinking the entire "drug war" to find better ways to reduce the harm resulting from both drug abuse and drug-law enforcement is necessary.

More broadly, it would be most desirable to re-think and repeal a wide variety of the legislative innovations that were created to increase incarceration without thinking of their cost effectiveness. More reasonably, it would be desirable to sunset them all, allowing two to three years for review of their cost effectiveness. Then, the legislative bodies could let those that are not shown to be valuable expire, and they could reenact those that are shown to be valuable. The considerable cost savings then could be allocated to drug treatment and to a variety of social services that have been demonstrated to be effective at crime reduction through the Blueprints Project or other evaluations. The growing state and federal budget deficits should provide some important impetus for this re-thinking. 

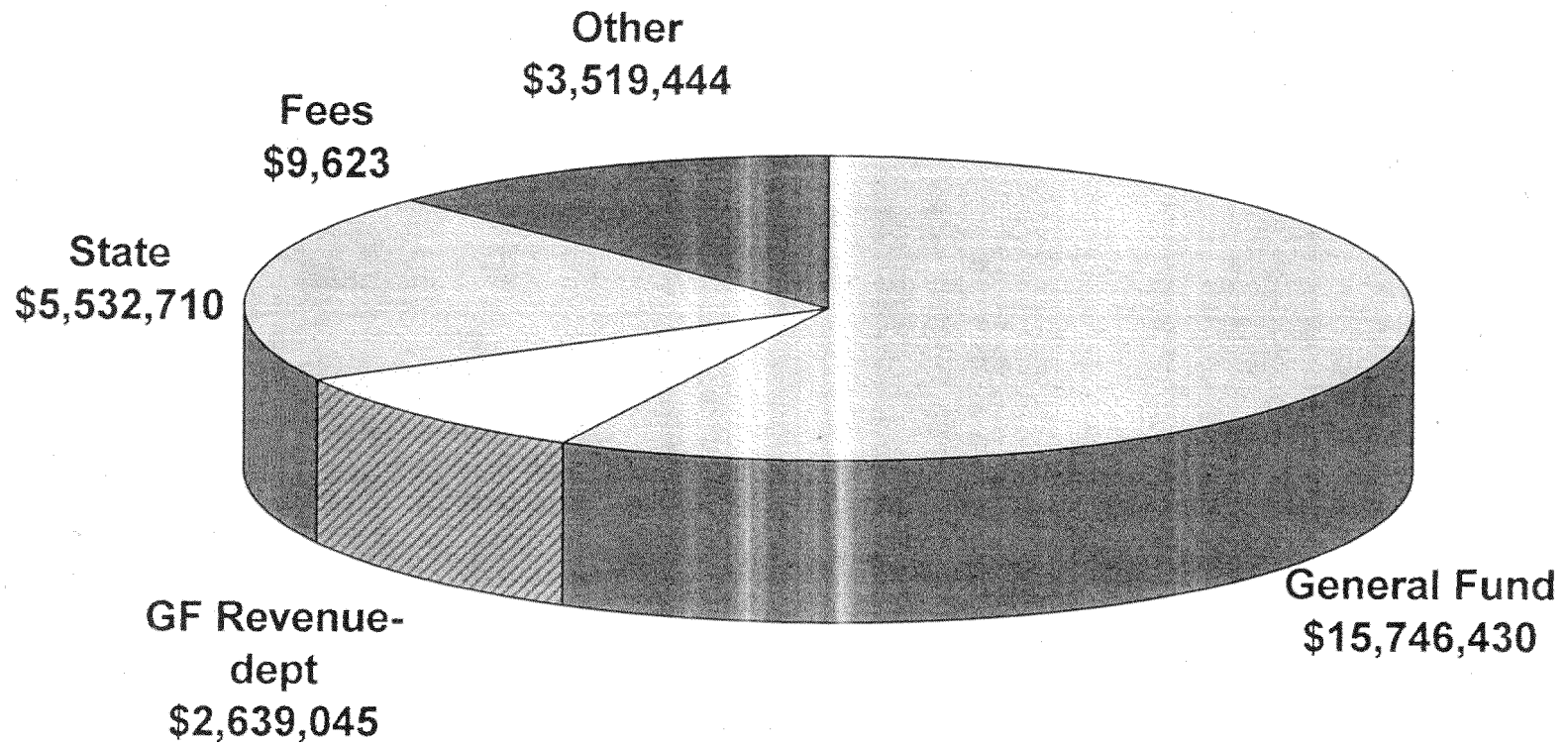


**Department of Community Justice
Total Adopted Budget FY 2009
\$84,171,005**

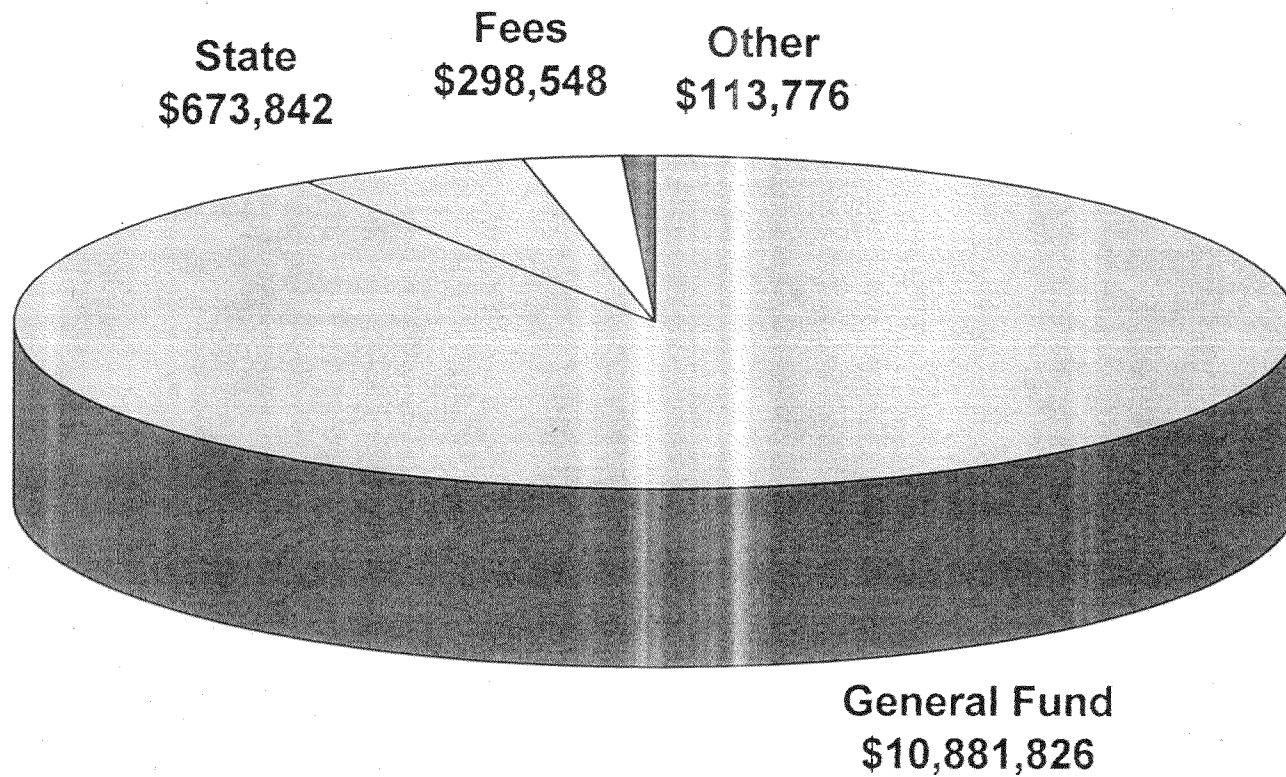
**DCJ Adult Services Division
Adopted Budget FY 2009
\$37,803,765**



**DCJ Juvenile Services Division
Adopted Budget FY 2009
\$27,447,252**



**DCJ Employee, Community and Clinical
Services
Adopted Budget FY 2009
\$11,967,992**



Department of Community Justice

Budget for FY 2009

The FY 2009 adopted budget is approximately \$84.2 million dollars and includes 566.26 FTE. The General Fund supports \$54.1 million. Grants and dedicated revenues account for \$30.1 million. The total budget has increased by \$4.0 million or 5.0%. The number of full time equivalent positions has increased by 31.46 FTE, 5.9%. The majority of these positions are in the nutrition services program in Juvenile Detention (11.4 FTE). The General Fund has increased by \$3.0 million or 5.9%. Most of the increase comes from the addition of the new and significant program changes noted below and annual cost of living increases for both county employees and contractors.

The adopted budget includes the following new programs:

- 50053 Adult Community Supervision Sanctions Capacity –expands sanctions for lower level offenders, preserving jail beds for the highest risk offenders.
- 60053 Wapato Start-Up Costs for 50 Secure Treatment Beds

Other significant program changes include:

- 50023A Juvenile Detention Services 48 Beds – nutrition services was brought in house from a contracted service increasing FTE by 11.4. Internal services were reduced by \$1.8 million for the payoff of the debt.
- 50023C Juvenile Detention Services 16 Bed Regional Close Custody Unit – the Oregon Youth Authority will contract with the County to provide 16 juvenile detention beds at the County's Donald E. Long juvenile facility. State funding is expected to begin in February 2009.
- 50027A Court Appearance Notification System – moves the automated telephone reminder system from NonDepartmental directly to DCJ.
- 50038 Adult Chronic Offender Program City Funding – includes additional funding for 42 day treatment slots and 12 housing units.
- 50054 Addictions and Public Safety – moves a drug and alcohol specialist from the Department of County Human Services directly to DCJ.
- 50055 Juvenile Sex Offender Residential Treatment (SRTP) – redesigned decreasing beds from 14 to 10 and relocating them to community-based residential treatment. State/Federal funding is expected in October 2008 making services available regionally.

Budget Trends	FY 2007	FY 2008	FY 2008	FY 2009	Difference
	<u>Actual</u>	<u>Current Estimate</u>	<u>Adopted Budget</u>	<u>Adopted Budget</u>	
Staffing FTE	532.21	539.89	534.80	566.26	31.46
Personal Services	\$45,574,084	\$47,041,725	\$48,797,642	\$52,431,293	\$3,633,651
Contractual Services	15,307,466	16,329,131	16,409,974	18,234,370	1,824,396
Materials & Supplies	13,690,903	14,378,299	14,968,034	13,505,342	(1,462,692)
Capital Outlay	<u>8,795</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>
Total Costs	\$74,581,248	\$77,749,155	\$80,175,650	\$84,171,005	\$3,995,355

Department of Community Justice

Department of Community Justice FY 2009 Summary by Program Offer

Prog #	Name	FY 2009 General Fund Adopted	FY 2009 Other Funds	Total Program Cost	Total FTE
<u>Operating Programs</u>					
50009	Family Court Services	\$424,328	\$1,242,741	\$1,667,069	10.90
50010	Juvenile Delinquency Intervention and Prevention	1,294,001	172,800	1,466,801	9.50
50011	Juvenile Formal Probation Supervision	2,757,320	39,143	2,796,463	15.50
50012	Juvenile Educational Success Unit	987,455	416,281	1,403,736	9.20
50013	Juvenile Gang Resource Intervention Team	1,117,014	830,197	1,947,211	10.00
50014	Juvenile Communities of Color Partnership	142,388	609,702	752,090	0.00
50015	Juvenile Confinement Alternatives for Minority	711,535	49,688	761,223	0.00
50016	Juvenile Sex Offender Probation Supervision	769,026	10,819	779,845	7.00
50018	Juvenile Multi-Systemic Treatment Therapy Team	332,511	622,583	955,094	5.30
50020	Juvenile Assessment and Treatment for Youth and	280,704	1,083,296	1,364,000	9.00
50022	Juvenile Accountability Program	1,359,419	532,444	1,891,863	15.00
50023C	Juvenile Detention Services - 16 Bed Regional Close Custody Unit	610,989	370,898	981,887	7.50
50024	Juvenile Detention Alternatives	673,001	218,892	891,893	0.00
50025	Adult Pretrial Supervision Program	2,235,301	52,608	2,287,909	22.00
50026	Adult Recog Program	1,515,544	36,432	1,551,976	14.60
50027A	Adult Court Appearance Notification System	345,196	8,161	353,357	1.00
50028	Adult Electronic Monitoring	354,327	8,326	362,653	3.40
50029	Adult Offender Housing	2,842,869	589,718	3,432,587	7.00
50030	Adult Transition and Re-Entry Services	744,213	138,048	882,261	5.13
50032	Adult Field Services - Felony Supervision	3,187,264	13,959,126	17,146,390	124.00
50033	Adult Field Services - Misdemeanor Supervision	2,830,891	67,275	2,898,166	23.00
50034	Adult Domestic Violence Supervision/Deferred	2,081,657	583,032	2,664,689	20.00
50035	Adult Family Supervision Unit	1,471,038	311,705	1,782,743	13.50
50036	Adult Sex Offender Treatment & Management Program	536,148	382,900	919,048	2.00
50037	Adult High Risk Drug Unit	497,412	761,166	1,258,578	9.50
50038	Adult Chronic Offender Program - City Funding	1,120,356	26,650	1,147,006	1.00
50039	Adult Day Reporting Center	1,115,915	1,221,321	2,337,236	19.30
50040	Adult Londer Learning Center	226,658	724,008	950,666	5.00
50041	Adult Community Service - Formal Supervision	408,145	750,835	1,158,980	9.50
50042	Adult Community Service - Community Court & Bench Probation	353,154	7,797	360,951	4.00
50043	Adult Offender Mental Health Services	1,408,260	33,467	1,441,727	0.00

Department of Community Justice

Department of Community Justice (cont.)					
FY 2009 Summary by Program Offer					
Prog #	Name	FY 2009 General Fund Adopted	FY 2009 Other Funds	Total Program Cost	Total FTE
<u>Operating Programs</u>					
50044A	Addiction Services - Adult Drug Court Program	1,058,610	323,597	1,382,207	0.00
50045	Addiction Services - Adult Offender Outpatient	272,093	408,981	681,074	0.00
50046A	Addiction Services - Adult Offender Residential	2,851,389	67,136	2,918,525	0.00
50046B	Addiction Services - Adult Offender Residential 27 Beds	1,212,600	29,249	1,241,849	0.00
50046C	Addiction Services - Adult Offender Residential 2 beds	77,380	0	77,380	0.00
50047	Addiction Services - Adult Women Residential	1,821,081	43,268	1,864,349	0.00
50048	Addiction Services - Housing Services for Dependent Children	297,712	7,161	304,873	0.00
50049	Addiction Services - DUII Supervision and Enhanced Bench	102,330	413,194	515,524	4.00
50050	DCJ Weed and Seed Pass Through	3,351	25,000	28,351	0.00
50053	Adult Community Supervision Sanctions Capacity	539,290	0	539,290	6.00
50054	Addictions & Public Safety	97,286	0	97,286	1.00
<u>DCJ Share of Joint Offers</u>					
50019	Juvenile Outpatient Treatment for Youthful Sex	123,892	1,758	125,650	0.00
50021	Juvenile Secure Residential A&D Treatment	1,006,769	1,491,224	2,497,993	9.00
50023A	Juvenile Detention Services - 48 Beds	7,647,443	334,420	7,981,863	61.80
50023B	Juvenile Detention Services - 16 Beds	1,444,812	87,229	1,532,041	7.50
50055	Juvenile Sex Offender Residential Treatment	437,468	947,660	1,385,128	0.00
60053	Wapato Start-Up Costs for 75 Jail beds and 50 Secure Treatment beds	401,524	0	401,524	3.33
Total Operating Programs		\$54,129,069	\$30,041,936	\$84,171,005	475.46

(Please see next page for administration and support program offers)

Department of Community Justice

Department of Community Justice (cont.)

FY 2009 Summary by Program Offer

Administrative & Support Programs provide supervision or support to some or all of the operating programs above. Their costs are "spread" to the operating programs and are factored into the costs above. Note that FTE were not "spread". To get the total FTE add both operating and administration and support FTE totals for a Department total.

Prog #	Name	FY 2009 General Fund Adopted	FY 2009 Other Funds	Total Program Cost	Total FTE
<u>Administration & Support Programs</u>					
50000	DCJ Director's Office	761,710	0	761,710	4.00
50001	DCJ Business Services	1,700,650	0	1,700,650	10.00
50002	DCJ Employee, Community & Clinical Services	1,328,250	0	1,328,250	12.00
50003	DCJ Quality Systems Management & Evaluation	441,315	0	441,315	4.80
50004	DCJ Human Resources Unit	1,047,049	0	1,047,049	8.00
50005	DCJ Information Services	4,464,636	0	4,464,636	1.00
50006	DCJ Adult Services Management	1,722,608	0	1,722,608	12.00
50007	Juvenile Services Management	1,217,032	455,469	1,672,501	10.00
50008	DCJ Juvenile Services Support	1,325,677	0	1,325,677	17.50
50031	Adult Parole/Post Prison Violation Hearings and Local Control	1,248,288	1,168,845	2,417,133	11.50
Total Admin/Support Programs					90.80

Department of Community Justice

FY 2009 Summary of One-Time-Only Funds

This supplemental table contains a list of program offers partially or completely funded by one-time-only resources.

Prog #	Name	FY 2009 General Fund Adopted	Other Funds	OTO Only General Funds	% OTO General Funds
50023C	Juvenile Detention Services - 16 Bed Regional Close Custody Unit	\$610,989	\$370,898	\$610,989	100.0%
50035	Adult Family Supervision Unit - King Facility Improvements Carryover	1,471,038	0	33,736	2.3%
60053	Wapato Start-Up Costs for 75 Jail beds and 50 Secure Treatment beds	401,524	0	20,500	5.1%
<u>DCJ Share of Joint Offers</u>					
50055	Juvenile Sex Offender Residential Treatment (S RTP)	437,468	947,660	437,468	100.0%
Total One-Time-Only Funds		\$2,921,019	\$1,318,558	\$1,102,693	37.8%

Priority: Safety
Program Offer Type: Administration
Related Programs:
Program Characteristics:

Lead Agency: Community Justice
Program Contact: Scott Taylor

Executive Summary

The Director's Office provides policy, program and fiscal direction to the Department of Community Justice (DCJ) and ensures that DCJ is accountable to County residents, the Board of County Commissioners and public safety system partners.

Program Description

The Director's office is responsible for daily operational management of a large urban community justice agency that is responsible for supervising more than 9,000 adult probationers and parolees and more than 1,000 youth on formal and informal community supervision and a juvenile detention facility. The Director's office sets departmental policy and oversees budget-setting priorities and fiscal management of more than \$77 million in County, State, federal and private grant funds. It is also responsible for collaborating with partner agencies in government and in the community to develop coordinated public safety policies and services. The Director's office provides information to the Board of County Commissioners and the public about DCJ's work and coordinates efforts to make the Department more culturally diverse and competent in its services and its work environment.

Program Justification

The Director's office is closely aligned with the County's public safety and accountability strategies. The Director's office is responsible for educating and informing the public about DCJ services, performance outcomes and their impact on the community. It is also responsible for providing leadership that strengthens workforce competencies, including efforts to integrate supervision methods consistent with evidence-based practices and to make our workforce more culturally responsive and competent. Finally, the office manages the Department budget and programs in ways that hold down costs in the public safety system and deliver services more effectively.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output		0	0	0	0
Outcome	Percent of adult parolees who did not recidivate.	72.0%	70.0%	72.0%	70.0%
Outcome	Percent of adult probationers who did not recidivate.	79.0%	75.0%	79.0%	75.0%
Outcome	Percent of youth probationers who did not recidivate one year post referral.	89.0%	80.0%	81.0%	85.0%

Performance Measure - Description

Juvenile recidivism is measured by new criminal referral. Adult recidivism is measured by a three year felony conviction rate. Recidivism data is reflected for those adult offenders who entered supervision three years ago. The "Current Year Estimate" is based on "Previous Year Actual" figures due to the lack of DOC reporting for this period.

Legal/Contractual Obligation**Revenue/Expense Detail**

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$861,659	\$0	\$515,507	\$0
Contracts	\$77,514	\$0	\$72,514	\$0
Materials & Supplies	\$259,624	\$0	\$151,593	\$0
Internal Services	\$32,451	\$0	\$22,096	\$0
Subtotal: Direct Exps:	\$1,231,248	\$0	\$761,710	\$0
Administration	\$0	\$0	\$0	\$0
Program Support	\$0	\$0	\$0	\$0
Subtotal: Other Exps:	\$0	\$0	\$0	\$0
Total GF/non-GF:	\$1,231,248	\$0	\$761,710	\$0
Program Total:	\$1,231,248		\$761,710	
Program FTE	7.00	0.00	4.00	0.00
Program Revenues				
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$0	\$0	\$0	\$0

Explanation of Revenues

County General Fund

Significant Program Changes

Last year this program was: #50000, DCJ Director's Office

Some positions have been transferred to or from other DCJ program offers, with no programmatic impact.

Program # 50001 - DCJ Business Services

Version 6/05/2008 s

Priority: Safety
Program Offer Type: Support
Related Programs:
Program Characteristics:

Lead Agency: Community Justice
Program Contact: Shaun Coldwell

Executive Summary

The Department of Community Justice (DCJ) Business Services section provides administrative and business support to the Department. Services include budget development, analysis and tracking; grants management; accounts receivable; accounts payable; Medicaid billing and purchasing.

Program Description

DCJ Business Services supports the Department by maintaining sound, accurate and transparent financial management through developing a balanced budget that meets Oregon Budget Law and the County's policies; follow accounting practices established by the County's Chief Financial Officer; spend within budget and for the programs authorized by the Board of County Commissioners; participate in cross-County teams such as the County Operating Team and the Finance Users Group.

Program Justification

The Department of Community Justice is funded by a variety of federal, State, local and grant fund sources. One of the primary responsibilities of the Business Services section is to ensure that the Department's budget is balanced, legal and that spending stays within the limits and program areas that were authorized by the Board of County Commissioners. Accounting procedures follow County policy.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output		0	0	0	0
Outcome	Percent spending with legal appropriation (total budget)	96.7%	100.0%	96.7%	100.0%
Outcome	Percent underspending of legal appropriation (general fund).	3.2%	2.0%	4.6%	3.2%

Performance Measure - Description

Legal/Contractual Obligation**Revenue/Expense Detail**

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$882,695	\$0	\$907,160	\$0
Contracts	\$6,934	\$0	\$24,216	\$0
Materials & Supplies	\$45,044	\$0	\$49,931	\$0
Internal Services	\$703,760	\$0	\$719,343	\$0
Subtotal: Direct Exps:	\$1,638,433	\$0	\$1,700,650	\$0
Administration	\$0	\$0	\$0	\$0
Program Support	\$0	\$0	\$0	\$0
Subtotal: Other Exps:	\$0	\$0	\$0	\$0
Total GF/non-GF:	\$1,638,433	\$0	\$1,700,650	\$0
Program Total:	\$1,638,433		\$1,700,650	
Program FTE	10.00	0.00	10.00	0.00
Program Revenues				
Fees, Permits & Charges	\$1,450,331	\$0	\$1,468,036	\$0
Other / Miscellaneous	\$5,000	\$0	\$5,000	\$0
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$1,455,331	\$0	\$1,473,036	\$0

Explanation of Revenues

Department indirect revenue of \$1,468,036 for entire department is based on indirect rate of 5.33% of total allowable expenditures in the federal/state fund. Miscellaneous revenue of \$5,000 is not program related and is deposited into the general fund.

Significant Program Changes

Last year this program was: #50001, DCJ Business Services

Priority: Safety
Program Offer Type: Administration
Related Programs:
Program Characteristics:

Lead Agency: Community Justice
Program Contact: Kathleen Treb

Executive Summary

The Department of Community Justice (DCJ) engages and informs the community through collaborative contracting, developing new services and maintaining an effective website. To hire a qualified and competent staff devoted to community safety, DCJ conducts appropriate background investigations on potential employees. This unit is often asked to work closely with non-profit providers and community members to collaboratively problem solve both contract and service related issues.

Program Description

The ECCS unit includes staff that provides administrative support to both the Juvenile and Adult Divisions. Responsibilities include:

- 1) Strengthening community and victim services through system improvements.
- 2) Maintaining a highly used web-site (among the top ten sites for the County).
- 3) Publishing two electronic newsletters designed to keep both our employees and the public informed of Department and community issues.
- 4) Using web-based technology to relay video updates from the Director's Office to staff.
- 5) Administration and operational support for alcohol and drug and mental health services for adult offenders.
- 6) Procuring approximately 15 million dollars of contracted services and providing the overall management and direction for these services.
- 7) Supervision and support of the Quality Systems Management and Evaluation Services, Human Resources, Training and Volunteer functions of DCJ.

Program Justification

Public safety cannot be achieved without investing in both our community and our employees. Careful background investigations ensure that we hire qualified, ethical people. Training programs further develop skills specific to working with the needs and criminality issues of an offender population. Contracting processes ensure fairness and accountability in procuring and providing treatment services. Websites, publications, victim services and volunteer engagement make DCJ programs and services more transparent to citizens. By hiring the right people, giving them the tools they need to do their job and partnering with community members, we can best meet DCJ's mission of changing offender behavior and keeping the community safe.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output		0	0	0	0
Outcome	Percent of engaged clients who successfully complete outpatient a/d treatment.	50.0%	45.0%	41.0%	45.0%
Outcome	Percent of Internal Investigations completed within 60 days.	100.0%	90.0%	100.0%	100.0%
Outcome	Percent of engaged clients who successfully complete residential a/d treatment.	53.0%	60.0%	53.0%	60.0%

Performance Measure - Description

Legal/Contractual Obligation

To assure contracts are being followed, it is important to have internal controls to monitor contracts.

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$988,593	\$0	\$1,166,978	\$0
Contracts	\$7,500	\$0	\$93,929	\$0
Materials & Supplies	\$56,559	\$0	\$55,501	\$0
Internal Services	\$10,932	\$0	\$11,842	\$0
Subtotal: Direct Exps:	\$1,063,584	\$0	\$1,328,250	\$0
Administration	\$0	\$0	\$0	\$0
Program Support	\$0	\$0	\$0	\$0
Subtotal: Other Exps:	\$0	\$0	\$0	\$0
Total GF/non-GF:	\$1,063,584	\$0	\$1,328,250	\$0
Program Total:	\$1,063,584		\$1,328,250	
Program FTE	11.00	0.00	12.00	0.00
Program Revenues				
Other / Miscellaneous	\$0	\$0	\$10,000	\$0
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$0	\$0	\$10,000	\$0

Explanation of Revenues

Informal restitutions \$10,000 passed through.

Significant Program Changes

Last year this program was: #50002, DCJ Employee, Community & Clinical Services

Some positions have been transferred to or from other DCJ program offers, with no programmatic impact.

Program # 50003 - DCJ Quality Systems Management & Evaluation

Version 3/27/2008 s

Priority: Safety
Program Offer Type: Support
Related Programs:
Program Characteristics:

Lead Agency: Community Justice
Program Contact: Charlene Rhyne

Executive Summary

DCJ Quality Systems Management and Evaluation Services (QSMES) includes the functions of Continuous Quality Improvement (CQI) as well as traditional research and evaluation (R&E) activities. This duality aligns contract compliance with best practices and allows for the implementation of a CQI-process utilizing many of the standard process study methodologies. QSMES continues to analyze and report on issues critical to the Department including program planning, program implementation, quality improvement and assessing program impacts for both adult and juvenile divisions. Results are presented to DCJ management, staff and the Board and are published on the website for community review. QSMES also develops and reports performance measures for all departmental programs, services and contracts.

Program Description

QSMES supports the departmental principle of information-based decision making by:
a) conducting process and outcome evaluations of programs and initiatives; b) presenting research and evaluation studies orally and in writing to internal and external stakeholders; c) providing support for routine and periodic management reporting; d) providing ongoing contract monitoring for compliance and e) making recommendations regarding departmental priorities supported by the research and evaluation process. All of these tasks are conducted in a manner consistent with the American Evaluation Association's (AEA) 'Guiding Principles for Evaluators.'

Program Justification

Quality Systems Management and Evaluation Services responsibilities are critical for holding programs and services accountable. Accountability is accomplished by providing data to assess program impacts, assist with assuring employee performance fidelity to the Department's Missions and Values, guide program development to ensure keeping with evidence-based practice principles, monitor contract compliance and support legislative mandates (e.g. SB267).

QSMES works closely with management and staff to provide data for Continuous Quality Improvement (CQI) of departmental functions. The QSMES manager also serves on the departmental management team so that the unit can provide timely input regarding best practices around new initiatives. This model ensures data-driven decision making as well as program development and implementation that is based on solid research evidence.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Evaluation studies/reports produced for Juvenile Division.	5	5	5	5
Outcome		0	0	0	0
Output	Evaluation studies/reports produced for Adult Division.	5	5	5	5

Performance Measure - Description

Legal/Contractual Obligation**Revenue/Expense Detail**

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$495,761	\$42,136	\$432,251	\$0
Contracts	\$0	\$500	\$0	\$0
Materials & Supplies	\$9,168	\$500	\$9,064	\$0
Internal Services	\$40	\$2,764	\$0	\$0
Subtotal: Direct Exps:	\$504,969	\$45,900	\$441,315	\$0
Administration	\$0	\$0	\$0	\$0
Program Support	\$0	\$0	\$0	\$0
Subtotal: Other Exps:	\$0	\$0	\$0	\$0
Total GF/non-GF:	\$504,969	\$45,900	\$441,315	\$0
Program Total:	\$550,869		\$441,315	
Program FTE	5.59	0.21	4.80	0.00
Program Revenues				
Indirect for dep't Admin	\$1,776	\$0	\$0	\$0
Other / Miscellaneous	\$0	\$45,900	\$0	\$0
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$1,776	\$45,900	\$0	\$0

Explanation of Revenues

County General Fund

Significant Program ChangesLast year this program was: #50003, DCJ Quality Systems Management & Evaluation

Priority: Safety
Program Offer Type: Support
Related Programs:
Program Characteristics:

Lead Agency: Community Justice
Program Contact: James Opoka

Executive Summary

DCJ's Human Resources (HR) Unit recruits, hires, trains and assists with the management of nearly 900 employees and volunteers. Departmental HR and training consultants work closely with both internal and external customers to design and deliver responsive programs and services. HR employees work with management and members of three different unions to develop and hold employees accountable. The Human Resources Unit directly supports the culture and mission of the Department.

Program Description

The HR Unit supports 674 permanent and temporary/on-call employees, 3 union contracts, and 24 hour operations in Juvenile Detention, Multnomah County Jail and the community. A few highlights include:

- 1) Management of 222 volunteers who contributed more than \$256,070 of time;
- 2) Assessment of diverse organizational and customer (employee) needs to provide strategic direction as well as succession and workforce planning through active participation on management teams;
- 3) Consultation with managers and employees about employee and labor relation issues;
- 4) Ensure compliance with all laws, rules, regulations, policies and labor agreements so liability and costs of unlawful employment actions are reduced or eliminated;
- 5) Management of recruitment and selection, leave administration, discipline and grievance process, layoffs and bumping and personnel records;
- 6) Development and implementation of human resources initiatives with Central Human Resources and Labor Relations;
- 7) Coordination of employee training to maintain qualifications and meet statutory requirements and
- 8) Completion of 204 background investigations.

Program Justification

Human Resources supports the Departmental mission and DCJ's accountability to the public through hiring, training and evaluating competent staff. Public safety cannot be achieved without investing in our community, volunteers and our employees. By hiring qualified people, giving them the tools they need to do their job and supporting management performance, we can best meet our mission of changing offender behavior and keeping the community safe.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Percent of HR data entry errors that result in a dock of pay.	4.0%	5.0%	7.0%	5.0%
Outcome	Percent of grievances that were sustained at the department level.	7.0%	20.0%	10.0%	20.0%
Outcome	Percent of employees who successfully complete probation, except layoff/bumping	84.0%	90.0%	90.0%	90.0%

Performance Measure - Description

Legal/Contractual Obligation**Revenue/Expense Detail**

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$972,605	\$0	\$989,856	\$0
Contracts	\$20,000	\$0	\$12,000	\$0
Materials & Supplies	\$41,625	\$0	\$35,487	\$0
Internal Services	\$7,411	\$0	\$9,706	\$0
Subtotal: Direct Exps:	\$1,041,641	\$0	\$1,047,049	\$0
Administration	\$0	\$0	\$0	\$0
Program Support	\$0	\$0	\$0	\$0
Subtotal: Other Exps:	\$0	\$0	\$0	\$0
Total GF/non-GF:	\$1,041,641	\$0	\$1,047,049	\$0
Program Total:	\$1,041,641		\$1,047,049	
Program FTE	8.00	0.00	8.00	0.00
Program Revenues				
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$0	\$0	\$0	\$0

Explanation of Revenues

County General Funds

Significant Program Changes

Last year this program was: #50004A, DCJ Human Resources Unit

Priority: Safety
Program Offer Type: Support
Related Programs:
Program Characteristics:

Lead Agency: Community Justice
Program Contact: Jann Brown

Executive Summary

The Department of Community Justice (DCJ) Information Services program includes expenses from County Information Technology (IT) Internal Services and supports the computer hardware, software, supplies and maintenance needs of the department that are not provided by County IT.

Program Description

The DCJ Information Services program contains County IT services provided to DCJ including Application Services, Web Services and the MINT, GIS Services, Data Reporting Services, Network/Internet Connectivity (WAN), Remote Access (VPN) and Desktop Services. This program also supports the purchase and maintenance of computer equipment, peripheral devices, supplies and software to meet department operational and staff needs. Examples include printers, scanners, digital cameras, laser and inkjet replacement cartridges and statistical software. Maintenance of hardware and software is also provided, such as repairing printers and supporting specialized software like digital dictation and client computer learning systems.

Program Justification

This program is necessary to operate and maintain required technologies and systems for the Department, connect to the Internet and County's network, and access data and applications at the local, State and Federal levels.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output		0	0	0	0
Outcome		0	0	0	0

Performance Measure - Description

IT services are centralized under County IT and are not a departmental function.

Legal/Contractual Obligation**Revenue/Expense Detail**

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$0	\$0	\$180,478	\$0
Contracts	\$75,000	\$0	\$40,000	\$0
Materials & Supplies	\$193,700	\$0	\$228,960	\$0
Internal Services	\$3,708,038	\$0	\$4,015,198	\$0
Subtotal: Direct Exps:	\$3,976,738	\$0	\$4,464,636	\$0
Administration	\$0	\$0	\$0	\$0
Program Support	\$0	\$0	\$0	\$0
Subtotal: Other Exps:	\$0	\$0	\$0	\$0
Total GF/non-GF:	\$3,976,738	\$0	\$4,464,636	\$0
Program Total:	\$3,976,738		\$4,464,636	
Program FTE	0.00	0.00	1.00	0.00
Program Revenues				
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$0	\$0	\$0	\$0

Explanation of Revenues

County General Funds

Significant Program Changes

Last year this program was: #50005, DCJ Information Services

DCJ has added a position to manage and coordinate data systems within the department.

Priority: Safety
Program Offer Type: Administration
Related Programs:
Program Characteristics:

Lead Agency: Community Justice
Program Contact: Carl Goodman

Executive Summary

This program provides leadership and direction for the supervision of 9,000 adult offenders in the community. It is responsible for implementing evidence-based practices that reduce crime and change offender behavior, managing risk, creating service standards, coordinating with public safety partners and ensuring the safety of DCJ staff supervising and providing services to adult offenders.

Program Description

Senior Managers are responsible for setting policy, maintaining quality, and implementing evidence-based practices that reduce crime. They ensure integration with other public safety partners through the Local Public Safety Coordinating Council; Criminal Justice Advisory Council; Oregon Association of Community Corrections Directors and Oregon Department of Corrections (DOC). The Safety/Training Manager is responsible for the development, implementation and oversight of a training program that ensures the safety of sworn and armed Parole and Probation Officers. Regular qualification and certifications meet departmental and legal mandates for sworn staff.

Program Justification

It is critical to community safety that DCJ develops, implements, and sustains the policies, procedures, systems and practices that research demonstrates are successful in reducing crime and holding offenders accountable. We have made substantial progress since 1995; the recidivism rate for more serious offenders exiting prison has declined significantly in Multnomah County, dropping from 37.9% to 27.8% in the past 10 years. The recidivism rate for offenders on probation has also dropped from 27.8% to 22.7% (DOC data, 2005). Both are below the statewide rates of 30.5% and 24.1%, respectively.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output		0	0	0	0
Outcome	Percent of parolees who did not recidivate.	72.0%	70.0%	72.0%	70.0%
Outcome	Percent of probationers who did not recidivate.	79.0%	75.0%	79.0%	75.0%

Performance Measure - Description

Adult recidivism is measured by a three year felony conviction rate. Recidivism data is reflected for those adult offenders who entered supervision three years ago. The "Current Year Estimate" is based on "Previous Year Actual" figures due to the lack of DOC reporting for this period.

Legal/Contractual Obligation**Revenue/Expense Detail**

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$1,364,017	\$0	\$1,515,994	\$0
Contracts	\$28,835	\$0	\$24,835	\$0
Materials & Supplies	\$107,898	\$0	\$147,031	\$0
Internal Services	\$31,345	\$0	\$34,748	\$0
Subtotal: Direct Exps:	\$1,532,095	\$0	\$1,722,608	\$0
Administration	\$0	\$0	\$0	\$0
Program Support	\$0	\$0	\$0	\$0
Subtotal: Other Exps:	\$0	\$0	\$0	\$0
Total GF/non-GF:	\$1,532,095	\$0	\$1,722,608	\$0
Program Total:	\$1,532,095		\$1,722,608	
Program FTE	11.00	0.00	12.00	0.00
Program Revenues				
Intergovernmental	\$2,000	\$0	\$14,000	\$0
Other / Miscellaneous	\$0	\$0	\$2,000	\$0
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$2,000	\$0	\$16,000	\$0

Explanation of Revenues

County General Fund \$1,706,608. Program revenue of \$13,000 from Clackamas County for firearm and range training, \$1,000 from Columbia County for firearms training, and \$2000 for brass cartridge recycling deposited in the general fund.

Significant Program Changes

Last year this program was: #50006, DCJ Adult Services Management
A fifth District Manager position was added to Adult Services for FY 2009.

Program # 50007 - Juvenile Services Management

Version 3/27/2008 s

Priority: Safety
Program Offer Type: Administration
Related Programs:
Program Characteristics:

Lead Agency: Community Justice
Program Contact: Dave Koch

Executive Summary

Juvenile Services Management (JSM) leads, supports and monitors Delinquency Intervention; Probation; Accountability; Treatment and Detention services to delinquent youth 5-18 years of age. It oversees a variety of programs designed to reduce the overrepresentation of youth of color in detention.

Program Description

Juvenile Services Management provides leadership, accountability and quality assurance in the following areas:
COUNSELING: Coordinates and monitors sections devoted to sanctioning, supervising and providing services to youth offenders to include Accountability (community service and restitution), Delinquency Intervention and Prevention (5-12 yr old children or youth charged with less serious crimes), Adjudication (all steps of the court hearing process) and Probation (supervision of court ordered conditions).

CUSTODY: Provides training and supervision to staff responsible for the operations and security of the Donald E. Long Home (DELH), a regional detention facility. DELH operates 24 hours a day, 7 days a week serving youth awaiting court and those already on probation in the tri-county area; youth awaiting court for a Measure 11 offense; Immigration and Customs Enforcement (ICE) youth held for deportation hearings and Oregon Youth Authority (OYA) youth being held for revocation hearings.

TREATMENT: Provides clinical oversight of mental health and alcohol and drug services for delinquent youth including assessment, case planning and individual/family therapy for clients at high-risk for violence. Operates and clinically supervises a secure residential treatment unit located in DELH for youth who cannot be safely served in the community due to serious drug abuse and mental health issues and are at high-risk of being sent to a State youth correctional facility.

DETENTION ALTERNATIVES INITIATIVE: Reduces reliance on detention to hold youth accountable and protect public safety. Only youth posing a significant risk to public safety or not likely to return for court are detained.

Program Justification

Juvenile Services Management ensures that the juvenile system will protect the public, operate fairly and deliver cost effective, evidence-based services to delinquent youth and their families. This program is responsible for coordinating with partners such as the judiciary and law enforcement to ensure that system components work efficiently. Culturally specific services continue to address the problem of youth of color being overrepresented throughout all aspects of the justice system. DCJ juvenile division's program availability has been expanded to address the issues of a broader range of troubled youth. Serving youth at a local level helps ensure only youth needing long-term secure custody are committed to an OYA correctional facility (e.g. MacLaren) and that the County has sufficient capacity for such youth to remain in the correctional facility until they are able to safely return to their community.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Percent of youth who did not recidivate one year post referral	86.0%	85.0%	82.0%	85.0%
Outcome		0	0	0	0

Performance Measure - Description

Recidivism is measured by a new criminal referral.

Legal/Contractual Obligation**Revenue/Expense Detail**

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$819,818	\$124,630	\$862,939	\$270,721
Contracts	\$39,346	\$170,170	\$24,695	\$136,142
Materials & Supplies	\$190,940	\$42,218	\$188,385	\$24,134
Internal Services	\$138,478	\$16,410	\$141,013	\$24,472
Subtotal: Direct Exps:	\$1,188,582	\$353,428	\$1,217,032	\$455,469
Administration	\$0	\$0	\$0	\$0
Program Support	\$0	\$0	\$0	\$0
Subtotal: Other Exps:	\$0	\$0	\$0	\$0
Total GF/non-GF:	\$1,188,582	\$353,428	\$1,217,032	\$455,469
Program Total:	\$1,542,010		\$1,672,501	
Program FTE	7.00	1.00	7.40	2.60
Program Revenues				
Indirect for dep't Admin	\$8,692	\$0	\$17,627	\$0
Intergovernmental	\$0	\$0	\$0	\$103,200
Other / Miscellaneous	\$0	\$353,428	\$0	\$352,269
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$8,692	\$353,428	\$17,627	\$455,469

Explanation of Revenues

County General Fund \$1,217,032; Annie E. Casey Foundation \$352,269; Oregon Youth Authority Gang Transition Services Detention Alternative \$103,200

Significant Program Changes

Last year this program was: #50007A, DCJ Juvenile Services Management

Priority: Safety
Program Offer Type: Support
Related Programs:
Program Characteristics:

Lead Agency: Community Justice
Program Contact: Dave Koch

Executive Summary

Support Services supports all aspects of the juvenile division's Administration, Probation, Accountability, Treatment and Detention services. Staff maintain accurate records internally and in various statewide data systems to ensure top quality service outcome evaluations. Staff provide information and referral to the public and community partners, technical and clerical support to division personnel, coordinate payroll, property management and purchasing as well as provide reception coverage.

Program Description

Support Services includes:

The BUSINESS INTEGRATION AND SUPPORT TEAM (BIST) integrates information technology with the division's work. Responsible for the County's participation in Oregon's Juvenile Justice Information System (JJIS) it provides training and support, business needs analysis and security and compliance monitoring of JJIS policies. It takes the lead in assuring data quality. It provides reporting and consultation services critical to program evaluation of probation, accountability, treatment and detention services.

DATA SERVICES provides specialized entry and records maintenance in JJIS and the Law Enforcement Data System (LEDS). It enters warrants in LEDS and provides law enforcement with field access to juvenile Electronic Probation Records (EPR). Data Services helps the juvenile division uphold interagency agreements with the District Attorney's Office and community partners. It also assists the division to meet legal obligations regarding the supervision and extradition of out-of-state youth.

DOCUMENT AND SUPPORT SERVICES works with the District Attorney's Office, State Clerk's Office and other jurisdictions to process adoption records and expunge juvenile records that meet statutory criteria (ORS 419A.262). It maintains all closed juvenile files and processes documents and forms for the Juvenile Services Division, District Attorney, Department of Human Services and the judiciary.

The CHILD ABUSE UNIT, in conjunction with partner agencies, assists the court with new and established dependency cases.

GENERAL ADMINISTRATIVE SUPPORT duties include maintaining juvenile sex offender registration information; performing record checks; providing office support to Counseling, Treatment and Detention units; processing subpoenas; archive requests; processing payroll; data entry; purchasing; equipment maintenance and property management. Reception staff provides public information through personal and phone contacts.

Program Justification

Juvenile Services Support ensures that the Juvenile Division has the clerical and technical resources needed to meet State mandates and inter-agency agreements regarding the provision of timely and lawful services. The delivery of cost effective evidence-based services to youth, families, professionals and the community at large is integrally tied to this program.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Number of police referrals processed	4,028	4,200	3,262	4,000
Outcome	Number Court Orders and Dispositions processed	2,128	1,600	2,102	2,100
Output	Number of face-to-face contacts completed	5,444	4,800	5,876	5,000

Performance Measure - Description

✓ Measure Changed

The number of court orders and dispositions processed is higher than the purchased amount as Data Services began to enter preliminary hearing information as well. Performance measure regarding number phone inquiries processed has been eliminated due to the implementation of a new phone system that does not easily allow for reporting.

Legal/Contractual Obligation

Oregon Revised Statute (ORS) 420A.223 mandates County participation in and maintenance of the State's Juvenile Justice Information System (JJIS).

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$1,130,474	\$0	\$1,295,563	\$0
Materials & Supplies	\$6,830	\$0	\$13,624	\$0
Internal Services	\$14,734	\$0	\$16,490	\$0
Subtotal: Direct Exps:	\$1,152,038	\$0	\$1,325,677	\$0
Administration	\$0	\$0	\$0	\$0
Program Support	\$0	\$0	\$0	\$0
Subtotal: Other Exps:	\$0	\$0	\$0	\$0
Total GF/non-GF:	\$1,152,038	\$0	\$1,325,677	\$0
Program Total:	\$1,152,038		\$1,325,677	
Program FTE	15.50	0.00	17.50	0.00
Program Revenues				
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$0	\$0	\$0	\$0

Explanation of Revenues

County General Fund.

Significant Program Changes

Last year this program was: #50008, DCJ Juvenile Services Support

Program # 50009 - Family Court Services

Version 3/27/2008 s

Priority: Basic Needs
Program Offer Type: Existing Operating
Related Programs: 25094A, 25098, 50035
Program Characteristics: Measure 5 Education

Lead Agency: Community Justice
Program Contact: Janice Ashe

Executive Summary

Family Court Services (FCS) helps keep children safe, parents healthy and families stable through services to approximately 1,000 high-risk families as they go through separation and divorce and/or dependency proceedings. Through parent education, mediation, evaluation, prompt drug abuse intervention and other services, FCS promotes effective coordination of child welfare services, treatment for addiction and/or family violence and criminal justice and court services to high-risk families involved with the Family Court.

Program Description

FCS provides parent education, mediation and evaluation services to vulnerable families experiencing the major life crisis of separation or divorce. Research supports that decreasing parental conflict during separation creates protective factors for children, decreases future Family Court litigation and increases children's meaningful contact with both parents.

The Family Involvement Team (FIT) component of FCS assists parents who are facing child neglect charges because of drug abuse problems. FIT provides them with rapid access to treatment services. This expedited access to treatment vastly improves treatment outcomes. Nationally it takes 226 days for a parent to start treatment. In Oregon the average is 111 days. In Multnomah County that average is 32 days thanks to FCS (FIT Program) efforts.

FIT also identifies parents on probation or parole that have abuse and neglect proceedings pending and works with DCJ's Adult Family Services Unit (FSU) to ensure that services are coordinated. This strengthens the abilities of the Court and the State Department of Human Services (DHS) to protect vulnerable children.

Program Justification

Exposure to parental conflict and the potential loss of a parent through divorce and separation places children at risk for delinquency, teen pregnancy and poor school performance. FCS provides essential support services to families going through the trauma of divorce and separation. Through mediation and parent education, FCS increases the chance that children will be healthy and live in a stable, economically independent home.

Of the nearly 1,000 families who enter the dependency court each year, more than 30% are involved in the criminal justice system, 25% are affected by violence, and 80% have drug or alcohol abuse problems. FCS facilitates and coordinates behavioral health and social service interventions, helping to keep children who are at risk healthy by improving the ability of parents to be nurturing, self-sufficient care-givers.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Number of families served by FCS	1,020	1,200	1,200	1,200
Outcome	Percent of client satisfaction with Parent Education	90.0%	80.0%	92.0%	90.0%
Output	Number of families served by Parent Education	2,146	0	2,100	2,100
Outcome	Average # of days for FIT clients to enter treatment -	17	0	30	20

Performance Measure - Description

✓ **Measure Changed**

FCS experienced a slight decrease in mediation cases this year, decreasing the overall number of families served. FIT clients entered treatment on average within 32 days, far below the national average and the state average of 111 days. Due to issues of community treatment capacity fewer clients entered treatment within the 17 day target. The number served by Parent Education is new this year and the average number of days for FIT clients to enter treatment has been revised.

Legal/Contractual Obligation

Programming provided by Family Court Services is mandated by Federal Legislation - American Safe Families Act; Oregon Revised Statutes (ORS) 3.220, 21.112, 3.425, 417.355, 419B.387 and 419B.806.

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$295,883	\$766,670	\$91,726	\$899,959
Contracts	\$10,000	\$47,710	\$10,000	\$54,710
Materials & Supplies	\$2,440	\$29,228	\$1,780	\$114,376
Internal Services	\$0	\$108,502	\$0	\$150,436
Subtotal: Direct Exps:	\$308,323	\$952,110	\$103,506	\$1,219,481
Administration	\$84,434	\$20,633	\$76,953	\$23,260
Program Support	\$232,802	\$0	\$243,869	\$0
Subtotal: Other Exps:	\$317,236	\$20,633	\$320,822	\$23,260
Total GF/non-GF:	\$625,559	\$972,743	\$424,328	\$1,242,741
Program Total:	\$1,598,302		\$1,667,069	
Program FTE	4.00	8.60	1.21	9.69
Program Revenues				
Indirect for dep't Admin	\$24,370	\$0	\$60,520	\$0
Fees, Permits & Charges	\$0	\$952,110	\$0	\$973,685
Intergovernmental	\$0	\$0	\$0	\$59,214
Other / Miscellaneous	\$0	\$0	\$0	\$186,582
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$24,370	\$952,110	\$60,520	\$1,219,481

Explanation of Revenues

The FIT and the Family Supervision Unit are supported by County General Fund revenue \$103,506; Childrens Bureau grant through DCHS \$59,214; Family Court Services(FCS) revenue \$1,160,267. FCS revenue comes from a surcharge on filing fees for divorce and custody cases, fees for parent education and evaluation services, and a portion of the marriage license fee dedicated to conciliation services.

Significant Program Changes

Last year this program was: #50009, Family Court Services

Program # 50010 - Juvenile Delinquency Intervention and Prevention

Version 3/27/2008 s

Priority: Safety
Program Offer Type: Existing Operating
Related Programs: 50011, 50022, 50023A, 50023B, 50024

Lead Agency: Community Justice
Program Contact: Thach Nguyen

Program Characteristics:

Executive Summary

Juvenile Delinquency Intervention and Prevention (JDIP) holds more than 1,300 youth offenders accountable. JDIP goals are: reduce recidivism, repair harm to victims and assist youth developing skills necessary for success and behavioral change. Specialized populations and services include high-risk children age 11 and under who need accountability sanctions; youth (12-18 years old) with minor referral (juvenile arrest) histories and/or special needs; and the Felony Drug Diversion Program (FDDP). JDIP is highly effective; 75% of JDIP participants do not re-offend or further penetrate the justice system. Judges rely heavily on JDIP staff to provide critical technical support to daily court hearings.

Program Description

JDIP provides cost-effective consequences and case management to low, medium and certain high-risk minors who could be formally adjudicated in court. However their age, nature of the charge and/or the absence of a significant criminal history make these young people inappropriate for formal probation. Instead, they are held responsible for their behavior through contracts such as Formal Accountability Agreements (FAA) requiring them to do community service, repay and apologize to victims, attend Victim Impact Classes, participate in mediation and cooperate with assessments and treatment and learn skills needed to stay out of trouble. Younger children who commit serious acts such as arson, felony assault, sexual offending and other dangerous behaviors are assessed and referred to specialized services. JDIP manages the division's Felony Drug Diversion Program, providing consequences and substance abuse treatment for drug-involved youth. JDIP adolescents who do not comply with their agreement or who continue to demonstrate unsafe, illegal behavior can be taken to court and placed on formal probation.

Finally, JDIP assists with DCJ dependency and intake cases by providing valuable information and referral services to the public. Staff also continually monitor the daily court docket and report all juvenile case status to Court, coordinate Preliminary Hearings and represent DCJ at these proceedings. Staff also facilitate hearings and set in motion other court proceedings such as Emancipation, Hospital Holds and Transfer of Jurisdiction.

Program Justification

Children who commit serious offenses are at very high-risk to become chronic, serious offenders if interventions are not quickly employed. JDIP addresses their individual issues in ways that are developmentally appropriate to eliminate or reduce re-offending. Research shows that juveniles who are diverted from formal adjudication re-offend at a lower rate than similar youth who have cases processed through the formal juvenile justice system. 75% of JDIP children and youth do not re-offend or end up on probation. This approach is not appropriate for all young offenders. However, it does hold carefully identified children and youth accountable for illegal behavior while providing them evidence-based services to promote behavioral change. By safely diverting identified children and youth from the formal justice system, public resources are maximized and better public safety outcomes are achieved for DCJ's most delinquent clients.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Number of youth served by JDIP	1,365	1,300	1,122	1,300
Outcome	Percent of youth not recidivating within one year of program completion	73.0%	75.0%	66.0%	75.0%

Performance Measure - Description

Recidivism is defined as a new criminal referral.

Legal/Contractual Obligation

Oregon Revised Statute (ORS) 419C.001 mandates "The [juvenile] system shall provide a continuum of services that emphasize prevention of further criminal activity by the use of early and certain sanctions...". ORS 419C.225 authorizes diversion programs and 419C.230 - 419C.239 defines the use of Formal Accountability Agreements.

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
	2008	2008	2009	2009
Program Expenses				
Personnel	\$1,102,799	\$61,881	\$844,050	\$0
Contracts	\$197,920	\$90,624	\$138,073	\$141,890
Materials & Supplies	\$6,253	\$0	\$8,852	\$0
Internal Services	\$21,064	\$12,261	\$17,533	\$10,500
Subtotal: Direct Exps:	\$1,328,036	\$164,766	\$1,008,508	\$152,390
Administration	\$106,863	\$26,129	\$67,676	\$20,410
Program Support	\$293,245	\$0	\$217,817	\$0
Subtotal: Other Exps:	\$400,108	\$26,129	\$285,493	\$20,410
Total GF/non-GF:	\$1,728,144	\$190,895	\$1,294,001	\$172,800
Program Total:	\$1,919,039		\$1,466,801	
Program FTE	12.12	1.73	9.50	0.00
Program Revenues				
Indirect for dep't Admin	\$8,769	\$0	\$7,563	\$0
Intergovernmental	\$0	\$164,766	\$0	\$152,390
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$8,769	\$164,766	\$7,563	\$152,390

Explanation of Revenues

County General Fund \$1,008,508; State funding through the Commission on Children, Families and Communities which are passed through Court Appointed Special Advocates (CASA) \$152,390.

Significant Program Changes

Last year this program was: #50012A, Juvenile Delinquency Intervention and Prevention

Juvenile Counseling and Court Services programs have undergone a reorganization mid-year 2008. Those changes may be reflected here in budget and staffing; other programmatic changes are so noted.

Priority: Safety
Program Offer Type: Existing Operating
Related Programs: 50012, 50013, 50014, 50015, 50016, 50018, 50020, 50021, 50023A, 50023B
Lead Agency: Community Justice
Program Contact: Thach Nguyen

Program Characteristics:

Executive Summary

Juvenile Formal Probation (JFP) annually supervises approximately 600 high and medium-risk offenders, 12-18 years old. DCJ develops and utilizes evidence-based approaches to hold youth responsible for their actions and prevent them from committing new crimes. JFP improves public safety; last year 86% of probation youth did not re-offend after receiving supervision services.

Program Description

Most Multnomah County youth on probation are medium and high-risk delinquents. JFP monitors youth in the community and ensures they abide by probation conditions (e.g. obey the law, attend school and treatment, pay restitution) or face consequences. JFP refers delinquents to behavior change services that target each youth's unique risks and behaviors. Each youth's case is directed by a range of comprehensive risk assessments that may include drug abuse, weapons/violence and/or mental health evaluations. Juvenile probation officers meet with the youth and their families regularly in the office, the client's home and school. Cooperation with probation conditions, progress in treatment, victim restoration, client's living situation and school attendance/employment are regularly reviewed. If a youth is not in compliance, the probation officer holds the youth accountable and imposes sanctions ranging from community service to detention. In some cases youth must be placed outside the home.

JFP supervises delinquent teens who are not assigned to specialized probation teams such as GRIT (gangs), FSU (Family Services Unit) and SOPS (sex offenders). JFP's specialized unit, Juvenile Female Gender Specific Probation, supervises young female offenders by utilizing best practices regarding female communication and relationship styles. JFP youth are not appropriate for alternative handling through JDIP (Juvenile Delinquency Intervention and Prevention) due to their age, gravity of offense, referral history and/or failure to comply with previous JDIP sanctions.

Program Justification

JFP holds delinquent youth accountable for their actions and reduces juvenile re-offending. This program ensures that youth comply with court orders and imposes appropriate consequences and services when they do not. Probation is consistent with the Streams of Offenders model; resources are focused on high and medium-risk youth. Juvenile probation officers focus supervision on the risks and needs each youth presents using evidence-based strategies (such as mental health and drug abuse treatment) to change behavior, prevent new crimes and reduce the risk that the delinquent youth will re-enter the justice system as an adult criminal.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Number of youth served by probation	556	515	668	500
Outcome	Percent of youth who did not recidivate within one year post referral	89.0%	80.0%	81.0%	85.0%

Performance Measure - Description

✓ **Measure Changed**

The CURRENT YEAR PURCHASED data from last year's program offer was based on all probationers except GRIT (gang), SOPS (sex offenders) or FGSP (female gender specific). PREVIOUS YEAR ACTUAL and CURRENT YEAR ESTIMATE data now includes FGSP(female gender specific) but does not include SOPS, GRIT, or the North caseload as the North caseload was combined with GRIT this year as part of a re-organization.

Legal/Contractual Obligation

ORS 419C.001 mandates that "The [juvenile] system shall provide a continuum of services that emphasize prevention of further criminal activity by the use of early and certain sanctions, reformation and rehabilitation programs and swift and decisive intervention in delinquent behavior." As a result, counties must provide probation supervision to delinquent youth.

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$2,279,144	\$0	\$1,401,284	\$0
Contracts	\$38,810	\$0	\$21,372	\$0
Materials & Supplies	\$98,094	\$0	\$28,398	\$0
Internal Services	\$806,864	\$0	\$775,323	\$0
Subtotal: Direct Exps:	\$3,222,912	\$0	\$2,226,377	\$0
Administration	\$196,717	\$48,326	\$129,161	\$39,143
Program Support	\$519,723	\$0	\$401,782	\$0
Subtotal: Other Exps:	\$716,440	\$48,326	\$530,943	\$39,143
Total GF/non-GF:	\$3,939,352	\$48,326	\$2,757,320	\$39,143
Program Total:	\$3,987,678		\$2,796,463	
Program FTE	20.50	0.00	15.50	0.00
Program Revenues				
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$0	\$0	\$0	\$0

Explanation of Revenues

County General Fund

Significant Program Changes

✓ Significantly Changed

Last year this program was: #50013A, Juvenile Formal Probation Supervision

For the fiscal year 2008 budget, Gender Specific Probation Supervision for Girls was a separate program offer. For fiscal year 2009, that program has been folded into the Juvenile Formal Probation program.

Juvenile Counseling and Court Services programs have undergone a reorganization mid-year 2008. Those changes may be reflected here in budget and staffing; other programmatic changes are so noted.

Priority: Safety
Program Offer Type: Program Alternative /
Related Programs: 50011, 50013, 50014
Lead Agency: Community Justice
Program Contact: Thach Nguyen
Program Characteristics: Measure 5 Education

Executive Summary

The Educational Success Team assists high-risk delinquent youth on probation who are not currently enrolled in school. The goal of this program is to keep high-risk and/or gang-affiliated youth involved in school to reduce the risk of recidivism and continued gang activity. One out of three youth involved in the juvenile justice system is not enrolled in school. Yet research tells us that lack of education is a key factor in whether or not youth are able to leave the justice system successfully. Reconnecting these youth with school will dramatically improve their chances of living productive lives and lower their risk to public safety. The Educational Success Team works closely with community partners, particularly the Portland Public School District.

Program Description

The Educational Success Team provides services to 130 high-risk youth at a time. Youth are identified for this unit due to school failure, drop out, suspension or expulsion. Specialized juvenile probation officers, also known as Education Advocates, help the youth and their families create an education plan. Many of these youth have been expelled or suspended from multiple school placements and encounter obstacles upon re-enrollment. The Education Advocates meet with the youth, family, school personnel and other stakeholders to facilitate school enrollment. The Educational Success Team also provides informational groups for parents on topics such as Individual Educational Plans (IEPs), school responsibilities, school obligations and disciplinary processes. The Education Advocates act as a liaison with the schools to help reconnect probation youth to an appropriate educational environment. In addition to direct case management, the Education Advocates provide consultation and problem solving to juvenile probation officers on specific cases.

Program Justification

Approximately 71% of high-risk youth are youth of color. Most of these youth are not enrolled in an educational program. Not being enrolled in school is a risk factor for recidivism. Research shows that school completion significantly reduces the risk that a teen will become or remain delinquent, or become gang-involved. Avoiding suspension/expulsion and promoting academic success also lowers the risk a youth will be detained. Youth are more likely to retain community placements when they are appropriately engaged in school. Educational success greatly reduces disproportionate incarceration of minority youth and the possibility of future criminal institutionalization. By focusing on high-risk youth, the Educational Success Team supports the Streams of Offenders model.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Number of youth served by unit	0	0	0	0
Outcome	Percent of youth enrolled in school at the time of exit	0.0%	0.0%	0.0%	0.0%
Outcome	Percent of youth who did not recidivate while in the program	0.0%	0.0%	0.0%	0.0%

Performance Measure - Description

This is a new program and has not yet produced measurable data.

Legal/Contractual Obligation**Revenue/Expense Detail**

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$0	\$102,705	\$582,537	\$252,450
Contracts	\$50,620	\$54,437	\$50,620	\$66,044
Materials & Supplies	\$77,949	\$53,327	\$83,159	\$57,347
Internal Services	\$0	\$16,922	\$0	\$20,871
Subtotal: Direct Exps:	\$128,569	\$227,391	\$716,316	\$396,712
Administration	\$0	\$0	\$64,787	\$19,569
Program Support	\$0	\$0	\$206,352	\$0
Subtotal: Other Exps:	\$0	\$0	\$271,139	\$19,569
Total GF/non-GF:	\$128,569	\$227,391	\$987,455	\$416,281
Program Total:	\$355,960		\$1,403,736	
Program FTE	0.00	0.00	6.48	2.72
Program Revenues				
Indirect for dep't Admin	\$12,102	\$0	\$15,032	\$0
Intergovernmental	\$0	\$227,391	\$0	\$396,712
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$12,102	\$227,391	\$15,032	\$396,712

Explanation of Revenues

71% of a 0.7 FTE JCC position is funded through the Project Safe Neighborhood Grant (PSN) and the remaining 29% is funded by Oregon Youth Authority Gang Transition Services(OYA GTS). County General Fund \$716,316; State Oregon Youth Authority (OYA) Flex Funds \$115,095; Federal Project Safe Neighborhood (PSN) Anti-Gang Initiative Grant \$67,347; State Oregon Youth Authority Gang Transition (OYA GTS) funds \$20,470; Federal Youth Offender Grant through Worksystems Inc.(WSI) \$93,800; Portland Public School Grant \$100,000.

Significant Program Changes✓ **Significantly Changed****Last year this program was:**

This is a new program offer for fiscal year 2009, although the program costs are ongoing and include elements from the Juvenile Accountability Program and the Juvenile Formal Probation Supervision Program.

Juvenile Counseling and Court Services programs have undergone a reorganization mid-year 2008. Those changes may be reflected here in budget and staffing; other programmatic changes are so noted.

Program # 50013 - Juvenile Gang Resource Intervention Team (GRIT)

Version 3/27/2008 s

Priority: Safety **Lead Agency:** Community Justice
Program Offer Type: Existing Operating **Program Contact:** Thach Nguyen
Related Programs: 25123, 50011, 50014, 50015, 50018, 50021, 50023A, 50023B, 50024

Program Characteristics:

Executive Summary

The Gang Resource Intervention Team (GRIT) supervises 120 high-risk youth offenders (males ages 12-18) who are in gangs or are gang associated in addition to all high-risk youth of color. GRIT's goals are: to reduce juvenile crime, to prevent disproportionate numbers of minority youth from entering a correctional facility and to assist youth gang members positively redirect their lives. GRIT supervision works: 81% of GRIT clients did not re-offend within the year after completing probation supervision.

Program Description

GRIT provides probation supervision to high-risk, gang-involved delinquents using strategies that are tailored to each youth's problems, strengths, needs, culture and environmental influences. Public safety requires strong, diverse community collaboration, so GRIT probation officers work with the community to prevent gang crimes and reduce gang expansion. DCJ collaborates with the DCHS Youth Gang Prevention Program to provide resources for families and communities to intervene early in gang related behavior. GRIT partners with the police, adult parole and probation officers and the community to gather intelligence on gangs and disrupt gang activity. Juvenile probation officers develop individual Probation Case Plans that establish enforceable obligations to victims and the community. Along with holding gang youth accountable through specialized supervision and sanctions, GRIT coordinates treatment (e.g. mental health and drug abuse) and interventions designed to address anti-social behavior. Skill building, mentorship, educational advocacy and support and exposure to positive age-appropriate activities are also used to counter youth involvement in crime and gang membership. In cases of gang violence, GRIT probation officers report to the scene and are able to assist law enforcement, the community and the family throughout the investigation.

Program Justification

Gang activity continues to be a major concern across Multnomah County. GRIT focuses on the highest risk offenders, using evidence-based practices that hold youth responsible for their actions and change their behavior. These interventions include intensive family-based counseling, specialized youth treatment when indicated, employment training/opportunities, positive peers and community support systems. GRIT supervision works: 81% of GRIT clients did not re-offend within the year after completing probation supervision.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Number of youth served by GRIT annually	268	130	281	265
Outcome	Percent of GRIT youth who did not recidivate within one year of probation exit	81.0%	85.0%	78.0%	80.0%

Performance Measure - Description

✓ **Measure Changed**

PREVIOUS YEAR ACTUAL and CURRENT YEAR ESTIMATE include both the GRIT and the North caseloads which were combined this year as part of a re-organization.

Legal/Contractual Obligation

ORS 419C.001 mandates that "The [juvenile] system shall provide a continuum of services that emphasize prevention of further criminal activity by the use of early and certain sanctions, reformation and rehabilitation programs and swift and decisive intervention in delinquent behavior." As a result, counties must provide probation supervision to delinquent youth, but are not required to have specialized supervision units.

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$0	\$298,127	\$619,978	\$289,336
Contracts	\$0	\$50,000	\$5,165	\$458,932
Materials & Supplies	\$0	\$702	\$12,401	\$619
Internal Services	\$0	\$26,433	\$104,594	\$54,144
Subtotal: Direct Exps:	\$0	\$375,262	\$742,138	\$803,031
Administration	\$59,766	\$14,608	\$89,883	\$27,166
Program Support	\$164,506	\$0	\$284,993	\$0
Subtotal: Other Exps:	\$224,272	\$14,608	\$374,876	\$27,166
Total GF/non-GF:	\$224,272	\$389,870	\$1,117,014	\$830,197
Program Total:	\$614,142		\$1,947,211	
Program FTE	5.41	3.29	6.97	3.03
Program Revenues				
Indirect for dep't Admin	\$18,445	\$0	\$38,998	\$0
Intergovernmental	\$0	\$375,262	\$0	\$803,031
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$18,445	\$375,262	\$38,998	\$803,031

Explanation of Revenues

General Fund \$742,138; State Oregon Youth Authority Gang Transition (OYA GTS) funds \$312,647; OYA East Metro Enforcement team \$434,698; Federal Juvenile Accountability Block Grant \$55,686

Significant Program Changes

Last year this program was: #50014, Juvenile Gang Resource Intervention Team (GRIT)
State Oregon Youth Authority East Metro Enforcement Team funding was added to this program after July 1, 2007. That funding is passed through to the City of Gresham.

Juvenile Counseling and Court Services programs have undergone a reorganization mid-year 2008. Those changes may be reflected here in budget and staffing; other programmatic changes are so noted.

Program # 50014 - Juvenile Communities of Color Partnership

Version 3/27/2008 s

Priority: Safety **Lead Agency:** Community Justice
Program Offer Type: Existing Operating **Program Contact:** Thach Nguyen
Related Programs: 50011, 50013, 50015, 50018, 50021, 50022, 50023A, 50023B, 50024

Program Characteristics:

Executive Summary

The Communities of Color Partnership (COCP) provides integrated services to medium and high-risk juvenile probationers aged 12-18 years old, whose ethnic/cultural backgrounds are disproportionately represented in commitments to youth correctional facilities. COCP goals are to provide culturally specific services to higher-risk youth of color. Last year, this program served 105 youth, many of whom were gang involved. COCP works: last year 74% of the 105 youth were crime free one year after completing the program.

Program Description

COCP provides culturally specific services to African American, Latino, Asian, Native American and Pacific Island youth who are medium and high-risk offenders. Each youth receives a comprehensive assessment and individualized case plan. Community providers led by Self Enhancement, Inc. (SEI) and the Latino Network provide a wide range of case management and treatment options. These community partners include Victory Outreach, Multnomah County Education Service District (ESD), the Department of County Human Services, LifeWorks NW (e.g. Leo ni Leo), ChangePoint and the Oregon Youth Authority (OYA). Mental Health Consultants and probation officers from the juvenile division also participate on this multi-disciplinary team to identify and interrupt the cycle of crisis and criminality. Educational and vocational services, individual/family and mental health counseling, addiction treatment, mentoring, advocacy, pro-social activities and other services are provided in culturally appropriate settings designed to strengthen a youth's pro-social connections to the community and maximize his or her positive support systems.

Program Justification

COCP coordinates a network of community and county programs that provide timely access to culturally appropriate services. COCP enhances treatment engagement and reduces duplicated use of public funding. COCP's goals are to prevent high-risk youth of color from committing new crimes and further penetrating the justice system. Culturally competent, strength-based programs delivered in homes, schools and the offender's community have been shown to be most effective in working with disenfranchised youth. These evidence-based practices, most often provided by same-culture practitioners, combined with Multi-Systemic Therapy (MST) and other promising treatment models assist youth of color safely remain in the community. It avoids unnecessary involvement in the more expensive detention and correctional facilities track. COCP is consistent with the Streams of Offenders supervision approach; focus resources on those offenders presenting the greatest risk to public safety. Youth receiving COCP services have already demonstrated high levels of criminality.

While more than 50% of the youth referred to COCP have been charged with person offenses and tend to commit multiple offenses, outcomes for these youth improve with COCP involvement; 76% remained crime-free one year after exiting the program. The most recent data also indicates that COCP is effective in reducing not only crime committed by these high-risk youth, but also the over-representation of youth of color committed to OYA correctional facilities; Multnomah County commitments of minority youth to state youth correctional facilities is down 78%, compared to 1997.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Number of youth served by COCP	105	120	120	120
Outcome	Percent of youth who did not recidivate one year post program exit	74.0%	65.0%	76.0%	65.0%

Performance Measure - Description

Recidivism is measured by new criminal referral. COCP works with the highest risk gang youth in the state.

Legal/Contractual Obligation

ORS 419C.001 – "The [juvenile] system shall provide a continuum of services that emphasize prevention of further criminal activity by the use of early and certain sanctions, reformation and rehabilitation programs and swift and decisive intervention in delinquent behavior."

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Contracts	\$0	\$533,275	\$0	\$557,885
Internal Services	\$0	\$42,875	\$0	\$41,283
Subtotal: Direct Exps:	\$0	\$576,150	\$0	\$599,168
Administration	\$39,375	\$9,683	\$34,741	\$10,534
Program Support	\$103,169	\$0	\$107,647	\$0
Subtotal: Other Exps:	\$142,544	\$9,683	\$142,388	\$10,534
Total GF/non-GF:	\$142,544	\$585,833	\$142,388	\$609,702
Program Total:	\$728,377		\$752,090	
Program FTE	0.00	0.00	0.00	0.00
Program Revenues				
Indirect for dep't Admin	\$30,663	\$0	\$29,735	\$0
Intergovernmental	\$0	\$576,150	\$0	\$599,168
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$30,663	\$576,150	\$29,735	\$599,168

Explanation of Revenues

State Oregon Youth Authority Gang Transition funds (OYA GTS) \$599,168

Significant Program Changes

Last year this program was: #50015, Juvenile Communities of Color Partnership

Program # 50015 - Juvenile Confinement Alternatives for Minority Youth

Version 3/27/2008 s

Priority: Safety
Program Offer Type: Existing Operating
Related Programs: 50023A, 50023B

Lead Agency: Community Justice
Program Contact: Thach Nguyen

Program Characteristics:

Executive Summary

Juvenile Confinement Alternatives for Minority Youth (JCAMY) provides detention alternatives for designated high-risk Latino and African American juvenile offenders, many of whom are gang involved. These youth were traditionally placed in custody at DCJ's Donald E. Long Home (DELH) at disproportionately higher rates than other youth because they lacked the protective factors (e.g. crime-free environment, residential stability, positive adult support, etc.) needed to be successful in the community. The JCAMY program annually provides 55 such youth with culturally appropriate short-term shelter care (up to 30 days) and 20 youth with treatment foster care (up to 6 months). Last year, 72% of shelter care youth were living at home or in a community placement at exit.

Program Description

Victory Outreach provides culturally specific, staff supervised shelter care to up to five Latino youth at a time. New Decisions and MapleStar, two treatment foster care providers, offer short-term and long-term beds. New Decisions (30-60 days) and MapleStar (4-6 months) have five beds available for youth. Combined, these three programs annually serve approximately 55 gang involved and/or high-risk youth (12-18 years old) awaiting trial and/or already on probation. They enter shelter care or treatment foster care because the juvenile division and the court have determined they are unable to safely remain in their homes. They are in need of stabilization and transition to other placements when appropriate. While in care, these youth attend school, participate in treatment, skill building and pro-social activities. They work with their juvenile probation officer and other service providers. Historically, standard shelter programs do not meet the needs of these youth in terms of their cultural orientation, gang affiliations and/or level of criminality.

When these youth require longer length of stays due to instability at home or community, MapleStar Treatment Foster Care can also provide placement. MapleStar providers work with youth with highly delinquent profiles. These high-risk youth require mental health and/or drug counseling services that cannot be addressed within the 30 day shelter care model. Their average length of stay in treatment foster care is 120 days but can extend to 6 months or more. Some of the MapleStar youth will be able to return to their homes. Others will require extended out-of-home placement. Such placements may need to be outside of their communities to ensure the public's safety as well as their own.

Program Justification

Research shows youth who are detained or deeply involved in a correctional system are more likely to continue their anti-social behaviors. For this reason, youth are detained only when objective criteria has determined they present a public safety or flight risk. Without these shelter care and treatment foster care beds, Multnomah County would detain approximately 75 more Latino and African American youth each year, often for no other reason than their families lack stable housing. JCAMY enables juvenile justice to hold high-risk youth of color accountable while ensuring they receive fair and equitable treatment. JCAMY is evidence-based and cost effective. It reserves costly detention beds for those youth who are most high-risk to the community and who will not remain in staff supervised placement. Research shows culturally specific programs produce better behavioral outcomes for youth of color.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Number of youth served by shelter care	47	35	32	55
Outcome	% of shelter care youth living at home/in a community placement at exit	72.0%	60.0%	72.0%	65.0%
Output	Number of youth served by treatment foster care	17	20	22	20
Outcome	% of treatment foster care youth living at home/in a community placement at exit	41.0%	65.0%	41.0%	65.0%

Performance Measure - Description

The number of youth served by shelter care includes youth served by KOJO House up to the time their contract ended and New Decisions Treatment Foster Care which replaced KOJO House.

Legal/Contractual Obligation

ORS 419C.001 mandates that "The [juvenile] system shall provide a continuum of services that emphasize prevention of further criminal activity by the use of early and certain sanctions, reformation and rehabilitation programs and swift and decisive intervention in delinquent behavior."

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Contracts	\$201,448	\$385,035	\$566,830	\$36,347
Internal Services	\$0	\$30,957	\$0	\$2,689
Subtotal: Direct Exps:	\$201,448	\$415,992	\$566,830	\$39,036
Administration	\$41,069	\$10,096	\$35,157	\$10,652
Program Support	\$107,852	\$0	\$109,548	\$0
Subtotal: Other Exps:	\$148,921	\$10,096	\$144,705	\$10,652
Total GF/non-GF:	\$350,369	\$426,088	\$711,535	\$49,688
Program Total:	\$776,457		\$761,223	
Program FTE	0.00	0.00	0.00	0.00
Program Revenues				
Indirect for dep't Admin	\$22,140	\$0	\$1,937	\$0
Intergovernmental	\$0	\$415,992	\$0	\$39,036
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$22,140	\$415,992	\$1,937	\$39,036

Explanation of Revenues

General Fund \$566,830; State Oregon Youth Authority Gang Transition funds (OYA GTS) \$39,036

Significant Program Changes

Last year this program was: #50016, Juvenile Confinement Alternatives for Minority Youth

Priority: Safety
Program Offer Type: Existing Operating
Related Programs: 50017, 50019

Lead Agency: Community Justice
Program Contact: Thach Nguyen

Program Characteristics:

Executive Summary

Juvenile Sex Offender Probation Supervision (JSOPS) protects public safety by holding approximately 130 adolescent sex offenders responsible for their actions. These youth are predominantly males 12 - 18 years of age. They have appeared before a judge or referee and received court ordered conditions and sanctions. The court may order these youth to be supervised by JSOPS into their early 20's and/or to be supervised by both juvenile and adult probation officers simultaneously. Specialized supervision and services protects those they have victimized and greatly reduces their risk to commit new crimes. Juvenile probation officers communicate with schools and law enforcement about these offenders and their risks. Last year, 0% of sexually offending youth supervised by JSOPS had committed a new sexual offense and 91% remained completely crime-free 12 months after their supervision had ended.

Program Description

JSOPS supervises adolescent sex offenders with court ordered conditions. This program has three primary goals: youth will commit no new sexual offenses or any other crimes; youth will be in school/training or be employed and youth will be actively engaged in appropriate sex offender treatment. Juvenile probation officers monitor youth at home, in school, in treatment and in the community. They collect DNA samples and ensure that youth are photographed and fingerprinted for the Oregon State Police (OSP) Sex Offender Registry. Probation officers use extensive face-to-face contact as well as polygraph exams to monitor compliance with safety plans, probation case plans and treatment plans. Services are adjusted and sanctions swiftly imposed when youth fail to follow conditions of supervision. JSOPS plans for the safety of existing and potential victims. Juvenile probation officers work closely with schools, providing administrators with information and support. Because these youth pose a serious danger to the community, specialized staff have low caseloads (20 is optimum) to allow frequent contact with the youth and family and close collaboration with community partners.

Program Justification

Evidence-based practices show that juvenile sexual offending is most effectively addressed through supervision, treatment and accountability (Association for the Treatment of Sex Abusers, 2002). JSOPS probation officers follow these practices and receive training on current research and best practices. JSOPS partners closely with a well respected community-based agency which provides a continuum of treatment services for youth with sexual acting out behaviors.

Treatment, supervision and accountability prevent these young offenders from committing new crimes, creating new victims and becoming more involved in the juvenile and adult justice systems. This evidence-based approach has been and continues to be highly successful. JSOPS is effective: 0% of DCJ's JSOPS clients committed a sexual re-offense last year.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Number of youth served by the program	109	120	91	110
Outcome	Percent of youth who did not recidivate one year post program exit	87.0%	90.0%	91.0%	90.0%
Outcome	Percent of youth who did not sexually re-offend one year post program exit.	100.0%	98.0%	100.0%	98.0%

Performance Measure - Description

Recidivism is measured by a new criminal referral.

Legal/Contractual Obligation

ORS 419C.441: Psychological assessment and treatment as determined; ORS 419C.473: Collection of DNA buccal samples; ORS 419C.446: Providing notification of sex offender probationers to Chief of Police or Deputy Sheriff; ORS 181.592: Sex offender registration. All state ordinances applying to the processing and supervision of juvenile sex offenders. ORS 419C.001 mandates that counties must provide probation supervision to delinquent youth. However, statute does not require counties to have specialized supervision units.

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$718,561	\$0	\$605,897	\$0
Contracts	\$0	\$0	\$0	\$0
Materials & Supplies	\$8,794	\$0	\$5,655	\$0
Internal Services	\$4,797	\$0	\$3,830	\$0
Subtotal: Direct Exps:	\$732,152	\$0	\$615,382	\$0
Administration	\$55,923	\$13,663	\$35,962	\$10,819
Program Support	\$154,440	\$0	\$117,682	\$0
Subtotal: Other Exps:	\$210,363	\$13,663	\$153,644	\$10,819
Total GF/non-GF:	\$942,515	\$13,663	\$769,026	\$10,819
Program Total:	\$956,178		\$779,845	
Program FTE	8.00	0.00	7.00	0.00
Program Revenues				
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$0	\$0	\$0	\$0

Explanation of Revenues

County General Fund

Significant Program Changes

✓ Significantly Changed

Last year this program was: #50017, Juvenile Sex Offender Probation Supervision

Last year this offer also included outpatient sex offender treatment. This service is now a separate offer, # 50019 Juvenile Outpatient Treatment for Youthful Sex Offenders.

Program # 50018 - Juvenile Multi-Systemic Treatment Therapy Team (MST)

Version 3/27/2008 s

Priority: Safety
Program Offer Type: Existing Operating
Related Programs:
Program Characteristics:

Lead Agency: Community Justice
Program Contact: Wayne Scott

Executive Summary

The Multi-Systemic Therapy (MST) Program annually serves approximately 50 high and some medium risk youth, half of whom meet the State definition of "chronic offender" - the 8% of probation youth who commit 50% of new crimes. Considered a national "blueprint program," MST is an intensive family-based treatment program that has demonstrated success in reducing crime and drug use among high-risk probation youth. Last year 44% of MST clients had not re-offended 12 months after completing MST services.

Program Description

The primary goals of MST are: to end juvenile criminal activity and reduce drug and alcohol abuse. MST is an intensive, family centered treatment model focusing on medium and high-risk youth who are at immediate risk of out-of-home placement into foster care or an Oregon Youth Authority (OYA) youth correctional facility (YCF). Eligible youth have a significant substance abuse/mental health problem and/or they are gang involved. Therapists meet with the youth and their family multiple times per week at home or at school, targeting the problems or "criminogenic factors" in a youth's life such as drug and alcohol abuse, mental illness, anti-social peers, poor parental support, etc. that contribute to serious, delinquent behavior. Two therapeutic foster care beds are available to MST clients as needed, helping address the issue of declining numbers of State foster care for delinquent youth. The cost of providing MST services to youth is substantially lower than the average cost of a youth's stay in foster care or a correctional facility.

Program Justification

MST is an effective mental health and drug abuse intervention that keeps high-risk youth from committing new crimes, using drugs, becoming further involved in gangs and becoming more deeply involved in the justice system. MST is an evidence-based program: national and DCJ research demonstrates that MST is effective in reducing crime and drug use among chronic juvenile offenders. The federal government has rated MST as a "best practice" for reducing the number of crimes youth commit; addressing institutional minority over-representation; reducing the need for expensive out-of-home placements; improving family functioning and decreasing mental health problems. MST is consistent with a Streams of Offender model that prioritizes services to high risk offenders. MST reduces the use of more expensive alternatives such as detention and commitments to correctional facilities. Because the MST therapist works with the whole family, MST serves as an early intervention strategy for younger siblings who are also at risk for drug abuse and delinquency.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Number of youth served by MST.	39	50	56	50
Outcome	Percent of youth who did not recidivate one year post program exit.	44.0%	50.0%	50.0%	50.0%
Outcome	Percent of MST youth living with family or in community placement at exit	88.0%	0.0%	94.0%	90.0%
Outcome	Percent of MST/TFC youth living with family at exit.	85.0%	0.0%	85.0%	85.0%

Performance Measure - Description

✓ **Measure Changed**

Youth living situation at exit for MST and for MST/Treatment Foster Care (TFC) performance measure added this year. Recidivism is based on new criminal referral.

Legal/Contractual Obligation

ORS 419C.001 mandates county juvenile systems to provide "a continuum of services that emphasize the prevention of further criminal activity by the use of early and certain sanctions, reformation and rehabilitation programs and swift and decisive intervention in delinquent behavior." ORS 419.441 authorizes the juvenile court to "order that the youth offender undergo psychiatric, psychological or mental health evaluation. If warranted by the mental condition of the youth offender, the court may order that the youth offender undergo appropriate care or treatment."

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$10,727	\$497,402	\$18,540	\$519,781
Contracts	\$118,094	\$38,517	\$127,754	\$38,517
Materials & Supplies	\$0	\$11,046	\$2,442	\$8,869
Internal Services	\$0	\$43,976	\$0	\$42,089
Subtotal: Direct Exps:	\$128,821	\$590,941	\$148,736	\$609,256
Administration	\$48,052	\$11,770	\$44,088	\$13,327
Program Support	\$129,998	\$0	\$139,687	\$0
Subtotal: Other Exps:	\$178,050	\$11,770	\$183,775	\$13,327
Total GF/non-GF:	\$306,871	\$602,711	\$332,511	\$622,583
Program Total:	\$909,582		\$955,094	
Program FTE	0.16	5.14	0.25	5.05
Program Revenues				
Indirect for dep't Admin	\$31,450	\$0	\$30,237	\$0
Intergovernmental	\$0	\$590,941	\$0	\$609,256
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$31,450	\$590,941	\$30,237	\$609,256

Explanation of Revenues

County General Fund \$146,336; State of Oregon Youth Authority Gang Transition Services (OYA GTS) \$ 202,144; State Juvenile Crime Prevention (JCP)\$343,220; insurance reimbursement for FQHC eligible services from Verity,CareOregon,and DMAP \$63,892.

Significant Program Changes

Last year this program was: #50019A, Juvenile Multi-Systemic Therapy (MST)

Program # 50019 - Juvenile Outpatient Treatment for Youthful Sex Offenders

Version 3/27/2008 s

Priority: Safety
Program Offer Type: Program Alternative /
Related Programs: 50016
Program Characteristics: Joint Offer

Lead Agency: Community Justice
Program Contact: Wayne Scott

Executive Summary

This is a shared program offer with the County's Department of County Human Services (DCHS), and is an existing program being submitted solely by DCJ for the first time. This program provides outpatient treatment services for children and youth who exhibit problem sexual behavior or who are sexually predatory.

Program Description

This program is funded by the Department of Community Justice and the Department of County Human Services to provide additional mental health treatment to youth in sex offender treatment. This program provides outpatient mental health treatment to children and adolescents who exhibit problem sexual behaviors, and is designed to prevent them from requiring a more intensive and costly level of care, such as psychiatric hospitalization or treatment in a residential facility. Without treatment, there is a high-risk that the individuals served by this program will re-offend. There is an intensive family education and group support component for the child and family to decrease the likelihood of the child re-offending. The goal of the program is also to maintain the child in the least restrictive, most clinically and culturally appropriate level of care, preferably in the community. Most of the individuals being treated would not be maintained in a family-like setting if they are not actively in treatment through this program. These individuals have co-occurring mental health and addiction disorders which further complicate treatment for their problem sexual behaviors if not served in such a specialized treatment program.

Program Justification

This program supports the County's contract with Morrison Child and Family Services to provide sex offender outpatient treatment to DCHS clients who cannot be criminally adjudicated (taken to court for breaking the law) due to their age, intellectual capabilities or mental illness. This service also provides sex offender treatment to DCJ clients found criminally responsible for sex offending and court ordered to supervision and treatment. Without this service, the vast majority of juveniles and their families would not receive sex offender treatment, being unable to afford these highly specialized services.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Total individuals served.	109	120	91	110
Outcome		0	0	0	0
Outcome	Percent of youths that do not re-offend within six months after treatment.	100.0%	98.0%	100.0%	98.0%

Performance Measure - Description

The outcome measurement for this program is the percent of youth that do not sexually re-offend within six months after treatment.

Legal/Contractual Obligation**Revenue/Expense Detail**

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Contracts	\$203,000	\$262,000	\$200,000	\$250,000
Subtotal: Direct Exps:	\$203,000	\$262,000	\$200,000	\$250,000
Administration	\$0	\$0	\$13,436	\$10,474
Program Support	\$0	\$0	\$35,004	\$16,729
Subtotal: Other Exps:	\$0	\$0	\$48,440	\$27,203
Total GF/non-GF:	\$203,000	\$262,000	\$248,440	\$277,203
Program Total:	\$465,000		\$525,643	
Program FTE	0.00	0.00	0.00	0.00
Program Revenues				
Intergovernmental	\$0	\$262,000	\$0	\$250,000
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$0	\$262,000	\$0	\$250,000

Explanation of Revenues

County General Fund. Oregon Health Plan revenue based on estimated average of 64,205 insured members - \$250,000.

Significant Program Changes

✓ **Significantly Changed**

Last year this program was:

This is a new program offer for fiscal year 2009, and budgets a shared contract for services to youth for the two County departments.

For the 2008 budget, this service was found in DCHS program offer 25077 - Sexual Offense and Abuse Prevention Program; and in DCJ program offer 50017 - Juvenile Sex Offender Probation Supervision.

Program # 50020 - Juvenile Assessment and Treatment for Youth and Families (ATYF)

Version 3/27/2008 s

Priority: Safety
Program Offer Type: Existing Operating
Related Programs: 50013, 50021, 50022, 50023A, 50023B

Lead Agency: Community Justice
Program Contact: Wayne Scott

Program Characteristics:

Executive Summary

Assessment and Treatment for Youth and Families (ATYF) is a unique program serving probation youth who cannot be treated in community-based mental health programs because of severe delinquency and runaway behaviors. ATYF annually provides clinical treatment to 130 youth probationers who are assessed as being most likely to commit new crimes and who have serious mental health, drug abuse and/or behavioral problems. ATYF staff provide mental health care coordination to youth in detention at the Donald E. Long Home (DELH). This year, approximately 70% of youth did not recidivate one year after ATYF program involvement.

Program Description

ATYF has one overriding goal: deliver the right treatment at the right time to these youth and their families. ATYF therapists administer an evidence-based clinical assessment that provides a comprehensive picture of the youth's risks and needs, including specialized assessment and screening for youth brought in with firearms and firesetting charges. They also develop and provide clinical recommendations to help the courts with dispositional planning. This increases the likelihood that youth will receive appropriate treatment without further endangering community safety. When no community-based treatment program is appropriate for the youth, ATYF provides on-going outpatient family therapy. Services are provided in home and school settings and focus on changing anti-social behaviors. ATYF has the capacity to serve 100 youth at a time. ATYF also addresses the needs of youth in detention who are at risk for suicide through the provision of two Mental Health Consultants (MHC). The MHCs work in juvenile detention (DELH) with these youth and the key people in their lives. An ATYF staff member provides facilitation for Wraparound Oregon, a State initiative which seeks to build a coordinated system of services for children and youth with complex mental health needs and their families.

Program Justification

Research shows that youth with untreated substance abuse issues are nearly ten times more likely to become chronic re-offenders. Delinquent youth who receive substance abuse treatment have fewer re-arrests, findings (e.g. convictions) and episodes of detention (Field, 1995; Tunis, 1995; etc.). ATYF keeps at-risk youth from re-offending and penetrating deeper into the justice system by linking them to treatment services that change their delinquent thinking and behaviors. ATYF provides comprehensive clinical assessments to high and medium-risk probation youth. This service facilitates these youth quickly accessing appropriate treatment. It prevents them from languishing on program waiting lists and spending unnecessary time in detention due to a lack of alternative placement options. ATYF completes assessments for the division's MST and RAD programs as well as for numerous community-based treatment providers. ATYF also provides the critical service of ongoing in-home and in-school treatment for youth unable to be served in the community because of delinquent and runaway behaviors.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Number of youth served by ATYF	148	175	148	150
Outcome	Percent of youth who did not recidivate one year after ATYF program involvement	59.0%	70.0%	67.0%	70.0%
Outcome	Percent of youth who did not recidivate while in the ATYF program	76.0%	80.0%	78.0%	80.0%

Performance Measure - Description

Recidivism is measured by new criminal referral.

Legal/Contractual Obligation

Oregon Revised Statute (ORS) 419C.001 mandates county juvenile departments to provide "a continuum of services that emphasize the prevention of further criminal activity by the use of early and certain sanctions, reformation and rehabilitation programs and swift and decisive intervention in delinquent behavior." ORS 419.441 also authorizes juvenile courts to "order that the youth offender undergo psychiatric, psychological or mental health evaluation. If warranted by the mental condition of the youth offender, the court may order that the youth offender undergo appropriate care or treatment."

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$11,398	\$774,310	\$11,671	\$850,772
Contracts	\$0	\$112,000	\$0	\$112,000
Materials & Supplies	\$0	\$28,190	\$3,344	\$26,406
Internal Services	\$0	\$75,479	\$0	\$75,142
Subtotal: Direct Exps:	\$11,398	\$989,979	\$15,015	\$1,064,320
Administration	\$66,871	\$16,375	\$62,930	\$18,976
Program Support	\$181,326	\$0	\$202,759	\$0
Subtotal: Other Exps:	\$248,197	\$16,375	\$265,689	\$18,976
Total GF/non-GF:	\$259,595	\$1,006,354	\$280,704	\$1,083,296
Program Total:	\$1,265,949		\$1,364,000	
Program FTE	0.17	8.13	0.17	8.83
Program Revenues				
Indirect for dep't Admin	\$52,688	\$0	\$52,820	\$0
Intergovernmental	\$0	\$989,979	\$0	\$1,064,320
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$52,688	\$989,979	\$52,820	\$1,064,320

Explanation of Revenues

General Fund \$15,015; State Juvenile Crime Prevention (JCP)\$947,689; Insurance reimbursement for FQHC eligible services from Verity, CareOregon, and DMAP \$116,631.

Significant Program Changes

Last year this program was: #50011, Juvenile Assessment & Treatment for Youth and Families (ATYF)

Program # 50021 - Juvenile Secure Residential A&D Treatment (RAD)

Version 3/27/2008 s

Priority: Safety **Lead Agency:** Community Justice
Program Offer Type: Existing Operating **Program Contact:** Wayne Scott
Related Programs: 50011, 50013, 50014, 50016, 50020, 50023A, 50023B
Program Characteristics: Joint Offer

Executive Summary

The Residential Alcohol and Drug (RAD) Program is a secure residential treatment program for high-risk probation youth with serious drug and alcohol abuse and mental health problems. Youth receive mental health, addiction and life skill services, family counseling, attend school and participate in pro-social activities that support sobriety and teach accountability for criminal behavior. RAD served 80 youth this year. It is a "last chance" resource for youth who cannot succeed in community-based treatment, continue to re-offend and are facing commitment to a youth correctional facility (YCF). Last year, youth had 77.5% fewer arrests post-treatment compared to pre-treatment. CORRECTIONS HEALTH: delivers medical, mental health and dental care for RAD youth. Nurses provide 16 hour emergency response, evaluation, treatment, essential medications and health education.

Program Description

RAD is an 18 bed secure residential treatment unit located in DCJ's detention facility, the Donald E. Long Home (DELH). The program is located in a locked facility to prevent highly addicted and impulsive clients from running away. The program length of stay is from 60 to 120 days. RAD serves 18 youth at a time. It is co-managed by DCJ and Morrison Child and Family Services. RAD provides evidence-based drug and alcohol abuse and mental health services to high-risk male and female juvenile probationers. Typically, RAD clients are too delinquent to be served safely in the community, have histories of running away from treatment, continue to re-offend and are often at imminent risk of commitment to a State correctional facility. At any given time 50-75% of RAD clients are gang members. While in treatment, youth attend school, receive addiction treatment, mental health services, life skills training and participate in prosocial activities that support sobriety and hold youth accountable for their high-risk, criminal behaviors. Evidence-based practices support effectively treating troubled youth according to their level of risk to the public. Research shows that mainstreaming high-risk delinquents (e.g. RAD clients) into community treatment programs exposes less sophisticated, more vulnerable teens to criminal behaviors and safety issues. RAD differs from community-based A&D treatment programs by addressing delinquency as well as addiction. RAD also provides client-specific transition plans based on the clinical assessment with the intent to support sobriety and reduce re-offending.

Program Justification

National reports increasingly underscore the need to intervene in juvenile alcohol and drug abuse. A substantial body of research shows that correctional drug treatment programs (e.g. RAD) lower re-offense rates and the use of juvenile detention (Field, 1995; Schwartz et. al., 1996; Wexler et. al., 1990; Dennis, 2007). RAD is tailored to address the unique treatment and safety issues of high-risk probation youth who have not been able to succeed in or are not appropriate for community-based treatment programs. As a result, RAD reduces the number of youth who remain in the justice system and later commit crimes as adults; last year 55% of the youth treated in RAD stayed crime-free in the year following treatment. CORRECTIONS HEALTH goals are: to ensure that DELH youth are not medically harmed; are medically and mentally stabilized and that they are treated humanely. Suicide prevention is the primary goal.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Number of youth served by RAD	72	65	102	75
Outcome	Percent of youth who did not recidivate one year post program exit	55.0%	60.0%	61.0%	60.0%
Outcome	Percent of youth receiving mental health medications	53.0%	75.0%	75.0%	75.0%

Performance Measure - Description

The FY07 number is an average as raw data regarding mental health drugs at DELH was not kept for the fiscal year. Recidivism is based on new criminal referrals.

Legal/Contractual Obligation

ORS 419C.001 mandates juvenile systems to provide services that emphasize the prevention of further criminal activity by the use of early and certain reformation and rehabilitation programs. ORS 419.441 authorizes the juvenile court to order that a youth offender undergo evaluation. If warranted, the court may order the youth to undergo appropriate care or treatment. Because of their impulsive runaway behaviors, these youth are retained in RAD and SRTP more effectively if routine healthcare is offered in the facility. On-site healthcare also increases collaboration with contracted mental health and psychiatric staff.

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$54,415	\$778,148	\$56,144	\$762,248
Contracts	\$360,101	\$513,435	\$301,414	\$571,332
Materials & Supplies	\$16,617	\$72,497	\$18,400	\$9,986
Internal Services	\$213,394	\$123,564	\$237,719	\$112,736
Capital Outlay	\$1,994	\$0	\$0	\$0
Subtotal: Direct Exps:	\$646,521	\$1,487,644	\$613,677	\$1,456,302
Administration	\$137,426	\$33,477	\$116,557	\$34,922
Program Support	\$374,107	\$3,644	\$369,261	\$3,212
Subtotal: Other Exps:	\$511,533	\$37,121	\$485,818	\$38,134
Total GF/non-GF:	\$1,158,054	\$1,524,765	\$1,099,495	\$1,494,436
Program Total:	\$2,682,819		\$2,593,931	
Program FTE	0.40	9.00	0.40	9.00
Program Revenues				
Indirect for dep't Admin	\$79,173	\$0	\$72,273	\$0
Intergovernmental	\$10,467	\$1,487,644	\$8,000	\$1,456,302
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$89,640	\$1,487,644	\$80,273	\$1,456,302

Explanation of Revenues

County General Fund \$605,677 plus Detention Bed contract with Clackamas and Washington County to Corrections Health \$8,000; State Juvenile Crime Prevention (JCP)\$721,969; For youth enrolled in Oregon Health Plan, costs are offset from Behavioral Rehabilitation Services (BRS), a form of Medicaid \$734,333.

Significant Program Changes

Last year this program was: #50020, Juvenile Secure Residential A&D Treatment (RAD)

Program # 50022 - Juvenile Accountability Program

Version 6/12/2008 s

Priority: Safety **Lead Agency:** Community Justice
Program Offer Type: Existing Operating **Program Contact:** Thach Nguyen
Related Programs: 50010, 50011, 50013, 50016, 50020, 50023A, 50023B, 50024

Program Characteristics:

Executive Summary

The Juvenile Accountability Program includes: Community Service, Project Payback, Skill Building, Accountability Center (Day Reporting Center) and Alternatives to Detention (Supervision/Sanctions Weekend). The Program's purpose is to hold juvenile offenders accountable for their delinquent actions and provide them with opportunities to repair harm to victims and the community. Community Service and Project Payback provide youth with opportunities to earn money to repay victims and give back to the community. The skill building activities provide life skills classes to reduce antisocial behavior and equip youth and families with skills to sustain positive change. The Day Reporting Center and Supervision/Sanctions Weekend provides intensive supervision for high-risk offenders during weekends and weekday peak delinquency hours (3-7 pm) and is an alternative to detention.

Program Description

The Accountability Program provides youth with opportunities to complete court mandated community service and pay victims restitution. Youth in Project Payback can also earn money for court ordered unitary assessment fees, court fines and payments to the State Victims' Crime Fund. Supervision/Sanctions Weekend operates as an alternative to detention sanctions for high-risk youth on probation. Skill Building is a series of group counseling intervention classes for youth and families that promote healthy lifestyles, responsible decision-making and conflict resolution. The Day Reporting Center provides highly structured supervision to high-risk, court involved youth not currently attending school for various reasons. Youth participate in educational programs, skill building workshops and community service activities during weekday peak delinquency hours. The Accountability Program provides a structured way of repaying and benefitting the community-at-large through maintenance of parks and other public venues, increasing restitution payments, providing supervision and reducing anti-social behavior.

Program Justification

The Juvenile Accountability Program supports the Department's mission to enhance community safety, hold youth accountable and assist them to develop skills necessary for success. By utilizing best practices and the National Restorative Justice Model, the Accountability Program empowers youth to repair harm done to victims by emphasizing the need to acknowledge the impact of their crimes. The participants in the program include informally sanctioned, post adjudicated and Measure 11 adolescents who are currently under the Department's supervision. Youth receive sanctions and services based on court orders, criminogenic factors indicated by the Juvenile Crime Prevention risk assessment and the case plan. Juvenile Accountability Programs are the primary sanctioning option used by juvenile court judges. Without the Accountability Program, at least 90% of DCJ youth would not be able to earn money for restitution and fines given their age, lack of employment options and lower household incomes. This program also reduces the number of minority youth that are placed in detention. It is the primary Detention Alternative for all DCJ youth, ensuring that only the most out-of-control youth are held in the costly detention facility.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Number of youth that participated in the program	1,395	1,000	1,180	1,100
Outcome	Percent of successfully completed Accountability referrals	82.0%	90.0%	92.0%	90.0%
Output	Dollars of Restitution paid	94,132	80,000	90,232	90,000
Output	Hours of Community Service performed	10,894	7,500	10,902	9,500

Performance Measure - Description

The number of youth participating in the program reflects youth who participated in community service and project payback.

Legal/Contractual Obligation

Mandated Program with Funding/Service Level Choice ORS 419C.001 requires "The [juvenile] system shall provide a continuum of services that emphasize prevention of further criminal activity by the use of early and certain sanctions . . .". See also ORS 419C.462 Community Service; 419C.465 Service to Victim; 419C.470 Opportunities to Fulfill Obligations Imposed by the Court; 419C.450 Restitution.

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$882,532	\$21,000	\$896,161	\$372,440
Contracts	\$40,136	\$103,121	\$40,136	\$102,368
Materials & Supplies	\$43,763	\$2,178	\$43,116	\$1,878
Internal Services	\$79,064	\$8,467	\$73,714	\$35,274
Subtotal: Direct Exps:	\$1,045,495	\$134,766	\$1,053,127	\$511,960
Administration	\$79,178	\$19,360	\$87,768	\$20,484
Program Support	\$217,229	\$0	\$218,524	\$0
Subtotal: Other Exps:	\$296,407	\$19,360	\$306,292	\$20,484
Total GF/non-GF:	\$1,341,902	\$154,126	\$1,359,419	\$532,444
Program Total:	\$1,496,028		\$1,891,863	
Program FTE	10.50	0.25	10.50	4.50
Program Revenues				
Indirect for dep't Admin	\$6,055	\$0	\$25,407	\$0
Intergovernmental	\$0	\$134,766	\$0	\$511,960
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$6,055	\$134,766	\$25,407	\$511,960

Explanation of Revenues

County General Fund \$1,053,127. Funds for work performed by youth on-site are received from Portland Water Bureau \$75,000 and Metro Solid Waste and Recycling Department \$36,960 and primarily used for victim restitution payments. Oregon Youth Authority (OYA) \$400,000.

Significant Program Changes

Last year this program was: #50021A, Juvenile Accountability Program

Program # 50023A - Juvenile Detention Services - 48 Beds

Version 5/15/2008 s

Priority: Safety **Lead Agency:** Community Justice
Program Offer Type: Existing Operating **Program Contact:** Kathy Brennan
Related Programs: 50011, 50013, 50015, 50016, 50021, 50022, 50023B, 50024, 50028
Program Characteristics: Joint Offer, Measure 5 Education

Executive Summary

Juvenile Detention protects the community by holding youth who are serious risks to public safety and/or high-risk to not appear for court in custody. Detention is an essential resource; in FY 2007 there were over 2,500 episodes of youth being brought to detention. DCJ rents 28 beds to neighboring counties, leveraging revenue for an additional 20 beds for Multnomah County youth. This offer funds 48 of the 64 beds required to meet daily detention needs. CORRECTIONS HEALTH delivers medical, mental health and dental care for 48 pre and post adjudication detainees. Nurses provide 16 hour emergency response, evaluation, treatment, essential medications and health education.

Program Description

Juvenile Detention through DCJ's Donald E. Long Home (DELH) is a secure environment that provides youth with education, life skills, behavior change counseling and other evidence-based services to reduce delinquency. Decisions to hold Multnomah County youth are based on the objective criteria of DCJ's juvenile Risk Assessment Instrument (RAI) and override policies ensuring that detention is used with maximum efficiency. DELH has a capacity of 191 beds. DCJ utilizes 64 of these beds for detention. Another 18 beds are used for substance abuse residential treatment (RAD). This offer will fund facility costs, the Intake and Admissions Units and 48 of the 64 detention beds (three 16-bed units). Multnomah County has long-term contractual agreements with Clackamas and Washington Counties guaranteeing them access to 28 detention beds. The remaining 20 beds hold high-risk Multnomah County youth. This offer also includes food service, which provides nutritional meals for youth in detention. Providing food service internally allows for cost and nutritional control as well as vocational training opportunities for some youth. CORRECTIONS HEALTH goals: to ensure that DELH youth are not medically harmed; are medically and mentally stabilized and that they are treated humanely. Suicide prevention is the primary goal.

Program Justification

The availability of these 48 beds is essential to the juvenile justice system and County public safety strategies. Detention holds youth who are dangerous and/or unlikely to return for court. In certain cases it serves as a consequence for probation violators. DCJ operates detention in collaboration with multiple system partners, assuring that youth are well cared for and receive fair, equitable treatment. Housing tri-county youth in one facility maximizes the use of space and highly trained staff, providing the flexibility needed to structure units according to age; gender; type of crime committed; behavioral needs, etc. It allows DELH to quickly make space and staffing adjustments in order to work with a growing population of youth with mental health diagnoses in addition to being highly delinquent. For the past 12 years DCJ and our partners have pioneered nationally recognized detention reform innovations that have reduced minority over-confinement. These efforts have saved Multnomah County over \$2 million each year by safely diverting lower-risk juveniles into less costly community alternatives; last year 90% of youth who were not detained at DELH returned for court proceedings.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Number of annual detention intake screenings conducted	1,650	1,500	1,772	1,600
Outcome	Percent of difference in rate of detaining white and minority youth	17.0%	6.0%	10.0%	6.0%
Outcome	Percent of youth released at referral who returned for court hearings	90.0%	95.0%	90.0%	90.0%
Output	Number of clients seen by a Corrections Health nurse	2,295	1,400	2,258	2,500

Performance Measure - Description

The Corrections Health performance measure reflects the total number served for all detention beds. Last year output measures for Corrections Health were separated per 48 and 32 bed offers; this year they are scaled to A 64 bed capacity. Recent validation of the RAI identified adjustments to be made which had impacted the number of minority youth detained including periods of elevated gang activity and cases representing public safety concerns. This increased use of detention for youth of color highlights the need for additional alternatives.

Legal/Contractual Obligation

Detention is authorized under ORS 168.740-168.770. Multnomah County is contractually obligated to provide detention beds to Washington and Clackamas Counties. Facility and program standards are in close compliance with national detention Reform initiatives and American Corrections Association Committee for Accreditation standards. The right to quality health care in custody is legally mandated under federal and State law. "Failure to provide" constitutes deliberate indifference to medical needs. ORS 169.076 and the American Corrections Association further delineate healthcare standards for incarcerated youth.

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$5,152,516	\$0	\$5,726,159	\$0
Contracts	\$98,127	\$0	\$96,046	\$3,750
Materials & Supplies	\$298,921	\$92,693	\$154,438	\$180,073
Internal Services	\$1,773,226	\$7,454	\$228,083	\$13,602
Capital Outlay	\$10,816	\$0	\$20,000	\$0
Subtotal: Direct Exps:	\$7,333,606	\$100,147	\$6,224,726	\$197,425
Administration	\$473,624	\$114,193	\$459,299	\$136,995
Program Support	\$1,261,426	\$3,804	\$1,466,933	\$5,234
Subtotal: Other Exps:	\$1,735,050	\$117,997	\$1,926,232	\$142,229
Total GF/non-GF:	\$9,068,656	\$218,144	\$8,150,958	\$339,654
Program Total:	\$9,286,800		\$8,490,612	
Program FTE	48.75	0.00	64.30	0.00
Program Revenues				
Indirect for dep't Admin	\$5,331	\$0	\$9,798	\$0
Fees, Permits & Charges	\$0	\$0	\$244,486	\$0
Intergovernmental	\$2,165,290	\$100,147	\$2,424,757	\$187,802
Other / Miscellaneous	\$0	\$0	\$0	\$9,623
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$2,170,621	\$100,147	\$2,679,041	\$197,425

Explanation of Revenues

County General Fund \$8,048,749; Costs are offset by Cafeteria Sales to the public \$171,953; Catering sales to the public \$72,533; Detention sub-lease to Washington County \$153,609; Detention Bed contract with Clackamas and Washington County for 14+ beds each \$2,208,950; Corrections Health portion of Detention Bed contract with Clackamas and Washington County \$62,198 all deposited into the General Fund; plus additional revenue received through USDA reimbursement for meals \$187,802; Detention pay phone revenue \$9,623.

Significant Program Changes

✓ **Significantly Changed**

Last year this program was: #50022A, Juvenile Detention Services - 48 Beds

The Nutrition Services program was brought in-house during fiscal year 2008. Costs of providing meals to juveniles in detention were previously provided through contracts; those costs as well as the costs and revenues for operating a cafe are now included in this program.

Priority: Safety
Program Offer Type: Existing Operating
Related Programs: 50011, 50013, 50015, 50016, 50021, 50022, 50023A, 50024, 50028
Program Characteristics: Joint Offer, Measure 5 Education

Lead Agency: Community Justice
Program Contact: Kathy Brennan

Executive Summary

Juvenile Detention protects the community by holding male and female youth in custody who are serious risks to public safety and/or high-risk to not appear for their court hearings. Detention is an essential resource for police, judges and probation officers. In 2007, there were over 2,500 episodes of youth being taken into custody and brought to detention. This offer funds 16 of the 64 beds required to meet DCJ's daily juvenile detention needs. CORRECTIONS HEALTH delivers medical, mental health and dental care for Measure 11, parole and Orientation Unit detainees. Nurses provide 16 hour emergency response, evaluation, treatment, essential medications and health education.

Program Description

Juvenile Detention through DCJ's Donald E. Long Home (DELH) is a secure and structured environment that provides care and custody of detained youth offenders. Utilizing the objective criteria of DCJ's juvenile Risk Assessment Instrument (RAI) and specific override policies, detention is used with maximum efficiency; youth are admitted only when it is deemed necessary due to the youth being a serious threat to public safety and/or a flight risk. DCJ utilizes 64 detention beds to meet daily housing needs. This offer will fund the operation of one 16 bed unit. These units house youth charged with serious juvenile and/or Measure 11 crimes as well as older male youth who have significantly violated their State parole or County probation conditions and created a public safety risk. This offer also includes food service, which provides nutritional meals for youth in detention. Providing food service internally allows for cost and nutritional control as well as vocational training opportunities for some youth. CORRECTIONS HEALTH goals: to ensure that DELH youth are not medically harmed; are medically and mentally stabilized and that they are treated humanely. Suicide prevention is the primary goal.

Program Justification

The availability of these 16 beds is essential to the justice system and public safety strategies. Including the base offer for 48 beds, this offer will maintain 64 beds in detention. DCJ operates DELH in collaboration with multiple system partners. Reducing the capacity would nullify standing agreements with judges, the District Attorney, local jails, police, Oregon Youth Authority (OYA), treatment providers and the community-at-large. It would necessitate placing these youth in the community in spite of their risk to the public. For the past 12 years DCJ and our partners have received national recognition for pioneering detention reform strategies that have reduced minority over-confinement. These strategies have also saved Multnomah County over \$2 million each year by safely diverting lower risk juveniles into less costly community alternatives; last year, 90% of youth who were not detained at DELH returned for their court proceedings.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Number of annual detention intake screenings conducted	1,650	1,500	1,772	1,600
Outcome	Percent difference in the rate of detaining white and minority youth	17.0%	6.0%	10.0%	6.0%
Output	Number of clients seen by a Corrections Health nurse	2,295	1,440	2,258	2,500
Output		0	0	0	0

Performance Measure - Description

The Corrections Health performance measure reflects the total number served for all detention beds. Last year output measures for Corrections Health were separated per 48 and 32 bed offers; this year they are scaled to a 64 bed capacity. Recent validation of the RAI identified adjustments to be made which had impacted the number of minority youth detained including periods of elevated gang activity and cases representing public safety concerns. This increased use of detention for youth of color highlights the need for additional alternatives.

Legal/Contractual Obligation

Detention is authorized under ORS 168.740-168.770. Multnomah County is contractually obligated to provide detention beds to Washington and Clackamas Counties as well as to the Oregon Youth Authority (OYA) for parole violators and local jails for Measure 11 youth under 17 years of age. Facility and program standards are in close compliance with national Detention Reform initiatives and American Corrections Association Committee for Accreditation standards. The right to quality health care in custody is legally mandated under federal and State law. "Failure to provide" constitutes deliberate indifference to medical needs. ORS 169.076 and the American Corrections Association further delineate health care standards for incarcerated youth.

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$1,539,917	\$0	\$1,143,776	\$0
Contracts	\$60,054	\$18,966	\$70,356	\$1,250
Materials & Supplies	\$80,821	\$52,691	\$44,721	\$60,024
Internal Services	\$356,485	\$4,520	\$195,638	\$4,534
Capital Outlay	\$7,190	\$0	\$0	\$0
Subtotal: Direct Exps:	\$2,044,467	\$76,177	\$1,454,491	\$65,808
Administration	\$123,916	\$29,577	\$75,387	\$21,421
Program Support	\$356,328	\$3,964	\$244,257	\$7,724
Subtotal: Other Exps:	\$480,244	\$33,541	\$319,644	\$29,145
Total GF/non-GF:	\$2,524,711	\$109,718	\$1,774,135	\$94,953
Program Total:	\$2,634,429		\$1,869,088	
Program FTE	15.30	0.00	9.10	0.00
Program Revenues				
Indirect for dep't Admin	\$2,904	\$0	\$3,266	\$0
Intergovernmental	\$37,748	\$63,196	\$32,000	\$62,601
Other / Miscellaneous	\$0	\$12,981	\$0	\$3,207
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$40,652	\$76,177	\$35,266	\$65,808

Explanation of Revenues

County General Fund \$1,454,491; Costs are offset by Detention Bed contract with Clackamas and Washington County to Corrections Health \$32,000 deposited into the general fund; plus additional revenue received through USDA reimbursement for meals \$62,601.

Significant Program Changes

✓ Significantly Changed

Last year this program was: #50022B, Juvenile Detention Services - 32 Beds

For fiscal year 2009, a 16 bed unit will be closed. Population levels in Juvenile Detention are running at 60 average per day. Closing this unit of Measure 11 and older boys will mean that this population will be detained in general population or moved into the adult jail system.

Program # 50023C - Juvenile Detention Services - 16 Bed Regional Close Custody Unit

Version 4/02/2008 s

Priority: Safety **Lead Agency:** Community Justice
Program Offer Type: Program Alternative / **Program Contact:** Kathy Brennan
Related Programs: 50023A, 50023B
Program Characteristics: One-Time-Only Request

Executive Summary

Oregon Youth Authority (OYA) will contract with Multnomah County to provide 16 close custody beds in the county's juvenile detention facility. These beds represent additional "discretionary beds" allocated to Clackamas, Multnomah and Washington County for this purpose as OYA does not have physical capacity within existing facilities to meet close custody bed projections in the OYA Demand Forecast.

Program Description

The regional close custody unit will be housed in detention and hold a population of youth, committed to the Oregon Youth Authority from Clackamas, Multnomah and Washington counties, who are awaiting transition to OYA parole in their home community or serving a brief custodial sanction as a violation of parole. Youth will access educational and other services (e.g. substance abuse treatment, cognitive skills, etc.) while in custody; these services are provided by the state. This state funded program is anticipated to commence operation February 2009.

Program Justification

Operation of the 16-bed close custody unit in detention utilizes existing unused secure capacity in the facility, maintains a regional approach to managing capacity, and will mitigate the impact of closing a 16-bed detention unit. OYA is able to provide secure custody beds to meet projected need anticipated in the OYA Demand Forecast. Youth transitioning to parole in the tri-county area will have greater access to community supports (e.g. family and services) that are shown to increase the likelihood of success on parole, thereby enhancing community safety.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Number of youth served annually.	0	0	0	80
Outcome		0	0	0	0

Performance Measure - Description

Legal/Contractual Obligation**Revenue/Expense Detail**

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$0	\$0	\$412,883	\$266,566
Materials & Supplies	\$0	\$0	\$10,117	\$66,225
Internal Services	\$0	\$0	\$0	\$24,627
Subtotal: Direct Exps:	\$0	\$0	\$423,000	\$357,418
Administration	\$0	\$0	\$49,338	\$13,480
Program Support	\$0	\$0	\$138,651	\$0
Subtotal: Other Exps:	\$0	\$0	\$187,989	\$13,480
Total GF/non-GF:	\$0	\$0	\$610,989	\$370,898
Program Total:	\$0		\$981,887	
Program FTE	0.00	0.00	4.38	3.12
Program Revenues				
Indirect for dep't Admin	\$0	\$0	\$17,738	\$0
Intergovernmental	\$0	\$0	\$0	\$357,418
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$0	\$0	\$17,738	\$357,418

Explanation of Revenues

County General Fund \$423,000; revenue received through USDA reimbursement for meals \$35,805; OYA timber revenue \$321,613.

Significant Program Changes

✓ Significantly Changed

Last year this program was: #50022B, Juvenile Detention Services - 32 Beds

Program # 50024 - Juvenile Detention Alternatives

Version 3/27/2008 s

Priority: Safety **Lead Agency:** Community Justice
Program Offer Type: Existing Operating **Program Contact:** Kathy Brennan
Related Programs: 50011, 50013, 50014, 50015, 50016, 50018, 50022, 50023A, 50023B

Program Characteristics:

Executive Summary

Juvenile Detention Alternatives (JDA) protects the public by safely supervising identified high-risk youth in the community instead of needlessly detaining them in custody. These youth are awaiting court, completing court ordered sanctions, treatment, education and employment obligations. JDA saves the County significant funding each year while ensuring public protection. Last year, 97% of pre-adjudicated youth appeared for court hearings.

Program Description

Oregon Revised Statue (ORS) 419C.145 defines the circumstances under which a juvenile offender may be placed in custody including but not limited to: a felony crime; history of warrants for failure to appear in court; violation of probation or conditions of release; firearm and certain person misdemeanors, etc. This statute also mandates that these youth may be released to a parent, shelter, or other responsible party unless their release endangers the welfare of the community or the youth and/or there is no other way to ensure they will come to court other than to detain them.

DCJ's juvenile division uses the objective criteria of the Risk Assessment Instrument (RAI) to screen all legally detainable youth. Youth are held or released based on their RAI score. As appropriate, some youth are referred to the JDA program. JDA programs supervise several hundred youth each year, keeping them out of costly detention beds. Electronic Monitoring (EM) can serve up to 16 youth a day. Often combined with House Arrest and Community Detention (CD) tracking, EM and CD can jointly supervise up to 40 youth each day. Boys and Girls Aid Society (BGAS), Janus Youth/Harry's Mother and Volunteers of America (VOA) contract with DCJ to provide these services.

Program Justification

Multnomah County is internationally recognized as a leader in Detention Reform initiatives such as the JDA programs. Such programs are essential to decreasing disproportionate minority confinement in institutions. They ensure that regardless of race or gender, only the most dangerous youth or those most likely to not come to court are held in custody. Extensive research conducted by the Casey Foundation and numerous juvenile rights organizations document that institutionalized delinquents are highly likely to re-offend after they return to the community. Evidence-based alternatives to detention provide long-term results which interrupt criminal behavior.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Number of youth served by Juvenile Detention Alternatives	311	450	300	350
Outcome	Percent of staff secure shelter youth who did not fail to appear for hearing	98.0%	100.0%	94.0%	98.0%
Outcome	Percent of pre-adjudicated youth who did not fail to appear for court hearing	97.0%	98.0%	97.0%	98.0%
Outcome	Percent CDM minority youth who did not fail to appear for court hearing	96.0%	80.0%	96.0%	90.0%

Performance Measure - Description

✓ **Measure Changed**

This year's offer includes a measure from a separate scale-up program offer from last year for enhanced monitoring to serve more minority youth.

Legal/Contractual Obligation

ORS 419C.145(1) regarding the custody of pre-adjudicated youth or youth in violation of probation or conditions of release;
 ORS 419C.145(2) regarding the ability to release these youth with exceptions.

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$0	\$87,414	\$0	\$0
Contracts	\$510,862	\$178,000	\$497,554	\$178,000
Materials & Supplies	\$0	\$8,000	\$0	\$13,754
Internal Services	\$0	\$23,604	\$0	\$14,189
Subtotal: Direct Exps:	\$510,862	\$297,018	\$497,554	\$205,943
Administration	\$47,542	\$8,354	\$42,720	\$12,949
Program Support	\$104,601	\$0	\$132,727	\$0
Subtotal: Other Exps:	\$152,143	\$8,354	\$175,447	\$12,949
Total GF/non-GF:	\$663,005	\$305,372	\$673,001	\$218,892
Program Total:	\$968,377		\$891,893	
Program FTE	0.00	1.00	0.00	0.00
Program Revenues				
Indirect for dep't Admin	\$15,808	\$0	\$10,220	\$0
Intergovernmental	\$0	\$297,018	\$0	\$205,943
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$15,808	\$297,018	\$10,220	\$205,943

Explanation of Revenues

County General Fund \$497,554; State Oregon Youth Authority Gang Transition funds (OYA GTS) \$205,943

Significant Program Changes

Last year this program was: #50023A, Juvenile Detention Alternatives

This program offer also includes the 2008 scale up offer of \$325,410 in County general fund and State Gang Transition Services funds.

Some positions have been transferred to or from other DCJ program offers, with no programmatic impact.

Program # 50025 - Adult Pretrial Supervision Program

Version 3/27/2008 s

Priority: Safety
Program Offer Type: Existing Operating
Related Programs:
Program Characteristics:

Lead Agency: Community Justice
Program Contact: Lori Eville

Executive Summary

The Pre-Trial Supervision Program (PSP) performs functions necessary for public safety and the effective operation of the local justice system. PSP uses ORS release criteria to assess safety risks of over 4,000 defendants to determine their potential to attend court appearances once out of custody. By releasing qualified defendants, 750 more jail bed days are available for higher risk offenders. In FY 07, less than 1% of felony defendants were arrested for another felony offense while under PSP supervision.

Program Description

The primary mission of PSP is to evaluate the risk of releasing defendants prior to trial, supervise defendants in the community and ensure that defendants attend court hearings. When a defendant is referred by the Court to PSP for review, PSP staff use established criteria during their investigation to determine if a defendant is likely to pose a safety risk or to fail to attend subsequent court hearings if released from custody. The results of the investigation are presented back to the Court. When a defendant is released under PSP supervision, the assigned case manager monitors the defendant's behavior and actions through regular home, community, office and telephone contacts, as well as electronic and GPS monitoring in appropriate cases.

Defendants supervised by PSP are afforded the opportunity to maintain employment and/or school attendance, continue with health related services (drug and alcohol counseling, mental health treatment) and reside in the community pending the resolution of their court matters. During FY 2007, 4331 defendants were supervised by PSP who otherwise would have occupied scarce jail beds.

Program Justification

PSP manages cases using evidence-based methods that have proven to be effective in reducing criminal activity (Andrews, 1994). Using these practices contributes to public safety by increasing the probability that defendants released from jail prior to trial will attend subsequent court hearings and reducing their risk to re-offend. Research shows the re-offense rates and failure to appear rates for PSP clients are equal to or better than prior Multnomah County pretrial programs and better than similar programs in other cities.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Number of defendants supervised annually.	4,331	3,000	4,500	4,500
Outcome	Percent of released defendants who appear (do not FTA) at hearing.	85.0%	85.0%	85.0%	85.0%
Output	Average number of days to make release recommendation.	11	13	11	11
Outcome	Percentage of felony defendants re-arrested pending trial.	1.0%	1.0%	1.0%	1.0%

Performance Measure - Description

Legal/Contractual Obligation

Pretrial Release Services became statutory under ORS 135.230 and 135.260 in January 1974. ORS 135.245 requires a judge to impose the least restrictive condition necessary to ensure a defendant's later court appearance and to release persons in custody on their own recognizance unless conditions indicate such release is unwarranted.

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$1,656,652	\$0	\$1,762,578	\$0
Contracts	\$28,440	\$0	\$28,375	\$0
Materials & Supplies	\$22,897	\$0	\$24,923	\$0
Internal Services	\$93,458	\$0	\$67,384	\$0
Subtotal: Direct Exps:	\$1,801,447	\$0	\$1,883,260	\$0
Administration	\$103,318	\$0	\$99,005	\$0
Program Support	\$229,042	\$50,901	\$253,036	\$52,608
Subtotal: Other Exps:	\$332,360	\$50,901	\$352,041	\$52,608
Total GF/non-GF:	\$2,133,807	\$50,901	\$2,235,301	\$52,608
Program Total:	\$2,184,708		\$2,287,909	
Program FTE	21.50	0.00	22.00	0.00
Program Revenues				
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$0	\$0	\$0	\$0

Explanation of Revenues

County General Fund

Significant Program Changes

Last year this program was: #50026A, Adult Pretrial Supervision Program

The fiscal year 2008 budget also included program offer 50026B Adult Pretrial Supervision Enhancement. That enhanced level is now included in the 2009 program offer.

Program # 50026 - Adult Recog Program

Version 6/05/2008 s

Priority: Safety
Program Offer Type: Existing Operating
Related Programs:
Program Characteristics:

Lead Agency: Community Justice
Program Contact: Duane Cole

Executive Summary

By assessing a defendant's potential to appear for court hearings and/or re-offend if released from custody, the Adult Recognizance (Recog) unit performs functions critical to the effective operation of the local justice system. The defendants determined to be most likely to appear for court hearings and a low-risk to re-offend are released on their agreement to return to court. This process results in maintaining jail bed availability for higher risk defendants.

Program Description

The Recog unit is a 24 hour, 7 day per week program housed in the jail. Recog staff interview all defendants with a pending Multnomah County charge. Defendants charged with felonies and/or person-to-person misdemeanor crimes are subject to a full criminal history and warrant check in addition to a risk screening. This process takes approximately one hour per defendant and provides a comprehensive, objective and valid system for release decisions which prioritizes victim and community safety in addition to the defendant's flight risk.

Persons charged with major traffic offenses and/or non person-to-person misdemeanors while not subject to a full interview do go through an expedited process consisting of a check for local warrants and a history of failure to appear on their current charge. While not ideal, this abbreviated process is necessitated due to current staffing levels.

Program Justification

The Recog program supports the safety priority by administering an objective and valid process from which jail release decisions (prioritizing community and victim safety) are made. By administering this process, the Recog program allows lower risk defendants the ability to maintain stabilizing ties, such as employment and housing, within the community. Additionally, Recog serves as a 24-hour link between police and Probation/Parole Officers by coordinating the process of holding parole and probation violators in jail and giving after hours information on the highest risk individuals who are on electronic monitoring.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Number of release decisions conducted. annually.	24,000	17,000	22,400	23,000
Outcome	Percent of interviewed defendants released on own recog who return to court.	69.0%	78.0%	69.0%	75.0%

Performance Measure - Description

Output measure includes full and expedited interviews. Outcome measure is derived from cases where a full interview is conducted.

Legal/Contractual Obligation

Pretrial Release Services became statutory under Oregon Revised Statutes 135.230 and 135.260 in January 1974. ORS 135.245 requires a judge to impose the least restrictive condition necessary to ensure a defendant's later court appearance and to release persons in custody on their own recognizance unless conditions indicate such release is unwarranted.

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$1,223,024	\$0	\$1,254,740	\$0
Contracts	\$57,229	\$0	\$330	\$0
Materials & Supplies	\$18,404	\$0	\$18,573	\$0
Subtotal: Direct Exps:	\$1,298,657	\$0	\$1,273,643	\$0
Administration	\$76,152	\$0	\$68,497	\$0
Program Support	\$176,586	\$40,801	\$173,404	\$36,432
Subtotal: Other Exps:	\$252,738	\$40,801	\$241,901	\$36,432
Total GF/non-GF:	\$1,551,395	\$40,801	\$1,515,544	\$36,432
Program Total:	\$1,592,196		\$1,551,976	
Program FTE	15.10	0.00	14.60	0.00
Program Revenues				
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$0	\$0	\$0	\$0

Explanation of Revenues

County General Fund

Significant Program Changes

Last year this program was: #50027A, Adult Recog Program

Priority: Safety
Program Offer Type: Existing Operating
Related Programs:
Program Characteristics:

Lead Agency: Community Justice
Program Contact: Wende Hickman

Executive Summary

The Court Appearance Notification System (CANS) is a collaborative, multi-jurisdictional program designed to reduce the rate of failure to appear (FTA) in court in Multnomah County. This is accomplished through the use of automated telephone reminder calls. CANS has been shown to reduce FTA by as much as 46% and is expected to result in a net cost avoidance of over \$6.3 million for the local justice system. CANS is being incorporated into Department of Community Justice (DCJ) operations for restitution and supervision fee collection in addition to appointment reminders.

Program Description

CANS works by reminding defendants with pending court matters and/or offenders on supervision to DCJ of upcoming court hearing dates and provides the time and location for the hearing and contact information for the assigned Court. DCJ offenders receive phone calls reminding them of upcoming appointments with their Probation/Post Prison Supervision Officer and reminders regarding outstanding court financial obligations and supervision fees.

CANS is managed within the Business Applications Unit of DCJ by a full time project coordinator and services are provided by a contracted vendor. The vendor provides telephone notification for all eligible criminal cases. The project coordinator implements measures to improve program efficiency and regularly monitors and reports program performance to the Local Public Safety Coordinating Council (LPSCC) and the Criminal Justice Advisory Committee (CJAC). CANS helps improve the efficiency of the County's criminal justice system through the reduction of FTA rates and increases offender compliance with Court and DCJ mandated obligations.

Program Justification

FTA incurs substantial costs to the various enforcement agencies for re-arrest, re-booking, additional jailing, additional prosecution, increased matrix releases and increased backlog of warrant entries. CANS is a collaborative effort of the State Courts and multiple county public safety agencies. DCJ provides the project management and vendor contract management, the District Attorney's Office provides police training, the State Courts provide IT support, LPSCC and the County Budget Office provide technical assistance.

This program meets several selection strategies by holding offenders responsible for their actions; demonstrating effective agency collaboration, fiscal responsibility and success at preventing crime. CANS has proven success in preventing FTA. A recent program analysis has indicated CANS will prevent an estimated 6,480 instances of FTA for FY09.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Percent of notifications that are successful.	0.0%	0.0%	0.0%	80.0%
Outcome		0	0	0	0
Outcome	Appearance rate for successful notifications.	0.0%	0.0%	0.0%	85.0%
Output	Total annual notifications.	0	0	0	108,000

Performance Measure - Description

Legal/Contractual Obligation**Revenue/Expense Detail**

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$19,332	\$0	\$81,920	\$0
Contracts	\$0	\$0	\$209,370	\$0
Materials & Supplies	\$0	\$0	\$610	\$0
Internal Services	\$0	\$0	\$250	\$0
Subtotal: Direct Exps:	\$19,332	\$0	\$292,150	\$0
Administration	\$0	\$0	\$15,304	\$0
Program Support	\$0	\$0	\$37,742	\$8,161
Subtotal: Other Exps:	\$0	\$0	\$53,046	\$8,161
Total GF/non-GF:	\$19,332	\$0	\$345,196	\$8,161
Program Total:	\$19,332		\$353,357	
Program FTE	0.00	0.00	1.00	0.00
Program Revenues				
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$0	\$0	\$0	\$0

Explanation of Revenues

County General Fund

Significant Program Changes

✓ Significantly Changed

Last year this program was: #10031, Court Appearance Notification System

This is a new program offer to DCJ for 2009. The fiscal year 2008 budget included a Budget Note:

"... The existing CANS project was funded for FY 2008, but an additional \$240,000 has been earmarked in Contingency to expand the CANS project and shift responsibility of the project from the Local Public Safety Coordinating Council (LPSCC) to the County's Department of Community Justice."

Program # 50028 - Adult Electronic Monitoring

Version 3/27/2008 s

Priority: Safety
Program Offer Type: Existing Operating
Related Programs:
Program Characteristics:

Lead Agency: Community Justice
Program Contact: Duane Cole

Executive Summary

Utilizing ankle bracelets and GPS technology to incapacitate offenders in their home, Electronic Monitoring (EM) has proven to be a reliable and cost-effective way to sanction offenders and monitor their activities. EM allows staff to monitor the activities of pre and post adjudicated individuals in the community through house arrest, curfew monitoring, alcohol consumption monitoring or the monitoring of an offender's movement activities in the community.

Program Description

EM enables the county to utilize a method other than jail to detain offenders in response to a violation of supervision or a condition of their release from jail. On average 54 defendants or offenders per day are supervised by this program.

EM provides a means to incapacitate and punish offenders, expand supervision condition sentencing options for judges, and more closely monitor offenders in the community with a portion of the costs (determined by a fee scale) paid by the offender. The program works closely with Probation/Parole Officers (PPOs) who in turn work in conjunction with the Courts, the Oregon Board of Parole and the District Attorney's Office to enhance the potential success of individuals placed on EM.

Program Justification

EM links to the safety priority by saving costly jail beds for high-risk offenders. EM promotes offender rehabilitation by allowing offenders to maintain employment and continue participation in treatment groups while developing and/or sustaining ties to other pro-social support systems within the community.

The EM program is also a useful tool used in the day to day supervision of high-risk offenders who are in need of intensive monitoring. Some EM technologies can provide the Probation/Parole Officer the ability to pin-point an offender's location at any given moment and can also give the PPO immediate notification of supervision violations.

This program is utilized by offenders both pre-adjudication as a condition of release and post-conviction as a sanction. On average 54 individuals are supervised per day on EM, which translates to 20,000 jail bed days saved annually. Current data indicates 59% of defendants and offenders on EM complete their obligation successfully.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Average number of program participants per day.	57	45	61	60
Outcome	Percent of participants who successfully complete program.	88.0%	75.0%	75.0%	75.0%
Outcome	Number of jail beds saved annually.	20,805	16,425	22,265	21,900

Performance Measure - Description

Successful completion is defined as completing the ordered amount of EM days and a lack of excessive program rule violations.

Legal/Contractual Obligation

ORS 137.595 (Establishing a system of sanctions) recognizes electronic monitoring as a sanction alternative, authorizing its use as such by the Department.

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$234,562	\$0	\$247,704	\$0
Contracts	\$48,000	\$0	\$48,000	\$0
Materials & Supplies	\$3,038	\$0	\$2,334	\$0
Internal Services	\$3,000	\$0	\$9	\$0
Subtotal: Direct Exps:	\$288,600	\$0	\$298,047	\$0
Administration	\$16,949	\$0	\$15,688	\$0
Program Support	\$40,035	\$9,066	\$40,592	\$8,326
Subtotal: Other Exps:	\$56,984	\$9,066	\$56,280	\$8,326
Total GF/non-GF:	\$345,584	\$9,066	\$354,327	\$8,326
Program Total:	\$354,650		\$362,653	
Program FTE	3.40	0.00	3.40	0.00
Program Revenues				
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$0	\$0	\$0	\$0

Explanation of Revenues

County General Fund

Significant Program Changes

Last year this program was: #50028, Adult Electronic Monitoring

Program # 50029 - Adult Offender Housing

Version 3/27/2008 s

Priority: Safety **Lead Agency:** Community Justice
Program Offer Type: Existing Operating **Program Contact:** Liv Jenssen
Related Programs: 50030, 50031, 50032, 50033, 50034, 50035, 50036, 50037, 50039

Program Characteristics:

Executive Summary

The Transitional Services Unit (TSU) Housing program increases the stability of offenders recently released from custody. In doing so, TSU decreases the potential of a dangerous offender re-offending, at the same time increasing the offender's compliance with supervision and access to relapse prevention and other services.

Program Description

TSU Housing provides short and long-term housing to dangerous and disabled offenders newly released from prison, and who are homeless or whose housing poses public safety concerns.

Each month, TSU Housing provides shelter to an average of 323 offenders (1,200 per year) using several community agencies including: Central City Concern, Cascadia, Volunteers of America, YWCA, Salvation Army, City Team Ministries, Transition Projects Incorporated, Portland Impact and more. TSU Housing develops a long-term housing plan for each offender placed in transitional housing. TSU Housing works closely with community partners to ensure housing placements are appropriate, coordinate services and share necessary information.

When appropriate, TSU refers offenders to locations where they are monitored by case managers and provided support services (such as drug and alcohol relapse prevention and group counseling) aimed at changing criminal behaviors.

Program Justification

TSU Housing is consistent with the county priorities of assisting offenders re-entering Multnomah County to meet their basic living needs and reducing the amount of high-risk offenders who are homeless. Research has shown stable housing reduces the risk of a person committing new crimes (Petersilia, 2003). Through evidence-based approaches and innovative partnerships with community partners, TSU targets homelessness and related factors which would typically result in new criminal activity committed by high-risk offenders.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Average number of offenders sheltered daily.	210	205	220	215
Outcome	Percent of offenders admitted to housing that is safe and stable upon exit.	75.0%	80.0%	80.0%	80.0%
Output	Percent of sex offenders in subsidized treatment who receive housing.	30.0%	40.0%	25.0%	30.0%
Outcome	Percent of offenders that are moving toward self-sufficiency.	57.0%	95.0%	65.0%	60.0%

Performance Measure - Description

✓ **Measure Changed**

Housing measure changed mid-year. Data from the first half of FY08 was used to forecast FY08.

Percent of clients moving toward self-sufficiency shows the percent of clients successfully completing services that had a need for economic services at intake and received them at their exit.

Legal/Contractual Obligation

ORS 423.478 requires that "counties, in partnership with the department (of Corrections), shall assume responsibility for community-based supervision, sanctions and services for offenders convicted of felonies who are: (a) On parole; (b) On probation; (c) On post-prison supervision." Counties may opt-out of community supervision, but only if state funding falls below baseline; currently it does not.

Contracts: Medford Housing-Public Safety Levy; Couch Houses--PDC Contract (10 year contract with early penalty); Gazelle House--IGA with HUD. ORS 182.515 mandates the use of evidence-based practices such as TSU in correctional programs.

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$626,937	\$0	\$665,543	\$0
Contracts	\$1,330,158	\$459,856	\$1,399,880	\$392,489
Materials & Supplies	\$20,825	\$85,591	\$20,825	\$86,640
Internal Services	\$88,860	\$43,855	\$88,876	\$35,454
Subtotal: Direct Exps:	\$2,066,780	\$589,302	\$2,175,124	\$514,583
Administration	\$154,208	\$0	\$140,394	\$0
Program Support	\$529,538	\$83,220	\$527,351	\$75,135
Subtotal: Other Exps:	\$683,746	\$83,220	\$667,745	\$75,135
Total GF/non-GF:	\$2,750,526	\$672,522	\$2,842,869	\$589,718
Program Total:	\$3,423,048		\$3,432,587	
Program FTE	7.00	0.00	7.00	0.00
Program Revenues				
Indirect for dep't Admin	\$31,364	\$0	\$25,537	\$0
Intergovernmental	\$0	\$589,302	\$0	\$514,583
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$31,364	\$589,302	\$25,537	\$514,583

Explanation of Revenues

County General Fund \$2,175,124; State Subsidy funds \$64,982; State Department of Corrections \$449,601

Significant Program Changes

✓ **Significantly Changed**

Last year this program was: #50030, Adult Offender Housing

This program offer combines the 2008 program offers of 20030 Adult Offender Housing and 50031 Adult Offender Housing-Alternative Incarceration.

Program # 50030 - Adult Transition and Re-Entry Services

Version 3/27/2008 s

Priority: Safety **Lead Agency:** Community Justice
Program Offer Type: Existing Operating **Program Contact:** Liv Jenssen
Related Programs: 50030, 50031, 50032, 50033, 50034, 50035, 50036, 50037, 50039

Program Characteristics:

Executive Summary

By providing services to 2,900 high risk and violent adult offenders (including psychopaths and predatory sex offenders) newly released from custody, Transition Services Unit (TSU) reduces the offender's risk to re-offend by providing housing, medical benefits and access to mental health and drug treatment.

Program Description

In addition to providing stabilizing services after release, TSU also works with offenders to provide re-entry planning up to 120 days prior to their release through in-custody interviews (Reach Ins). Potential risks are identified during the Reach In allowing for the development of appropriate supervision plans and services which are in place by the time of the offender's release. By meeting with the offenders prior to their release, TSU has reduced the abscond rate for Post Prison releases in Multnomah County to less than one percent.

Program Justification

TSU supports the safety priority by initiating supervision planning prior to an offender's release from custody and working to ensure the offender has some measure of stability upon their release. Research shows an offender is most likely to re-offend within the community at the time of release from prison (re-entry) due to the culture shock of transitioning from an extremely controlled environment to one where they are able and required to make decisions for themselves. Offenders who have access to stable housing and supportive services at re-entry have a much lower re-arrest rate, lower drug use and a greater likelihood of employment (Vera Institute of Justice 2004).

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Average number of offenders served annually	2,900	3,000	2,900	2,900
Outcome	Percent of offenders with reach-in services who report within 14 days of prison.	99.0%	99.0%	99.0%	99.0%

Performance Measure - Description

Legal/Contractual Obligation

SB 913 covers offenders incarcerated while receiving Social Security Income and released within 12 full calendar months from the date of incarceration. It also covers offenders who have never received SSI, but meet the criteria based on a mental illness or who were incarcerated while receiving SSI, but have been incarcerated over one year.

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$369,898	\$52,758	\$420,782	\$10,475
Contracts	\$60,744	\$0	\$60,756	\$0
Materials & Supplies	\$46,748	\$86,464	\$46,554	\$100,103
Internal Services	\$25,078	\$11,194	\$43,595	\$8,183
Subtotal: Direct Exps:	\$502,468	\$150,416	\$571,687	\$118,761
Administration	\$38,061	\$0	\$36,078	\$0
Program Support	\$133,178	\$20,486	\$136,448	\$19,287
Subtotal: Other Exps:	\$171,239	\$20,486	\$172,526	\$19,287
Total GF/non-GF:	\$673,707	\$170,902	\$744,213	\$138,048
Program Total:	\$844,609		\$882,261	
Program FTE	4.50	0.63	5.00	0.13
Program Revenues				
Indirect for dep't Admin	\$8,006	\$0	\$5,893	\$0
Fees, Permits & Charges	\$7,000	\$0	\$11,928	\$0
Intergovernmental	\$0	\$150,416	\$0	\$118,761
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$15,006	\$150,416	\$17,821	\$118,761

Explanation of Revenues

County General Fund \$559,759; Transitional Housing Rental Revenue \$11,928 deposited to General Fund; State Department of Corrections \$93,990; State Prisoner Pre-Release Re-Entry Initiative Grant \$11,250; USDA Meal Reimbursement \$13,521.

Significant Program Changes

Last year this program was: #50029, Adult Transition & Re-Entry Services

Program # 50031 - Adult Parole/Post Prison Violation Hearings and Local Control

Version 3/27/2008 s

Priority: Safety
Program Offer Type: Support
Related Programs: 15009, 50032, 50040

Lead Agency: Community Justice.
Program Contact: Jeremiah Stromberg

Program Characteristics:

Executive Summary

The Adult Parole/Post Prison Violation Hearings and Local Control (LC) unit provides legally mandated supervision to over 1500 felons annually who have been sentenced to 12 months jail or less (referred to as Local Control offenders); administers parole hearings for offenders alleged to be in violation of their supervision and imposes sanctions when violations are found. The combined efforts of timely hearings and alternative custody sanctions to jail averts the use of 35,000 jail bed days each year.

Program Description

The Local Control (LC) unit supervises offenders who are sentenced to a prison sentence of 12 months or less and serve their sentence in a local jail. Working with the Sheriff's Office, LC has the legal authority to issue arrest warrants and has jurisdiction over the supervision conditions for these offenders. LC staff develop release plans, monitor offenders from jail to community based sanctions (such as drug and alcohol treatment programs) and supervise and transfer offenders to community supervision (parole) upon the completion of their incarceration. LC also provides notification to known victims when an offender leaves jail.

Oregon Administrative Rule and Oregon Revised Statutes mandate violation hearings for Post Prison/Parole offenders to determine if a violation of their supervision has occurred. Hearings Officers (HOs) conduct local parole hearings and administer consequences once an offender has been found in violation of supervision. HOs are able to order jail releases, recommend revocation of offenders to prison and/or make other recommendations to releasing authorities that are consistent with evidence based practices (Andrews, 1994).

This program offer also includes the operating costs of the Mead Building.

Program Justification

The LC and Hearings Unit is strongly linked to safety and is instrumental in holding offenders accountable by providing fair and objective investigations, parole hearings, incarcerating offenders when appropriate and actively supervising offenders with practices that research has shown to reduce future recidivism (Andrews, 1994).

Through collaboration with the Sheriff's Office, treatment providers and the community, this unit provides effective interventions and helps to ensure the local justice system operates efficiently.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Average number of offenders monitored in community based supervision daily.	25	25	25	25
Outcome		0	0	0	0
Output	Average number of hearings conducted monthly.	127	127	127	127
Output	Average number of release plans reviewed/approved monthly.	90	90	90	90

Performance Measure - Description

Legal/Contractual Obligation

Local Control functions are mandated under Senate Bill 156 and 1145, encoded in various statutes including: Chapters 137, 144, and 423, such as 144.087 (supervisory authority), 144.096 (release planning), 144.101 (imposing conditions/sanctions), 144.102 (establishing conditions), 144.106 (sanctioning), 144.108 (revocations), 137.124 (felons sentenced to 12 months or less). Post-Prison violation hearings are mandated by OAR and ORS, specifically OAR 255, Division 75, and ORS Chapter 14.

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$0	\$1,058,810	\$0	\$1,045,166
Contracts	\$0	\$4,900	\$7,567	\$2,300
Materials & Supplies	\$0	\$17,317	\$0	\$16,933
Internal Services	\$1,222,544	\$112,198	\$1,240,721	\$104,446
Subtotal: Direct Exps:	\$1,222,544	\$1,193,225	\$1,248,288	\$1,168,845
Administration	\$0	\$0	\$0	\$0
Program Support	\$0	\$0	\$0	\$0
Subtotal: Other Exps:	\$0	\$0	\$0	\$0
Total GF/non-GF:	\$1,222,544	\$1,193,225	\$1,248,288	\$1,168,845
Program Total:	\$2,415,769		\$2,417,133	
Program FTE	0.00	12.50	0.00	11.50
Program Revenues				
Indirect for dep't Admin	\$63,505	\$0	\$58,007	\$0
Intergovernmental	\$0	\$1,193,225	\$0	\$1,168,845
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$63,505	\$1,193,225	\$58,007	\$1,168,845

Explanation of Revenues

County General Fund \$1,248,288; State Department of Corrections \$1,123,604; State Board of Parole Hearings fund \$45,241

Significant Program Changes

Last year this program was: #50032, Adult Parole/Post-Prison Violation Hearings and Local Control

Program # 50032 - Adult Field Services - Felony Supervision

Version 4/02/2008 s

Priority: Safety **Lead Agency:** Community Justice
Program Offer Type: Existing Operating **Program Contact:** Carl Goodman
Related Programs: 50028, 50029, 50033, 50036, 50040, 50041, 50043

Program Characteristics:

Executive Summary

Multnomah County's Felony Supervision unit has been nationally recognized for the use of evidence-based strategies, including the development of a system used to identify potentially violent offenders and construct supervision strategies to meet the risk they pose. Multnomah County receives a larger share of high risk offenders than any other Oregon county, yet experiences lower recidivism rates for both probation and parole cases. This is accomplished through field supervision by Probation/Parole Officers which includes use of evidence-based practices to change offender behavior.

Program Description

Felony supervision uses research-based strategies to supervise felony offenders on probation and parole. Probation/Parole Officers (PPOs) enforce law-abiding behavior and link offenders to treatment, employment and other services. Supervision is done through home and office visits, contacts with family, community members and treatment providers, and coordination with law enforcement agencies.

This type of supervision addresses factors in the offender's life which lead to criminal activity (for example; drug use, mental illness, anti-social attitudes and lifestyle instability) through the use of evidence-based interventions. Offenders who violate their conditions of supervision are punished via a range of community based sanctions which can include jail. Specialized units work with gang members, sex offenders, females, the chronically mentally ill and psychopathic offenders. PPOs work with local law enforcement agencies to inhibit new criminal activity and missions to improve community livability and fugitive apprehension. One PPO position is dedicated to work in conjunction with the US Marshall's Service to apprehend high risk fugitives.

Program Justification

Adult felony supervision is an essential component of the public safety system. Ninety-five percent of prison inmates return to the county of sentencing upon release, where they must complete post-prison supervision. The risk of these offenders committing new crimes is reduced when felony supervision is in place.

While the state average for recidivism for Parole/Post Prison offenders is 31.3% and probation offenders is 26.2%, Multnomah County supervises a significantly larger share of high risk offenders than other counties in the state, and has a recidivism rate of under 30% in both types of supervision (28% and 21% respectively). By targeting high and medium-risk offenders and implementing evidence-based practices, the recidivism rate has dropped dramatically over the past ten years.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Average number of offenders field supervised,	8,200	8,500	8,200	8,500
Outcome	Percent of parolees who did not recidivate.	72.0%	70.0%	72.0%	70.0%
Outcome	Percent of probationers who did not recidivate.	79.0%	75.0%	79.0%	75.0%

Performance Measure - Description

Adult recidivism is measured by a three year felony conviction rate. Recidivism data is reflected for those adult offenders who entered supervision three years ago. The "Current Year Estimate" is based on "Previous Year Actual" figures due to the lack of DOC reporting for this period.

Legal/Contractual Obligation

ORS 423.478 requires that "counties, in partnership with the department (of Corrections), shall assume responsibility for community-based supervision, sanctions and services for offenders convicted of felonies who are:(a) On parole; (b) On probation; (c) On post-prison supervision." Counties may opt-out of community supervision, but only if state funding falls below baseline; currently it does not.

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$226,397	\$11,163,434	\$261,885	\$11,537,984
Contracts	\$750	\$76,614	\$0	\$140,217
Materials & Supplies	\$4,816	\$185,334	\$34,376	\$161,720
Internal Services	\$0	\$1,715,962	\$840	\$1,731,790
Subtotal: Direct Exps:	\$231,963	\$13,141,344	\$297,101	\$13,571,711
Administration	\$777,967	\$0	\$725,715	\$0
Program Support	\$2,077,795	\$418,574	\$2,164,448	\$387,415
Subtotal: Other Exps:	\$2,855,762	\$418,574	\$2,890,163	\$387,415
Total GF/non-GF:	\$3,087,725	\$13,559,918	\$3,187,264	\$13,959,126
Program Total:	\$16,647,643		\$17,146,390	
Program FTE	3.57	120.43	4.00	120.00
Program Revenues				
Indirect for dep't Admin	\$699,394	\$0	\$673,529	\$0
Fees, Permits & Charges	\$0	\$890,351	\$0	\$928,700
Intergovernmental	\$0	\$12,250,993	\$0	\$12,643,011
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$699,394	\$13,141,344	\$673,529	\$13,571,711

Explanation of Revenues

County General Fund \$297,101; State Department of Corrections (DOC) \$12,567,648; Probation Supervision fees \$915,700; Interstate Compact fees \$10,000; Drug testing fees \$3,000; Federal Project Safe Neighborhood grant \$75,363.

Significant Program Changes

Last year this program was: #50033, Adult Field Services-Felony Supervision

Program # 50033 - Adult Field Services - Misdemeanor Supervision

Version 3/27/2008 s

Priority: Safety
Program Offer Type: Existing Operating
Related Programs:
Program Characteristics:

Lead Agency: Community Justice
Program Contact: Carl Goodman

Executive Summary

Many of the misdemeanor offenders supervised by Adult Field Services are chronic offenders who have mental health concerns and/or addiction issues which can precipitate their criminal behavior. Misdemeanor Supervision uses evidence-based interventions to address crime-conducive issues, hold offenders accountable and change their behavior. Over 75% of offenders do not re-offend within three years of their offense.

Program Description

Through the use of evidence-based case management practices, Misdemeanor Supervision protects the public and holds offenders accountable to bring about long-term behavioral change. High and medium-risk offenders are monitored by Probation Officers (POs) who apply proportional consequences (including jail sanctions) when necessary to help safeguard community safety.

Sentencing Courts require offenders to receive treatment and other behavior change services which can alter antisocial attitudes. POs are the link for these offenders to access necessary services such as alcohol and drug treatment, mental health counseling, anger management and/or domestic violence counseling to meet supervision conditions.

Supervision includes: case planning and management, office and home visits, surveillance, sanctions for supervision violations, referrals to treatment and counseling programs (to address issues such as addiction), all of which allows the offenders to begin learning non-criminal skills and pro-social behaviors. PO's also provide support to victims and families through referrals to appropriate counseling services and other programs.

Program Justification

This program links with the safety priority. Research shows this balanced approach between supervision, sanctions and behavior change services reduces recidivism, while incarceration alone increases recidivism (Andrews, 1994). This program uses evidence-based practices to hold misdemeanor offenders accountable and reduce their risk to re-offend. Currently, DCJ supervises only certain person-to-person misdemeanor cases. However, this program is consistent with a Streams of Offender model. Misdemeanor supervision is effective: over 75% of Multnomah County misdemeanor probationers do not recidivate within three years of their offense.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Average number of offenders supervised monthly.	1,220	1,100	1,210	1,200
Outcome	Percent of probationers who did not recidivate.	87.0%	77.0%	87.0%	85.0%

Performance Measure - Description

Recidivism is measured by a three year felony conviction rate. Recidivism data reflect cohorts who entered supervision three years ago. DOC has discontinued reporting misdemeanor recidivism. DCJ R&E ran a sample of 500 misdemeanants to approximate recidivism for this group of offenders.

Legal/Contractual Obligation

Although the supervision of misdemeanor cases is not funded by the state, functions are authorized under ORS 137 and 144, and OARs 291-065-0005 through 0007.

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$2,037,779	\$0	\$2,069,222	\$0
Contracts	\$146,696	\$0	\$136,726	\$0
Materials & Supplies	\$55,237	\$0	\$80,552	\$0
Internal Services	\$21,577	\$0	\$26,825	\$0
Subtotal: Direct Exps:	\$2,261,289	\$0	\$2,313,325	\$0
Administration	\$132,407	\$0	\$126,318	\$0
Program Support	\$381,407	\$71,067	\$391,248	\$67,275
Subtotal: Other Exps:	\$513,814	\$71,067	\$517,566	\$67,275
Total GF/non-GF:	\$2,775,103	\$71,067	\$2,830,891	\$67,275
Program Total:	\$2,846,170		\$2,898,166	
Program FTE	23.50	0.00	23.00	0.00
Program Revenues				
Other / Miscellaneous	\$584,498	\$0	\$591,500	\$0
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$584,498	\$0	\$591,500	\$0

Explanation of Revenues

County general fund \$2,313,325, plus \$591,500 in jail assessment revenue from Multnomah County Circuit Court deposited in the general fund.

Significant Program Changes

Last year this program was: #50034A, Adult Field Services-Misdemeanor Supervision

Program # 50034 - Adult Domestic Violence Supervision/Deferred Sentencing

Version 3/27/2008 s

Priority: Safety **Lead Agency:** Community Justice
Program Offer Type: Existing Operating **Program Contact:** Laura Ritchie
Related Programs: 15015, 50028, 50029, 50030, 50031, 50039, 50040, 50041, 50042

Program Characteristics:

Executive Summary

The Domestic Violence unit (DV) collaborates with police, courts and treatment agencies to hold offenders accountable and promote offender change. This program supervises approximately 1,000 offenders convicted of misdemeanor and felony level offenses. In addition, the DV unit works closely with victims to empower them to make changes which can improve their lives as well as the lives of their families.

Program Description

This unit strives to end the cycle of violence by holding offenders accountable for their actions and giving them the opportunity to make long-term positive change by engaging in appropriate counseling groups (batterers intervention, alcohol & drug, mental health, etc). In addition to working with offenders to address behavior change needs through evidence based practices, Probation/Parole Officers (PPOs) in the DV unit work closely with victims to develop safety plans and empower them to break the cycle of domestic violence. DV PPOs regularly attend court to ensure a systematic approach is being utilized in victim safety and offender accountability.

The DV unit also supervises an average of 150 first time offenders each month in the Deferred Sentencing Program (DSP), providing the offenders access to services to help them address their violent behavior and teach them appropriate behavior expectations. If the offender successfully completes all requirements of DSP, they are not convicted of the initial offense.

Program Justification

This program supports the safety priority through the ongoing efforts to hold high-risk offenders accountable, promote victim safety and build strong collaborative efforts with community partners. The program utilizes evidence-based practices in the administration of supervision, services and sanctions. Case management strategies provide offenders the opportunity to change by addressing factors which research has shown to reduce criminal behavior (Andrews, 1994).

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Average number of offenders served monthly.	1,087	800	1,045	1,200
Outcome	Percent of parolees that did not recidivate.	79.0%	70.0%	79.0%	75.0%
Outcome	Percent of probationers that did not recidivate.	88.0%	80.0%	88.0%	85.0%

Performance Measure - Description

Adult recidivism is measured by a three year felony conviction rate. Recidivism data is reflected for those adult offenders who entered supervision three years ago. The "Current Year Estimate" is based on "Previous Year Actual" figures due to the lack of DOC reporting for this period.

Legal/Contractual Obligation

ORS 423.478 requires that "counties, in partnership with the department (of Corrections) shall assume responsibility for community-based supervision, sanctions, and services for offenders convicted of felonies who are: (a) On parole; (b) On probation; (c) On post-prison supervision" Counties may opt out of community supervision, but only if funding falls below baseline; currently it does not. Field Supervision functions are mandated under ORS Chapters 137 and 144, and OARs 291-065-0005 through 0007. Although the supervision of misdemeanor cases is not funded by the state, functions are authorized under ORS 137 and 144 and OARs 291-065-0005 through 0007.

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$1,275,800	\$441,160	\$1,431,161	\$480,662
Contracts	\$62,000	\$0	\$58,849	\$6,844
Materials & Supplies	\$19,321	\$1,299	\$20,181	\$1,300
Internal Services	\$44,761	\$35,573	\$43,078	\$36,172
Subtotal: Direct Exps:	\$1,401,882	\$478,032	\$1,553,269	\$524,978
Administration	\$109,874	\$0	\$108,912	\$0
Program Support	\$389,968	\$59,021	\$419,476	\$58,054
Subtotal: Other Exps:	\$499,842	\$59,021	\$528,388	\$58,054
Total GF/non-GF:	\$1,901,724	\$537,053	\$2,081,657	\$583,032
Program Total:	\$2,438,777		\$2,664,689	
Program FTE	14.00	5.00	15.00	5.00
Program Revenues				
Indirect for dep't Admin	\$25,441	\$0	\$26,054	\$0
Fees, Permits & Charges	\$0	\$82,468	\$0	\$104,350
Intergovernmental	\$0	\$395,564	\$0	\$420,628
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$25,441	\$478,032	\$26,054	\$524,978

Explanation of Revenues

County General Fund \$1,553,269; State Department of Corrections (DOC) \$420,628; Probation Supervision Fees \$104,350.

Significant Program Changes

Last year this program was: #50035, Adult Domestic Violence Supervision/Deferred Sentencing

Program # 50035 - Adult Family Supervision Unit

Version 6/05/2008 s

Priority: Safety **Lead Agency:** Community Justice
Program Offer Type: Existing Operating **Program Contact:** Lonnie Nettles
Related Programs: 50009, 50028, 50029, 50030, 50031, 50039, 50040
Program Characteristics:

Executive Summary

The Family Supervision Unit (FSU) supervises nearly 300 adult offenders, of whom 50% have children age seven and under. Other offenders supervised by this unit have children involved in the juvenile system and/or are pregnant females. By collaborating with community partners, including the juvenile department, FSU protects children and works to prevent anti-social behavior continuing across generations. By integrating supervision, child welfare, the Family Court, benefits assistance, housing, social and health services and addiction treatment, FSU is able to focus on problems which place an entire family at risk.

Program Description

FSU is a unique program which supervises offenders on both the adult and juvenile sides of the Department of Community Justice. It is comprised of a multi-disciplinary team of staff from Child Welfare, Health Services, the Department of Corrections and mental health agencies. FSU emphasizes collaboration with other agencies for case planning, strategies to impact public safety, resource allocation and coordination of service delivery.

The Family Support project (a community based component of FSU) reduces female recidivism through accountability, education and training, prioritizing child welfare and facilitating access to and completion of any necessary treatment and/or counseling. FSU supports the County's innovative 'one family/one judge' model wherein one judge oversees all cases associated with a particular family, including everything from adult felony probation to juvenile cases. FSU works closely with the Courts and coordinates interventions for the entire family.

Program Justification

FSU supports the Safety priority through its use of prevention and intervention strategies with juveniles which keeps the juveniles from re-offending and out of the adult system. The strategies are consistent with the results of a RAND Corp. study which indicates parent training, graduation incentives and supervision of delinquents reduces inter-generational crime.

Adults supervised in this unit are subject to supervision, sanctions and services utilizing evidence-based practices that have been demonstrated to be effective in changing behavior and reducing re-offending (Andrews, 1994). FSU also supports the education priority by developing and ensuring success for parents as appropriate caregivers for their children; providing a stable environment for children to be ready to learn.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Average number of offenders supervised monthly.	269	250	289	285
Outcome	Percent of probationers who do not recidivate.	75.0%	70.0%	75.0%	70.0%
Outcome	Percent of parolees who do not recidivate.	62.0%	70.0%	62.0%	65.0%
Efficiency	Percent of babies that are born drug-free.	94.2%	90.0%	100.0%	90.0%

Performance Measure - Description

Adult recidivism is measured by a three year felony conviction rate. Recidivism data is reflected for those adult offenders who entered supervision three years ago. The "Current Year Estimate" is based on "Previous Year Actual" figures due to the lack of DOC reporting for this period.

Legal/Contractual Obligation

ORS 423.478 requires "counties, in partnership with the department (of Corrections) shall assume responsibility for community-based supervision, sanctions, and services for offenders convicted of felonies who are: (a) On parole; (b) On probation; (c) On post-prison supervision". Counties may opt out of community supervision, but only if state funding falls below baseline; currently it does not.

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$903,954	\$137,687	\$1,025,142	\$252,669
Contracts	\$2,966	\$0	\$2,766	\$1,303
Materials & Supplies	\$31,753	\$519	\$40,116	\$780
Internal Services	\$18,438	\$11,112	\$56,016	\$18,853
Subtotal: Direct Exps:	\$957,111	\$149,318	\$1,124,040	\$273,605
Administration	\$64,715	\$0	\$71,485	\$0
Program Support	\$229,853	\$34,759	\$275,513	\$38,100
Subtotal: Other Exps:	\$294,568	\$34,759	\$346,998	\$38,100
Total GF/non-GF:	\$1,251,679	\$184,077	\$1,471,038	\$311,705
Program Total:	\$1,435,756		\$1,782,743	
Program FTE	9.50	2.00	10.50	3.00
Program Revenues				
Indirect for dep't Admin	\$7,947	\$0	\$13,579	\$0
Fees, Permits & Charges	\$0	\$21,563	\$0	\$26,400
Intergovernmental	\$0	\$127,755	\$0	\$247,205
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$7,947	\$149,318	\$13,579	\$273,605

Explanation of Revenues

County General Fund \$1,124,040; State Department of Corrections (DOC) \$247,205; Probation Supervision Fees \$26,400.

Significant Program Changes

Last year this program was: #50036, Adult Family Supervision Unit

Some positions have been transferred to or from other DCJ program offers, with no programmatic impact. \$33,736 in County General Fund carryovered from FY 2008 in order to complete the King Facility building improvements.

Program # 50036 - Adult Sex Offender Treatment & Management Program

Version 3/27/2008 s

Priority: Safety
Program Offer Type: Existing Operating
Related Programs: 50032, 50033, 50034, 50045

Lead Agency: Community Justice
Program Contact: Alison Kinsey

Program Characteristics:

Executive Summary

The Sex Offender Treatment and Management Program provides comprehensive treatment and management of nearly 900 sex offenders living in Multnomah County. The priorities of this unit are to increase community safety, decrease sexual victimization and reduce new criminal activity. This program reduces the risk sex offenders pose to the community by providing effective treatment combined with aggressive field supervision.

Program Description

Specially trained and certified Probation/Parole Officers (PPOs) supervise over 850 sexual offenders of whom approximately 200 have been identified as predatory. High and medium-risk offenders are actively supervised in one of four field offices. Lower risk cases are assigned to a Reduced Supervision Caseload. Although they are placed in field offices, PPOs remain attached to the Sex Offender Unit and are trained to intervene quickly, providing jail sanctions when behavior patterns indicate an offender is entering a re-offense cycle.

This program mandates a comprehensive offender evaluation and assessment of sexual behaviors. Sex offender specific treatment is also mandated and provided by 32 approved providers in the community. Ongoing polygraph examinations help determine sexual history and monitor compliance with treatment and supervision conditions. On occasion, pharmacological (drug) treatment is used to reduce deviant sexual arousal. Research indicates the use of polygraph examinations is associated with a reduction in re-offense rates (English et al., 2000; Grubin et al., 2002). Pharmacological treatment has been shown to be effective for individuals who suffer from hyper-sexuality and/or significant levels of deviant arousal (Cohen, 1999; Hill et al., 2003; McDonald & Bradford, 2000).

Program Justification

The program has a direct effect on community safety and offender accountability. Research indicates that offenders who successfully participate in sex offender treatment are less likely to re-offend than those who reject treatment (McGrath et al., 2003; Seager et al., 2004); both sexual and general recidivism rates of treated sex offenders was lower than recidivism rates of untreated sex offenders (Gallagher et al, 1999; Hanson et. al, 2002; Hall, 1995); effective sex offender treatment has been shown to reduce sexual recidivism from 5 to 10% (Center for Sex Offender Management); and managing sex offenders who are amenable to treatment and supervised intensely within the community following an appropriate term of incarceration can help prevent future victimization while saving taxpayers substantial imprisonment costs (Lotke, 1996; Prentky & Burgess, 1990).

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Number of indigent SO who received subsidized SO treatment annually.	266	250	281	280
Outcome	Percent of parolees who did not recidivate.	93.0%	90.0%	93.0%	90.0%
Outcome	Percent of probationers who did not recidivate.	86.0%	90.0%	86.0%	90.0%

Performance Measure - Description

Adult recidivism is measured by a three year felony conviction rate. Recidivism data is reflected for those adult offenders who entered supervision three years ago. The "Current Year Estimate" is based on "Previous Year Actual" figures due to the lack of DOC reporting for this period.

Legal/Contractual Obligation

Sex offender supervision treatment functions are mandated under ORS Chapters 137 and 144, and OARs 291-065- 0005 through 0007. ORS 423.478 requires that "counties, in partnership with the department (of Corrections), shall assume responsibility for community-based supervision, sanctions and services for offenders convicted of felonies who are:(a) On parole; (b) On probation; (c) On post-prison supervision." Counties may opt-out of community supervision, but only if state funding falls below baseline; currently it does not.

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$0	\$211,926	\$0	\$227,145
Contracts	\$426,360	\$7,094	\$347,435	\$110,120
Materials & Supplies	\$10,000	\$520	\$10,000	\$520
Internal Services	\$0	\$17,650	\$0	\$24,996
Subtotal: Direct Exps:	\$436,360	\$237,190	\$357,435	\$362,781
Administration	\$39,076	\$0	\$37,590	\$0
Program Support	\$134,551	\$21,080	\$141,123	\$20,119
Subtotal: Other Exps:	\$173,627	\$21,080	\$178,713	\$20,119
Total GF/non-GF:	\$609,987	\$258,270	\$536,148	\$382,900
Program Total:	\$868,257		\$919,048	
Program FTE	0.00	2.00	0.00	2.00
Program Revenues				
Indirect for dep't Admin	\$12,623	\$0	\$18,004	\$0
Fees, Permits & Charges	\$0	\$162,870	\$0	\$160,650
Intergovernmental	\$0	\$74,320	\$0	\$202,131
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$12,623	\$237,190	\$18,004	\$362,781

Explanation of Revenues

County General Fund \$357,435; State Department of Corrections (DOC) \$202,131; Probation Supervision Fees \$160,650

Significant Program Changes

Last year this program was: #50037, Adult Sex Offender Treatment and Management

Program # 50037 - Adult High Risk Drug Unit

Version 3/27/2008 s

Priority: Safety
Program Offer Type: Existing Operating
Related Programs:
Program Characteristics:

Lead Agency: Community Justice
Program Contact: Don Trapp

Executive Summary

The High Risk Drug Unit (HRDU) is designed to reduce drug use, increase treatment success and inhibit further arrests for drug related activities for more than 400 high-risk drug addicted adult offenders each year. HRDU involves offenders in substance abuse treatment while actively supervising and managing the offender's criminal behavior through collaboration with law enforcement, community partners and treatment providers.

Program Description

This program works closely with community partners to engage offenders in substance abuse treatment as soon as possible. HRDU realizes that in addition to holding offenders accountable for their actions, service coordination and collaboration among community agencies and law enforcement are necessary to help the offender change addictive criminal behaviors.

HRDU staff use effective supervision and case management practices (Andrews, 1994). Andrews' research supports the primary objective of supervision, which manages the offender's risk to recidivate while providing an opportunity to change behavior.

HRDU supervises offenders released from state prisons, specifically those released from the SUMMIT Boot Camp program, and ensures the offenders receive aftercare and related services in the community to maintain abstinence, increase stability and facilitate successful transition back into the community while holding to behavioral expectations.

Program Justification

Research shows punishment alone is unlikely to change behavior, but alcohol and drug abuse treatment that also addresses criminal behavior can reduce the number of new crimes committed (Andrews, 1994). HRDU supports the safety priority by targeting high-risk drug offenders and working to hold them accountable through active community supervision, application of appropriate consequences when needed and use of evidence-based services designed to change behavior and reduce new crimes. During FY 2006-07, 80% of parolees and 59% of probationers supervised by this unit did not recidivate in a three year period following their convictions.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Average number of offenders supervised monthly.	439	400	526	525
Outcome	Percent of parolees who did not recidivate.	80.0%	75.0%	80.0%	80.0%
Outcome	Percent of probationers who did not recidivate.	59.0%	61.0%	59.0%	61.0%

Performance Measure - Description

Adult recidivism is measured by a three year felony conviction rate. Recidivism data is reflected for those adult offenders who entered supervision three years ago. The "Current Year Estimate" is based on "Previous Year Actual" figures due to the lack of DOC reporting for this period.

Legal/Contractual Obligation

ORS 423.478 requires "counties, in partnership with the department (of Corrections) shall assume responsibility for community-based supervision, sanctions, and services for offenders convicted of felonies who are: (a) On parole; (b) On probation; (c) On post-prison supervision". Counties may opt out of community supervision, but only if state funding falls below baseline; currently it does not.

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$214,045	\$685,328	\$247,422	\$650,433
Contracts	\$21,322	\$165,277	\$0	\$7,828
Materials & Supplies	\$7,410	\$14,431	\$650	\$15,378
Internal Services	\$0	\$61,120	\$0	\$60,101
Subtotal: Direct Exps:	\$242,777	\$926,156	\$248,072	\$733,740
Administration	\$60,568	\$0	\$51,443	\$0
Program Support	\$212,426	\$32,590	\$197,897	\$27,426
Subtotal: Other Exps:	\$272,994	\$32,590	\$249,340	\$27,426
Total GF/non-GF:	\$515,771	\$958,746	\$497,412	\$761,166
Program Total:	\$1,474,517		\$1,258,578	
Program FTE	2.50	7.37	2.50	7.00
Program Revenues				
Indirect for dep't Admin	\$38,839	\$0	\$36,413	\$0
Fees, Permits & Charges	\$0	\$26,262	\$0	\$36,900
Intergovernmental	\$0	\$899,894	\$0	\$696,840
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$38,839	\$926,156	\$36,413	\$733,740

Explanation of Revenues

State Department of Corrections (DOC) \$696,840; Probation Supervision Fees \$36,900.

Significant Program Changes

Last year this program was: #50038A, Adult High Risk Drug Unit
A UCLA grant, budgeted at \$67,670 for fiscal year 2008, ended in December 2007.

Program # 50038 - Adult Chronic Offender Program - City Funding

Version 3/27/2008 s

Priority: Safety

Lead Agency: Community Justice

Program Offer Type: Existing Operating

Program Contact: Kevin Criswell

Related Programs: 50025, 50026, 50028, 50032, 50033, 50039

Program Characteristics:

Executive Summary

The Chronic Offender Program (COP) is a program initiated by the Portland Police Bureau (PPB). It is a system-wide response to chronic offenders (30 or more arrest cycles within the past 12 months), involving the City of Portland, Volunteers of America (VOA) and DCJ among other community partners. The goal of this program is to reduce offender risk and promote long term behavioral and attitudinal change.

There are two components to this program offer. First, DCJ acts as a pass-through for the City's COP which provides increased access to treatment for this targeted population. The second component provides a Probation/Parole Officer (PPO) who works closely with PPB to supervise these offenders. In addition, DCJ collects data which enables PPB to complete a comprehensive analysis of the program.

Program Description

COP was started nearly four years ago as a response to livability concerns in Portland due to increased drug related crimes. Each quarter, 30 of the most chronic offenders are identified by PPB staff. On average, 50 offenders each month receive services, including housing assistance and substance abuse treatment, to decrease their addiction(s) and criminal behavior.

Individuals eligible for COP are identified pre and post-adjudication. The PPO assigned to this caseload facilitates an individualized intervention plan and coordinates with community partners to address the needs of the offenders.

With the recent involvement of VOA, 42 new day treatment slots are available to serve this population. Twelve supportive housing units will also be added. Offenders in those units will be transported daily to and from treatment groups while living in a stable environment that provides case management services. Three residential treatment beds are also accessible.

Program Justification

Historically, the resources spent by the criminal justice system have had little impact on this population. As a result, the community perception of livability and safety within areas of Multnomah County has decreased. COP supports the safety priority by targeting the most chronic offenders and working to improve livability and safety within the community.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Average number of offenders supervised monthly.	50	45	53	50
Outcome		0	0	0	0
Outcome	Percent of parolees who did not recidivate.	0.0%	70.0%	0.0%	70.0%
Outcome	Percent of probationers who did not recidivate.	100.0%	70.0%	100.0%	70.0%

Performance Measure - Description

Adult recidivism is measured by a three year felony conviction rate. Recidivism data is reflected for those adult offenders who entered supervision three years ago. The "Current Year Estimate" is based on "Previous Year Actual" figures due to the lack of DOC reporting for this period.

Care must be utilized in interpreting these recidivism data due to small sample size of parolees (4) and probationers (1).

Legal/Contractual Obligation

ORS 423.478 requires "counties, in partnership with the department (of Corrections) shall assume responsibility for community-based supervision, sanctions, and services for offenders convicted of felonies who are: (a) On parole; (b) On probation; (c) On post-prison supervision". Counties may opt out of community supervision, but only if state funding falls below baseline; currently it does not.

Although the supervision of misdemeanor cases is not funded by the state, functions are authorized under ORS 137 and 144, and OARs 291-065-0005 through 0007.

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$85,986	\$0	\$89,604	\$0
Contracts	\$112,785	\$0	\$857,512	\$0
Materials & Supplies	\$290	\$0	\$6,904	\$0
Internal Services	\$1,500	\$0	\$0	\$0
Subtotal: Direct Exps:	\$200,561	\$0	\$954,020	\$0
Administration	\$10,554	\$0	\$49,735	\$0
Program Support	\$18,253	\$3,530	\$116,601	\$26,650
Subtotal: Other Exps:	\$28,807	\$3,530	\$166,336	\$26,650
Total GF/non-GF:	\$229,368	\$3,530	\$1,120,356	\$26,650
Program Total:	\$232,898		\$1,147,006	
Program FTE	1.00	0.00	1.00	0.00
Program Revenues				
Intergovernmental	\$200,881	\$0	\$995,152	\$0
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$200,881	\$0	\$995,152	\$0

Explanation of Revenues

\$995,152 revenue received from the City of Portland deposited in the general fund. Revenue over expenses is for administrative services.

Significant Program Changes

✓ **Significantly Changed**

Last year this program was: #50038B, Adult Chronic Offender Program

This program combines two program offers from fiscal year 2008, 50038B Adult Chronic Offender Program and 50049 Addiction Services-Adult Residential City Funding.

This program includes additional funding for 42 day treatment slots and 12 housing units, with an increase to this program of \$778,779 for fiscal year 2009.

Priority: Safety **Lead Agency:** Community Justice
Program Offer Type: Existing Operating **Program Contact:** Edie Wooldridge
Related Programs: 50029, 50030, 50032, 50034, 50035, 50037, 50038, 50040, 50043, 50045

Program Characteristics:

Executive Summary

The Day Reporting Center (DRC) is a cost-effective program that holds violent and drug addicted adult parole and probation violators accountable for their actions. DRC provides counseling, educational and work programs that prevent new crimes. DRC is an alternative consequence to jail or other custody sanctions and is used to address supervision violations. The availability of this program reduces the use of jail beds, leaving those beds available for more serious offenders. Research has shown offenders who successfully complete the DRC program have fewer arrests, show lower drug usage and have higher employment levels.

Program Description

Research has shown successful supervision outcomes are contingent on a combination of community supervision, sanctions and service programs that address offender needs and change anti-social behavior (Andrews, 1994). DRC is a non-residential sanction and skill building program for adult offenders. DRC works with high and medium-risk offenders who have recently been released from a prison sentence or sanctioned to the program by their Probation/Parole Officer (PPO) due to supervision violations.

Offenders in this program receive services designed to address the problems that engender their criminal activity such as addiction issues, criminal thinking, inadequate work skills, and a lack of stability and/or pro-social support. DRC provides counseling to help offenders learn how to make better choices, assist them in preparing for substance abuse treatment and teaches self-reliant behaviors that enable them to succeed in daily living.

Program Justification

DRC is linked to the safety priority. DRC is an evidence-based program which research shows reduced offender arrests by 39%, decreases drug use and increases employment (Rhyne, 2003). PPOs rely heavily on DRC as a non-jail sanction option, referring 676 offenders to the program during 2007, 514 of which engaged in services. DRC serves both high and medium-risk offenders, constructing their program to fit the individual needs of each offender. At less than the cost of a jail bed day, DRC also is a key part of a balanced and cost effective safety system.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Number of offenders served annually.	598	900	625	630
Outcome	Percent of participants who did not recidivate one year post exit.	62.0%	85.0%	65.0%	65.0%
Outcome	Percent of participants who did not recidivate during program participation.	67.0%	85.0%	70.0%	70.0%

Performance Measure - Description

Current year estimate is based on DRC data from the first six months of FY08. Recidivism is a measure of re-arrest data during program participation and one year post exit.

The FY07-08 estimate above shows 900 offenders. This figure represented all referrals for the program. There are many clients who get sanctioned and referred to DRC but never show up, and are not tracked. The current numbers show only those who were admitted to the program.

Legal/Contractual Obligation

ORS 137.593 and OAR 291-058-0010 through OAR 291-058-0070 requires that "county community corrections agency shall impose structured, intermediate sanctions for the violation of conditions of probation."

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$487,979	\$981,531	\$604,252	\$1,001,867
Contracts	\$600	\$0	\$0	\$0
Materials & Supplies	\$51,148	\$55,127	\$45,524	\$58,779
Internal Services	\$0	\$113,783	\$0	\$109,828
Subtotal: Direct Exps:	\$539,727	\$1,150,441	\$649,776	\$1,170,474
Administration	\$98,687	\$0	\$95,508	\$0
Program Support	\$352,264	\$52,968	\$370,631	\$50,847
Subtotal: Other Exps:	\$450,951	\$52,968	\$466,139	\$50,847
Total GF/non-GF:	\$990,678	\$1,203,409	\$1,115,915	\$1,221,321
Program Total:	\$2,194,087		\$2,337,236	
Program FTE	6.50	11.80	7.50	11.80
Program Revenues				
Indirect for dep't Admin	\$61,228	\$0	\$58,088	\$0
Intergovernmental	\$0	\$1,150,441	\$0	\$1,170,474
Other / Miscellaneous	\$340,502	\$0	\$318,500	\$0
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$401,730	\$1,150,441	\$376,588	\$1,170,474

Explanation of Revenues

County General Fund \$331,276 plus \$318,500 jail assessment revenue from Multnomah County Circuit Court deposited into the General Fund; State Department of Corrections (DOC) \$1,154,337; USDA Meal Reimbursement \$16,137.

Significant Program Changes

Last year this program was: #50039, Adult Day Reporting Center

Priority: Safety
Program Offer Type: Existing Operating
Related Programs: 50032, 50033, 50034, 50035, 50037, 50038
Program Characteristics: Measure 5 Education

Lead Agency: Community Justice
Program Contact: Carole Scholl

Executive Summary

In 2003 the Londer Learning Center (LLC) was identified as a national model by the US Department of Education and currently is the only program in the nation to address literacy, thinking skills and employability needs of the offender population. Through a collaboration with Parole/Probation Officers, treatment providers and employment agencies, LLC is able to offer clients comprehensive case management targeted at promoting long-term behavioral change in addition to managing offender risk.

Program Description

Probation/Parole Officers (PPOs) and treatment providers refer nearly 1000 medium and high-risk offenders to LLC for instruction in employment skills, reading, math, writing; bilingual (English/Spanish) GED preparation, English as a Second Language and cognitive change techniques. More than 70% of offenders who access LLC read below 9th grade levels and lack the planning and problem solving skills that would enable them to maintain employment, help their families and/or break the cycle of crime and violence. Based on a recent client survey, most offenders cite criminal history and lack of a GED as a major barrier to employment. Of the offenders referred to LLC, 42% have suspected learning disabilities or cognitive challenges, 70% suffer from substance abuse and 75% report Attention Deficit Disorder and/or Attention Deficit Hyperactivity Disorder symptoms.

Through screening, assessment and educational intervention, LLC successfully provides offenders with strategies needed to overcome learning barriers to success. LLC actively collaborates with One-Stop employment centers and community colleges to increase offender employability and college transition. LLC staff is culturally competent in curriculum development for the diverse, multi-barriered, low-literate adult population it serves.

Program Justification

LLC is linked to the safety priority and has been proven to reduce new arrests (Rhyne, 2001), supervision violations and to increase employment earnings (Finnegan, 1994). Through the use of evidence-based practices, cost effective and innovative programs designed to hold high and medium-risk offenders accountable, LLC is consistent with the county safety priorities.

A large percentage of the adults in Oregon's criminal justice system are school dropouts. Research shows criminal behavior is more likely in people who have low levels of education and/or vocational training (Gendreau, 2002). Research has also shown if these issues are targeted, the possibility of offenders committing new crimes can be reduced (Andrews, 1997). Both issues are addressed by LLC.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Number of offenders served annually.	512	750	630	630
Outcome	Percent of participants who did not recidivate within one year of program exit.	78.0%	75.0%	75.0%	75.0%
Outcome	Percent of participants who did not recidivate during program participation.	79.0%	80.0%	80.0%	80.0%

Performance Measure - Description

Recidivism is a measure of re-arrest data during program participation and one year post successful program exit.

Legal/Contractual Obligation**Revenue/Expense Detail**

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$0	\$434,387	\$0	\$456,893
Contracts	\$40,000	\$140,316	\$40,000	\$151,152
Materials & Supplies	\$0	\$68,413	\$0	\$36,855
Internal Services	\$0	\$60,523	\$0	\$58,346
Subtotal: Direct Exps:	\$40,000	\$703,639	\$40,000	\$703,246
Administration	\$43,197	\$0	\$38,870	\$0
Program Support	\$150,091	\$23,274	\$147,788	\$20,762
Subtotal: Other Exps:	\$193,288	\$23,274	\$186,658	\$20,762
Total GF/non-GF:	\$233,288	\$726,913	\$226,658	\$724,008
Program Total:	\$960,201		\$950,666	
Program FTE	0.00	5.00	0.00	5.00
Program Revenues				
Indirect for dep't Admin	\$36,118	\$0	\$34,900	\$0
Intergovernmental	\$0	\$703,639	\$0	\$703,246
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$36,118	\$703,639	\$34,900	\$703,246

Explanation of Revenues

County General Fund \$40,000; State Department of Corrections (DOC) \$703,246

Significant Program Changes

Last year this program was: #50040, Adult Londer Learning Center

Program # 50041 - Adult Community Service - Formal Supervision

Version 6/05/2008 s

Priority: Safety **Lead Agency:** Community Justice
Program Offer Type: Existing Operating **Program Contact:** Gerard Welch
Related Programs: 50022, 50032, 50033, 50034, 50035, 50037, 50038

Program Characteristics:

Executive Summary

The Adult Community Service Program (CS) works with over 2000 formally supervised offenders each year to assist with their court mandated obligations to perform community service work. Offenders work in parks, assist non-profit agencies and community clean up projects which annually results in 113,000 hours of unpaid community service and over \$888,000 of unpaid work provided to Multnomah County.

Program Description

Community Service provides the Courts and Probation/Parole Officers (PPOs) with a cost effective method to hold offenders accountable and allow them to make reparations to the community affected by their offense through unpaid work within the community.

Courts sentence offenders to community service as a condition of probation and PPOs can order offenders to complete community service as a consequence of a supervision violation. Over 100 non-profit community organizations use offenders in this program for non-paid work. Community Service is a much less costly alternative to jail beds when addressing sentencing options or supervision violations for offenders.

Program Justification

CS contributes to safety by providing the Courts and PPOs with a productive and low cost alternative to jail, keeping jail beds available for high-risk offenders. CS also provides offenders the chance to give back to the community. CS is in line with the Streams of Offender model. The availability of this program adds another option to the continuum of sanctions available. At the same time, livability within the community is improved through the work done by the offenders in this program.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Annual hours of community service provided.	113,910	135,000	103,600	125,000
Outcome	Annual dollars of unpaid work provided to the community.	888,498	1,000,000	808,080	900,000
Output	Number of offenders served annually.	2,274	1,250	2,499	2,250

Performance Measure - Description

Legal/Contractual Obligation

ORS 423.478 requires that "counties, in partnership with the department (of Corrections), shall assume responsibility for community-based supervision, sanctions and services for offenders convicted of felonies who are:(a) On parole; (b) On probation; (c) On post-prison supervision." Counties may opt-out of community supervision, but only if state funding falls below baseline; currently it does not.

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$45,886	\$566,322	\$181,633	\$588,202
Contracts	\$0	\$200	\$0	\$2,880
Materials & Supplies	\$1,547	\$21,153	\$1,937	\$18,411
Internal Services	\$115	\$118,980	\$115	\$116,776
Subtotal: Direct Exps:	\$47,548	\$706,655	\$183,685	\$726,269
Administration	\$43,924	\$0	\$46,116	\$0
Program Support	\$155,247	\$23,608	\$178,344	\$24,566
Subtotal: Other Exps:	\$199,171	\$23,608	\$224,460	\$24,566
Total GF/non-GF:	\$246,719	\$730,263	\$408,145	\$750,835
Program Total:	\$976,982		\$1,158,980	
Program FTE	0.50	7.00	2.43	7.07
Program Revenues				
Indirect for dep't Admin	\$37,609	\$0	\$36,042	\$0
Fees, Permits & Charges	\$9,802	\$15,000	\$10,047	\$15,000
Intergovernmental	\$0	\$691,655	\$0	\$711,269
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$47,411	\$706,655	\$46,089	\$726,269

Explanation of Revenues

County General Fund \$173,638 plus revenue from Mt Hood Community College deposited into the general fund \$10,047; State Department of Corrections (DOC) \$562,031; City of Portland Parks and Water Bureaus \$149,238, Fees from offenders \$15,000.

Significant Program Changes

Last year this program was: #50041, Adult Community Service - Formal Supervision

Priority: Safety
Program Offer Type: Existing Operating
Related Programs: 50041

Lead Agency: Community Justice
Program Contact: Gerard Welch

Program Characteristics:

Executive Summary

The Adult Community Service program (CS) assists over 1600 offenders each year who are on bench probation (supervised directly by a judge) to complete their court ordered community service work. The CS program also supports the Community Court program by providing this sentencing alternative.

In addition to monitoring the work hours of bench probation clients, CS works with individuals participating in Project Clean Slate (PCS), a program which converts outstanding financial obligations for minor criminal and/or civil matters to community service work. The CS office interviews PCS participants, assigns them to a community service project, supervises the work, maintains a file for each case and reports back to the Court regarding each participant's compliance.

Program Description

Community Service for Bench Probation and Community Court clients provides a way for them to directly and visibly perform unpaid work and restore the damage done to the community as a result of their actions. These offenders do not have a Probation/Parole Officer (PPO), but report directly to the sentencing Court. These offenders complete their work at public and non-profit agencies.

CS is responsible for coordinating community service work sites, supervising each offender's community service and providing offender status reports to the Courts. Court ordered community service work results in over 20,000 hours of unpaid work benefiting the community each year.

CS screens, assigns and supervises offenders completing their work hours and provides progress reports to the Courts. Last year over 1500 offenders participated in this program which provided approximately \$150,000 in unpaid work provided to the community and a savings of over 3,000 jail beds which could be used for high-risk offenders.

Program Justification

Data shows community sanctions reduce recidivism and enhance public safety (Oregon Department of Corrections, 2002). Community Service supports the safety priority by holding offenders accountable for their actions by the use of evidence-based practices. CS connects offenders to the community, exposing them to positive social values and new work skills.

This program is involved with Project Clean Slate. The collaboration of the two programs allows community members who previously were unable to obtain stable housing, employment and/or financial assistance due to outstanding warrants and court obligations to clear those obstacles. This gives them opportunities for employment, education and housing that previously did not exist.

CS exemplifies cost-efficient cooperation and collaboration between the criminal justice system and public/private agencies. The option of a Community Service sentence provides additional sentencing and sanctioning alternatives to jail. The savings to the county of the Community Service performed is the equivalent of over 3,000 jail bed days that can be reserved for more serious offenders. The work completed by the offenders in the CS program also contributes to a healthy and safe environment.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Annual hours of community service.	0	20,000	23,392	25,000
Outcome	Annual number of jail beds saved.	3,734	3,570	3,460	3,750
Output	Annual dollars of unpaid work provided to the community.	0	150,000	185,806	200,000
Output	Number of participants served annually.	1,664	2,300	2,633	3,000

Performance Measure - Description

Legal/Contractual Obligation

ORS 137.126 to 137.131 authorizes community service as a sentence.

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$282,598	\$128,431	\$276,034	\$0
Materials & Supplies	\$5,390	\$1,773	\$2,600	\$0
Internal Services	\$0	\$10,469	\$495	\$0
Subtotal: Direct Exps:	\$287,988	\$140,673	\$279,129	\$0
Administration	\$25,197	\$0	\$14,735	\$0
Program Support	\$93,105	\$13,456	\$59,290	\$7,797
Subtotal: Other Exps:	\$118,302	\$13,456	\$74,025	\$7,797
Total GF/non-GF:	\$406,290	\$154,129	\$353,154	\$7,797
Program Total:	\$560,419		\$360,951	
Program FTE	4.16	1.84	4.00	0.00
Program Revenues				
Indirect for dep't Admin	\$7,487	\$0	\$0	\$0
Intergovernmental	\$0	\$140,673	\$0	\$0
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$7,487	\$140,673	\$0	\$0

Explanation of Revenues

County General Fund

Significant Program Changes

✓ Significantly Changed

Last year this program was: #50042, Adult Community Service - Community Court & Bench Probation

The Intake for Community Service components of this program offer were moved to offers within the general fund constraint. This remaining offer has been reconfigured.

Priority: Safety
Program Offer Type: Existing Operating
Related Programs: 50029, 50030, 50032

Lead Agency: Community Justice
Program Contact: Kathleen Treb

Program Characteristics:

Executive Summary

While 5% of the U.S. population has a serious mental illness, 16% of people in the criminal justice system have this illness. In Oregon prisons, approximately 20% of all inmates have severe mental illness. This is an increase from 11.8% in 1999. Some mentally ill people pose threats to the public while others have unmet needs which bring them into the criminal justice system. The Department of Community Justice (DCJ) provides funding for services to assist Parole/Probation Officers (PPOs) to keep up to 200 adult mentally ill offenders annually stable and free from recidivating.

Program Description

Mental Health Services (MHS) helps PPOs access necessary mental health services for adult offenders. Most offenders access the traditional services. However, there are some limited services, key to public safety, which are not available to this population without DCJ assistance:

MHS provides services through: 1) Mental Health Evaluation (only for offenders who cannot access an evaluations fast enough and/or pose a serious risk to the community), including evaluation workers who work with PPOs to determine the best way to achieve offender compliance with court orders. 2) Three contracted staff work with 60 offenders to prepare them for community treatment. These workers help get emergency medical care, food, shelter and clothing. 3) Fifteen residential beds of Dual Diagnosis substance abuse treatment at the Residential Integrated Treatment Services (RITS), operated by Cascadia Behavioral Healthcare, for offenders who have not been successful in alternate treatment modalities.

Program Justification

This program links to the safety priority by providing treatment to high and medium-risk offenders who are largely unable to access these services. MHS provides a continuum of social services, collaborates and coordinates to conserve community resources, provides mental health treatment for offenders and reduces their risk to re-offend. DCJ and the major contractor of services meet monthly to ensure the needs of clients and staff are met. Many of the offenders who are repeatedly incarcerated have mental health illnesses.

Without these services, many of these offenders would not be stabilized, may not comply with their court orders and would return to jail on supervision violations and/or possibly new crimes.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Average number of offenders supervised monthly.	161	225	200	200
Outcome	Percent of participants who did not recidivate within one year of program exit.	69.0%	70.0%	70.0%	70.0%
Outcome	Percent of offenders admitted to housing that is safe and stable upon exit.	57.0%	55.0%	60.0%	60.0%
Output	Percent of offenders that are moving toward self-sufficiency.	89.0%	77.0%	80.0%	85.0%

Performance Measure - Description

Average number of offenders supervised based on case management data. Housing and self-sufficiency measure based on data gathered through Cascadia residential housing exit forms.

Recidivism is a measure of re-arrests within one year post successful program exit.

Legal/Contractual Obligation

ORS 423.478 requires "counties, in partnership with the department (of Corrections) shall assume responsibility for community-based supervision, sanctions, and services for offenders convicted of felonies who are: (a) On parole; (b) On probation; (c) On post-prison supervision". Counties may opt out of community supervision, but only if State funding falls below baseline; currently it does not.

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Contracts	\$1,133,819	\$0	\$1,180,308	\$0
Materials & Supplies	\$17,749	\$0	\$17,749	\$0
Subtotal: Direct Exps:	\$1,151,568	\$0	\$1,198,057	\$0
Administration	\$66,272	\$0	\$62,503	\$0
Program Support	\$140,057	\$35,788	\$147,700	\$33,467
Subtotal: Other Exps:	\$206,329	\$35,788	\$210,203	\$33,467
Total GF/non-GF:	\$1,357,897	\$35,788	\$1,408,260	\$33,467
Program Total:	\$1,393,685		\$1,441,727	
Program FTE	0.00	0.00	0.00	0.00
Program Revenues				
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$0	\$0	\$0	\$0

Explanation of Revenues

County General Fund

Significant Program Changes

Last year this program was: #50043, Adult Offender Mental Health Services

Program # 50044A - Addiction Services - Adult Drug Court Program

Version 3/27/2008 s

Priority: Safety
Program Offer Type: Existing Operating
Related Programs: 15009, 50032, 50040

Lead Agency: Community Justice
Program Contact: Kathleen Treb

Program Characteristics:

Executive Summary

Drug diversion Drug Court (STOP) contributes to public safety by providing outpatient treatment and supervision to over 500 adult offenders each year. It is part of the continuum of treatment that contributes to an effective Public Safety system. STOP holds adults charged with illegal drug offenses accountable while providing them an opportunity for treatment. Those who successfully complete treatment and court requirements have their charge dismissed.

Program Description

STOP services adults charged with various drug-related offenses. Multnomah County's Drug Court is one of the oldest of its kind and boasts collaboration among criminal justice partners to expedite the court process and offer opportunity for drug treatment.

The treatment component is operated through Volunteers of America (VOA) which works closely with the court to provide mental health and drug treatment, employment resources, housing referrals, mentoring, residential treatment referrals and long-term follow-up services. Offenders may attend court as frequently as once a week during the first phases of their recovery, decreasing to one time per month as they stabilize and continue progression through treatment.

The Oregon Criminal Justice Commission (CJC) has renewed a one-year grant to STOP to enhance existing clinical services (e.g. residential and intensive outpatient treatment, increased drug testing and temporary housing). The CJC grant funds three residential beds for individuals requiring residential treatment but cannot afford it. The one-year grant is scheduled to expire on June 30, 2008, but may be renewed for an additional year.

Program Justification

There is a well-researched link between substance abuse and criminal behavior. Sixty-six percent of all offenders arrested test positive for illegal drugs (Knight, 2002). Drug diversion links directly to Safety priorities by providing drug treatment assistance, collaborating with public and community agencies to use county resources wisely and holding people accountable for their actions. The program is effective; independent studies show drug diversion (STOP) saves the County approximately \$1,400 per offender and results in reduced arrests (NPC Research 2003). This program has been an effective intervention for a large number of first time offenders.

STOP is expected to net the Department of Community Justice approximately \$500,000 annually through the Department of Corrections supervision formula. A 2006 study conducted by the Washington State Institute for Public Policy reports drug courts reduce recidivism by 10.7%. A ten-year analysis of the STOP Drug Court from 1991 to 2001 published by NPC Research in 2007 showed that STOP reduced re-arrests by 30% compared with eligible defendants who did not go through STOP, and substantially reduced the incidence of drug crimes, even up to 14 years later.

The cost of operating STOP over a 10-year period averaged nearly \$1,400 less per offender than the cost per offender of "business as usual", saving taxpayers over \$9 million. Avoided costs for the same time period (e.g., money saved by lower use of jail beds, fewer crime victims, etc.) saved taxpayers an additional \$7.9 million per year, or \$79 million over a 10-year period (NPC Research 2003).

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Number of participants served annually.	604	500	550	550
Outcome	Percent of successful completers.	85.0%	85.0%	85.0%	85.0%

Performance Measure - Description

Success rates reported by the contractor are much higher than expected. It is important to note that of the total number of participants exiting the program 72% of them exited "neutral". Neutrals are not taken into consideration when calculating program success rate. DCJ will work with new provider to better understand "neutral" exit criteria.

Legal/Contractual Obligation**Revenue/Expense Detail**

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Contracts	\$835,420	\$10,000	\$860,995	\$271,506
Materials & Supplies	\$13,364	\$0	\$13,364	\$0
Internal Services	\$0	\$0	\$0	\$19,536
Subtotal: Direct Exps:	\$848,784	\$10,000	\$874,359	\$291,042
Administration	\$48,059	\$0	\$60,094	\$0
Program Support	\$101,472	\$25,954	\$124,157	\$32,555
Subtotal: Other Exps:	\$149,531	\$25,954	\$184,251	\$32,555
Total GF/non-GF:	\$998,315	\$35,954	\$1,058,610	\$323,597
Program Total:	\$1,034,269		\$1,382,207	
Program FTE	0.00	0.00	0.00	0.00
Program Revenues				
Indirect for dep't Admin	\$0	\$0	\$14,071	\$0
Fees, Permits & Charges	\$0	\$10,000	\$0	\$7,500
Intergovernmental	\$0	\$0	\$0	\$283,542
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$0	\$10,000	\$14,071	\$291,042

Explanation of Revenues

County General Fund \$874,359; Drug Diversion fees \$7,500; Criminal Justice Commission grant \$283,542

Significant Program Changes

Last year this program was: #50044, Addiction Services-Adult Drug Court Program

This program offer is being submitted outside of general fund constraint. If the program is included in the Adopted Budget for 2009, the County will receive the Criminal Justice Commission STOP grant. This budget assumes that the grant will go away if the general fund budget is not in the final appropriation.

Priority: Safety
Program Offer Type: Existing Operating
Related Programs: 50032, 50033, 50035, 50037, 50039

Lead Agency: Community Justice
Program Contact: Kathleen Treb

Program Characteristics:

Executive Summary

Outpatient treatment is an essential part of the alcohol and drug treatment continuum. In this community, 80% of the people utilizing publicly-funded treatment programs receive outpatient treatment. At any time, 182 offenders who are classified as high-risk to commit a new crime attend these community based, traditional outpatient treatment programs 1-3 times a week. An additional 60 parolees are also enrolled in outpatient treatment as a part of their previous treatment they received in prison. Most of the treatment takes place in groups. Individuals who cannot control their drug use at this level may need residential treatment. Treatment works; continued abstinence from illegal drug use has been shown to produce a 40-75% reduction in crime (Harrell and Roman, 2001).

Program Description

Services are provided through contracts with 6 non-profit providers, all of whom are dually licensed to provide services to people addicted to drugs and alcohol and who might also have mental health problems. Outpatient treatment is an excellent option for qualified offenders to address their addiction while remaining in the community. It also provides additional treatment for individuals who have successfully completed residential programs but need additional professional care. Included in this offer are treatment programs that are responsive to specific populations (e.g., domestic violence perpetrators, culturally-specific treatment, etc.). This offer also includes community outpatient treatment services that can annually serve up to 180 parolees who have been involved in drug treatment in prison (the Alternative Incarceration Program). These parolees are intensely supervised and must adhere to conditions of their aftercare program and parole or they will be returned to prison. All of the treatment programs use a research-based treatment approach that addresses both criminality and addiction. The emphasis is on learning new skills that support a lifestyle free of crime and addiction. Programs provide comprehensive services that include mental health, referrals or access to housing, job development, relapse prevention counseling and connections to alumni and self-help groups. Treatment programs link treatment and behavior change with the Probation and Parole Officer's (PPO) expectations for personal accountability.

Program Justification

A National Institute of Justice report indicates over 50% of violent crimes (including domestic violence), 60-80% of child abuse and neglect cases, 50-70% of theft and property crimes and 75% of drug dealing and manufacturing offenses involve offender drug use. According to the National Institute on Drug Abuse "Generally, better outcomes are associated with treatment that lasts longer than 90 days". The average length of stay for outpatient drug treatment is 101 days in Multnomah County. A study published by the Oregon Department of Human Resources reported that every tax dollar spent on treatment avoids costs of \$5.60 to the tax payer (Finigan, 1996).

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Percent of offenders admitted to housing that is safe and stable upon exit.	78.0%	65.0%	46.0%	50.0%
Outcome	Percent successful completion of engaged clients.	42.0%	45.0%	45.0%	45.0%
Outcome	Percent of successful offenders who did not recidivate one year post exit.	86.0%	75.0%	80.0%	80.0%
Outcome	Percent of offenders that are moving toward self-sufficiency.	26.0%	35.0%	30.0%	30.0%

Performance Measure - Description

✓ **Measure Changed**

Recidivism is a measure of re-arrests. Note that about 14% of outpatient substance abuse clients came in through an earlier Stop Court program. The housing measure methodology changed in the middle of the year; Percent of clients moving toward self-sufficiency shows the percent of clients successfully completing residential services that had a need for economic services at intake and received them at their exit; Percent successful completion of engaged clients is the percent of clients that completed treatment and the conditions of the program.

Legal/Contractual Obligation**Revenue/Expense Detail**

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Contracts	\$177,785	\$386,378	\$173,226	\$381,020
Internal Services	\$0	\$13,621	\$0	\$12,139
Subtotal: Direct Exps:	\$177,785	\$399,999	\$173,226	\$393,159
Administration	\$35,284	\$0	\$29,531	\$0
Program Support	\$74,581	\$19,054	\$69,336	\$15,822
Subtotal: Other Exps:	\$109,865	\$19,054	\$98,867	\$15,822
Total GF/non-GF:	\$287,650	\$419,053	\$272,093	\$408,981
Program Total:	\$706,703		\$681,074	
Program FTE	0.00	0.00	0.00	0.00
Program Revenues				
Indirect for dep't Admin	\$9,741	\$0	\$8,743	\$0
Intergovernmental	\$0	\$335,096	\$0	\$279,383
Other / Miscellaneous	\$0	\$64,903	\$0	\$113,776
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$9,741	\$399,999	\$8,743	\$393,159

Explanation of Revenues

County General Fund \$173,226; State Mental Health grant \$216,969; State Alternative Incarceration Program \$62,414; Forfeiture revenue \$113,776;

Significant Program Changes

Last year this program was:

Priority: Safety
Program Offer Type: Existing Operating
Related Programs: 50032, 50033, 50034, 50035, 50037, 50038

Lead Agency: Community Justice
Program Contact: Kathleen Treb

Program Characteristics:

Executive Summary

On any given day, there are at least 500 Multnomah County residents waiting to enter publicly-funded alcohol and drug residential treatment. Over half are connected to the criminal justice system. This offer provides 62 beds of residential drug/alcohol treatment for high-risk adult offenders (the majority of whom are male) and gives courts and Probation/Parole Officers (PPOs) an alternative to jail designed to address the addictions that drive criminal behavior.

Program Description

Fifty-two beds serve high and medium-risk offenders in a facility specialized in treating males in the criminal justice system for more than 15 years. Ten other beds are located at the only Portland facility equipped to treat extremely violent or high-risk sex offenders. While the length of treatment varies for each individual, the average length of stay in residential treatment is 90 days, but may last up to six months and is followed by community aftercare. When appropriate, offenders are transported directly from jail to residential treatment, assuring a safe transition from jail to treatment. These programs link treatment and behavior change with the Probation and Parole Officer's (PPO) expectations for personal accountability.

Program Justification

Residential treatment is directly linked to the Safety Team strategy of treating alcohol and drug addiction. The community programs apply behavioral management principles designed to reduce drug use, criminal attitudes and behavior. According to the National Institute on Drug Abuse (2006), "most studies suggest that outcomes for those who are legally pressured to enter treatment are as good as or better than outcomes for those who entered treatment without legal pressure".

An internal evaluation indicated of those exiting residential treatment in 2003 there was a 20% reduction in one year arrest rates (Pascual and Rhyne, 2007). The evaluation also showed those who exited after a length of stay greater than 90 days had a 32% reduction in one year arrest rates. NIDA reported in it's 2006 report that drug abuse treatment is cost effective in reducing drug use and bringing about cost savings associated with healthcare, crime and incarceration.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Number of offenders in residential treatment annually.	637	0	640	6,040
Outcome	Percent reduction in pre/post treatment arrests.	65.0%	50.0%	60.0%	60.0%
Output	Percent of exiting offenders admitted to safe and stable housing.	78.0%	65.0%	75.0%	75.0%
Outcome	Percent of successful clients moving toward self-sufficiency	60.0%	50.0%	71.0%	70.0%

Performance Measure - Description

✓ **Measure Changed**

The figures on this program offer relate to the aggregate outcome for residential alcohol and drug programs; Recidivism is a measure of re-arrest data one year post successful program exit compared to one year pre-admit.

Legal/Contractual Obligation**Revenue/Expense Detail**

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Contracts	\$2,236,051	\$292,000	\$2,403,350	\$0
Internal Services	\$0	\$23,477	\$0	\$0
Subtotal: Direct Exps:	\$2,236,051	\$315,477	\$2,403,350	\$0
Administration	\$137,194	\$0	\$126,304	\$0
Program Support	\$290,178	\$74,081	\$321,735	\$67,136
Subtotal: Other Exps:	\$427,372	\$74,081	\$448,039	\$67,136
Total GF/non-GF:	\$2,663,423	\$389,558	\$2,851,389	\$67,136
Program Total:	\$3,052,981		\$2,918,525	
Program FTE	0.00	0.00	0.00	0.00
Program Revenues				
Indirect for dep't Admin	\$16,790	\$0	\$0	\$0
Intergovernmental	\$0	\$315,477	\$0	\$0
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$16,790	\$315,477	\$0	\$0

Explanation of Revenues

County General fund \$2,403,350

Significant Program ChangesLast year this program was: #50047A, Addiction Services - Adult Offender Residential 62 Beds

Program # 50046B - Addiction Services - Adult Offender Residential 27 Beds

Version 3/27/2008 s

Priority: Safety
Program Offer Type: Existing Operating
Related Programs: 50032, 50033, 50034, 50035, 50037, 50038

Lead Agency: Community Justice
Program Contact: Kathleen Treb

Program Characteristics:

Executive Summary

This offer is for 27 alcohol and drug residential treatment beds. Assuming the average length of stay is 90 days, 108 clients will receive treatment with this program offer. While these treatment beds can be used by both men and women, the majority of women offenders are treated in female-only facilities.

Program Description

These 27 additional treatment beds will be located in community-based alcohol and drug treatment facilities. DCJ will determine the most appropriate treatment modalities and contractors for these high risk offenders. Four of these beds would serve Spanish speaking offenders. Seven beds would be available to serve Native Americans as well as other cultures and 16 beds would be available to serve the general DCJ offender population.

All offenders in the programs must receive specific treatment designed to reduce criminality. All treatment providers are required to notify Parole and Probation Officers (PPOs) of milestones within treatment and whether an offender has been discharged or left treatment. PPO approval must be secured for an offender to access one of the Department's contracted residential treatment beds. All of the treatment providers are licensed to treat alcohol and drug addictions and mental health issues. Some of the providers have strong linkages to housing and employment services.

Program Justification

Residential treatment is directly linked to the Safety strategy of treating alcohol and drug addiction. During 2003, 73% of the adult males arrested and booked in the Multnomah County jail tested positive for drugs. A National Institute of Justice report indicates that more than 50% of violent crimes involve drug use on the part of the perpetrator and sometimes the victim. We know from an internal evaluation of residential treatment that of those exiting treatment in 2003, there was a 20% reduction in one year arrest rates (Pascual and Rhyne, 2007). Further, the same evaluation showed that those who exited had a length of stay greater than 90 days and had a 32% reduction in one year arrest rates. NIDA reported in its 2006 report that drug abuse treatment is cost effective, reduces drug use and brings about cost savings associated with healthcare, crime and incarceration. This program offer provides courts and PPOs with an alternative to incarceration and is designed to address the addictions that drive criminal behavior.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Number of offenders in residential treatment annually	637	0	640	640
Outcome	Percent reduction in pre/post treatment arrests	65.0%	50.0%	60.0%	60.0%
Output	Percent of exiting offenders admitted to save and stable housing	78.0%	65.0%	75.0%	75.0%
Outcome	Percent of successful clients moving toward self sufficiency.	60.0%	50.0%	71.0%	70.0%

Performance Measure - Description

The figures on this program offer relate to the aggregate outcome for residential alcohol and drug programs; Recidivism is a measure of re-arrest data one year post successful program exit compared to one year pre-admit.

Legal/Contractual Obligation**Revenue/Expense Detail**

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Contracts	\$974,172	\$0	\$1,047,059	\$0
Subtotal: Direct Exps:	\$974,172	\$0	\$1,047,059	\$0
Administration	\$65,811	\$0	\$53,992	\$0
Program Support	\$104,458	\$18,826	\$111,549	\$29,249
Subtotal: Other Exps:	\$170,269	\$18,826	\$165,541	\$29,249
Total GF/non-GF:	\$1,144,441	\$18,826	\$1,212,600	\$29,249
Program Total:	\$1,163,267		\$1,241,849	
Program FTE	0.00	0.00	0.00	0.00
Program Revenues				
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$0	\$0	\$0	\$0

Explanation of Revenues

County General fund \$1,047,059

Significant Program Changes✓ **Significantly Changed****Last year this program was: #50047B, Addiction Services - Adult Offender Residential 16 Beds**

This program offer includes two offers from fiscal year 2008: 50047B with 16 beds and 50047C with 18 beds.

Program # 50046C - Addiction Services - Adult Offender Residential 2 beds

Version 3/27/2008 s

Priority: Safety
Program Offer Type: Existing Operating
Related Programs: 50032, 50033, 50034, 50035, 50037, 50038
Lead Agency: Community Justice
Program Contact: Kathleen Treb
Program Characteristics:

Executive Summary

This offer is for 2 alcohol and drug residential treatment beds. This will maintain the DCJ treatment capacity at its current level. These treatment beds serve approximately 8 clients (based on an average length of stay of 90 days).

Program Description

These 2 treatment beds will be located in community-based alcohol and drug treatment facilities. These offenders will be classified at medium or high risk. Three beds would be available to serve Native Americans as well as other cultures, and five beds would be available to serve the DCJ's offenders who have been assessed to have the highest risk to re-offend.

All offenders in the programs must receive specific treatment designed to reduce criminality. All treatment providers are required to notify Parole and Probation Officers (PPOs) of milestones within treatment and whether an offender has been discharged or left treatment. PPO approval must be secured for an offender to access one of the Department's contracted residential treatment beds. All of the treatment providers are licensed to treat alcohol and drug addictions and mental health issues. Some of the providers have strong linkages to housing and employment services.

Program Justification

Residential treatment is directly linked to the Safety strategy of treating alcohol and drug addiction. During 2003, 73% of the adult males arrested and booked in the Multnomah County jail tested positive for drugs. A National Institute of Justice report indicates that more than 50% of violent crimes involve drug use on the part of the perpetrator and sometimes the victim. We know from an internal evaluation of residential treatment that of those exiting treatment in 2003, there was a 20% reduction in one year arrest rates (Pascual and Rhyne, 2007). Further, the same evaluation showed that those who exited had a length of stay greater than 90 days and had a 32% reduction in one year arrest rates. NIDA reported in its 2006 report that drug abuse treatment is cost effective, reduces drug use and brings about cost savings associated with healthcare, crime and incarceration. This program offer provides courts and PPOs with an alternative to incarceration and is designed to address the addictions that drive criminal behavior.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Number of offenders in residential treatment annually	637	0	640	640
Outcome	Percent reduction in pre/post treatment arrests	65.0%	50.0%	60.0%	60.0%
Output	Percent of exiting offenders admitted to save and stable housing	78.0%	65.0%	75.0%	75.0%
Outcome	Percent of successful clients moving toward self sufficiency	60.0%	50.0%	71.0%	70.0%

Performance Measure - Description

The figures on this program offer relate to the aggregate outcome for residential alcohol and drug programs; Recidivism is a measure of re-arrest data one year post successful program exit compared to one year pre-admit.

Legal/Contractual Obligation**Revenue/Expense Detail**

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Contracts	\$0	\$0	\$77,380	\$0
Subtotal: Direct Exps:	\$0	\$0	\$77,380	\$0
Administration	\$0	\$0	\$0	\$0
Program Support	\$0	\$0	\$0	\$0
Subtotal: Other Exps:	\$0	\$0	\$0	\$0
Total GF/non-GF:	\$0	\$0	\$77,380	\$0
Program Total:	\$0		\$77,380	
Program FTE	0.00	0.00	0.00	0.00
Program Revenues				
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$0	\$0	\$0	\$0

Explanation of Revenues

County General fund \$77,380.

Significant Program Changes

Last year this program was:
New program offer.

Program # 50047 - Addiction Services - Adult Women Residential

Version 3/27/2008 s

Priority: Safety **Lead Agency:** Community Justice
Program Offer Type: Existing Operating **Program Contact:** Kathleen Treb
Related Programs: 25082A, 25098, 50032, 50035, 50038, 50046A, 50049, 25082B, 50046B

Program Characteristics:

Executive Summary

During 2003, 85% of the women arrested and booked into the Multnomah County jail system tested positive for drugs. Women account for 33% of the drug/alcohol treatment episodes in Multnomah County and 4% of these women are pregnant at the time they begin treatment (Wu and Nice, A & D Treatment Report-Feb 2005). This program provides 40 residential, drug/alcohol treatment beds for high-risk female offenders in a facility that can also accommodate children. The community treatment provider has been in existence for over 15 years and works collaboratively with DCJ to treat women with addictions and criminality. The research is clear that women in women-only treatment programs spend more time in treatment and are twice as likely to complete treatment than women in mixed-gender programs (Copeland & Hall, 1992). Additionally, programs that provide family therapy, that provide childcare and child-rearing services have improved outcomes with regard to treatment completion and reduction or re-offending (National Institute on Drug Abuse, 2006).

Program Description

This program uses evidence-based practices to address addiction, mental health issues, parenting, healthy relationships, criminality, employment and job search resources and relapse prevention counseling. Regular communication and coordination with the Probation and Parole Officer (PPO) is maintained to develop, implement and monitor treatment and supervision plans.

Programs providing family therapy, childcare and child-rearing services have improved outcomes with regard to treatment completion and reduction or recidivism (National Institute on Drug Abuse, 2006). Four women may bring their children to treatment with them to this program and many of the mothers there have open cases with the courts and the State Department of Human Services (DHS). Additionally, because many of the women in the program are of childbearing age, it is conceivable that treating their addiction may prevent a drug-addicted child from being born and improve the likelihood children will receive the care they need to be healthy family members.

Program Justification

Residential treatment is one of the primary strategies linked to both the Safety and Basic Living Needs Priorities. Women in women-only treatment programs spend more time in treatment and are twice as likely to complete treatment than women in mixed-gender programs (Copeland & Hall, 1992). An internal evaluation of residential treatment programs in 2005 indicated that women who exited treatment after a stay of 90 days or more had a 46% reduction in re-arrest rates. NIDA reported in its 2006 report that drug abuse treatment is cost effective in reducing drug use and bringing about cost savings associated with healthcare, crime and incarceration. It has been conservatively estimated that there are over 500 people waiting to get into publicly funded residential treatment on any one day. These 40 beds will serve the most serious women offenders in our community.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Number of offenders in residential treatment annually.	147	38	160	160
Outcome	Percent reduction in pre/post treatment arrests.	81.0%	75.0%	75.0%	75.0%
Outcome	Percent of offenders admitted to housing that is safe and stable upon exit.	75.0%	65.0%	75.0%	75.0%
Outcome	Percent of offenders that are moving toward self-sufficiency.	64.0%	60.0%	61.0%	60.0%

Performance Measure - Description

✓ **Measure Changed**

The current year purchased figure of 38 represented the number of available women's beds per day not the number of offenders in residential treatment; Recidivism is a measure of re-arrest data one year post successful program exit compared to one year pre-admit; The percent of offenders admitted to housing that is safe and stable upon exit compares pre-admit to exit data; The percent of clients moving toward self-sufficiency is represented by the number of clients successfully completing residential services that indicated a need for economic services at intake and received them at their exit.

Legal/Contractual Obligation**Revenue/Expense Detail**

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Contracts	\$1,441,096	\$0	\$1,548,914	\$0
Subtotal: Direct Exps:	\$1,441,096	\$0	\$1,548,914	\$0
Administration	\$76,274	\$0	\$80,822	\$0
Program Support	\$161,558	\$41,181	\$191,345	\$43,268
Subtotal: Other Exps:	\$237,832	\$41,181	\$272,167	\$43,268
Total GF/non-GF:	\$1,678,928	\$41,181	\$1,821,081	\$43,268
Program Total:	\$1,720,109		\$1,864,349	
Program FTE	0.00	0.00	0.00	0.00
Program Revenues				
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$0	\$0	\$0	\$0

Explanation of Revenues

County General Fund

Significant Program Changes

Last year this program was: #50048, Addiction Services - Adult Women Residential 35 Beds
This program offer for fiscal year 2009 purchases 40 beds of treatment.

Priority: Safety
Program Offer Type: Existing Operating
Related Programs: 50032, 50033, 50035, 50037, 50038

Lead Agency: Community Justice
Program Contact: Kathleen Treb

Program Characteristics:

Executive Summary

Housing Services for Dependent Children (HSDC) is aligned with DCJ's Women's Residential Treatment Program and allows 14 children to remain with their mother while she completes residential alcohol and drug treatment. These services help keep children out of foster care while allowing parents to receive treatment, including parenting skills enhancement. Parole/Probation Officers (PPOs) in DCJ's Family Supervision Unit depend heavily on these services since 75% of the offenders they supervise have children under the age of seven.

HSDC eliminates a primary treatment barrier for pregnant women and mothers with young children. HSDC works in collaboration with women's residential treatment to teach women to develop a recovery based lifestyle, make a successful transition into independent living arrangements and be more effective parents.

Program Description

Historically, County Human Services (DCHS) and Community Justice (DCJ) have co-funded treatment for African-American women and their children at one facility. This offer allows this collaborative arrangement to continue. Four other dependent children beds are funded at a facility designed to treat only high-risk female offenders. Here, children are cared for while their mothers engage in residential addictions treatment. Funding for this service can serve up to 14 infants and young children at any one time and is earmarked only for those children's care and services which includes prenatal and pediatric health care, nursery care, housing for toddlers and preschool services.

Program Justification

This residential treatment option for female offenders is directly linked with the safety priority, as it addresses childcare; a major barrier for women to engage in treatment. This program addresses the basic physical and behavioral health needs (addiction) of high-risk single parents. One study reports that drug-exposed newborns accrue an additional \$7,700 in medical costs before the infant leaves the hospital (Kalotra, 2002).

Other studies have demonstrated higher retention rates and significantly longer stays for women in residential treatment when their children are allowed to stay with them (Szuster et al, 1996; Hughes et al, 1995). Additional research shows that women in women-only treatment programs spend more time in treatment and are twice as likely to complete treatment than women in mixed-gender programs (Copeland & Hall, 1992). Additionally, programs that provide family therapy, that provide childcare and child-rearing services have improved outcomes with regard to treatment completion and reduction or re-offending (National Institute on Drug Abuse, 2006).

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Average number of beds used daily.	18	14	14	14
Outcome	Percent bed day utilization for Program A.	122.0%	95.0%	99.0%	100.0%
Outcome	Percent bed day utilization for Program B.	108.0%	95.0%	74.0%	100.0%

Performance Measure - Description

✓ **Measure Changed**

Bed day utilization [number of days in a month times the number of beds available] is tracked. The number of children that are housed annually may go up or down depending on the number of children within a family and how long they stay. The percent of children housed annually was dropped to better reflect program utilization. No treatment is given to youth under this program offer.

Legal/Contractual Obligation**Revenue/Expense Detail**

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Contracts	\$238,516	\$0	\$256,362	\$0
Subtotal: Direct Exps:	\$238,516	\$0	\$256,362	\$0
Administration	\$14,428	\$0	\$13,248	\$0
Program Support	\$30,560	\$7,790	\$28,102	\$7,161
Subtotal: Other Exps:	\$44,988	\$7,790	\$41,350	\$7,161
Total GF/non-GF:	\$283,504	\$7,790	\$297,712	\$7,161
Program Total:	\$291,294		\$304,873	
Program FTE	0.00	0.00	0.00	0.00
Program Revenues				
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$0	\$0	\$0	\$0

Explanation of Revenues

County General Fund

Significant Program ChangesLast year this program was: #50050, Addiction Services - Housing Services for Dependent Children

Program # 50049 - Addiction Services - DUII Supervision and Enhanced Bench

Version 4/07/2008 s

Priority: Safety
Program Offer Type: Existing Operating
Related Programs: 50032, 50039, 50045, 50046A

Lead Agency: Community Justice
Program Contact: Kathleen Treb

Program Characteristics:

Executive Summary

In 2004, approximately 1.4 million drivers were arrested for driving under the influence of alcohol or narcotics. This is an arrest rate of 1 for every 139 licensed drivers in the United States (NHTSA [National Highway Traffic Safety Administration], 2004). The Enhanced Bench Probation Program (EB) monitors over 3,200 adult offenders who have 1-3 convictions for Driving Under the Influence of Intoxicants (DUII) and have been placed on an enhanced bench probation which is supervised by the court. EB staff provides monitoring of these cases by tracking each case for police contacts and reporting these contacts to the Judge supervising the case.

Offenders who have been convicted of Felony DUII offenses are supervised by a Probation/Parole Officer (PPO) who enforces law-abiding behavior and links the offender to treatment, employment and other services. The PPO uses evidence-based practices to address factors in the offender's life that lead to their criminal activity. On average, this PPO supervises 75 offenders per year.

Program Description

EB currently monitors 2,959 offenders who have failed to successfully complete the DUII Diversion program, or are ineligible for diversion. Twenty percent of those offenders are high-risk multiple DUII offenders participating in Judge Bloch's DUII Intensive Supervision Program.

Defendants supervised by EB are entered into the statewide computer system known as the Law Enforcement Data System (LEDS) following their conviction. If the EB offender has any type of police contact, an electronic notification is sent to EB staff directly from the street officer. EB staff research the nature of the contact and once that has been determined, sends a report to the supervising judge summarizing the police contact. On average, EB supervises 3,000 cases annually. During 2007, this unit generated 1,053 reports to the court and collected over \$194,000 in monthly monitoring fees.

Offenders convicted of Felony DUII are supervised by a PPO who uses evidence-based practices to hold the offender accountable, enhance public safety and promote long term behavioral change. These practices include risk and needs assessments to manage the offender's risk within the community and collaborative work with treatment providers, family members, employers and community members.

Program Justification

The strong collaboration between this program, the courts and law enforcement has a direct effect on public safety. The ability of the EB unit to monitor the activities of offenders allows the courts to effectively supervise these cases and address violations in a timely manner. EB is instrumental in holding bench probation clients accountable by serving as a beneficial connection between law enforcement and the courts. For offenders who continue drinking and driving and are convicted of Felony DUII, the DUII PPO provides supervision, surveillance, access to treatment and related services as well as swift and appropriate sanctions for violations of supervision conditions.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Number of offenders served annually	4,000	3,291	3,200	3,300
Outcome		0	0	0	0
Output	Number of offender/police contacts reported to the Courts	1,189	1,100	982	1,100

Performance Measure - Description

Legal/Contractual Obligation**Revenue/Expense Detail**

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$0	\$316,428	\$0	\$327,420
Contracts	\$0	\$0	\$0	\$1,862
Materials & Supplies	\$0	\$28,258	\$0	\$28,471
Internal Services	\$0	\$43,540	\$0	\$44,212
Subtotal: Direct Exps:	\$0	\$388,226	\$0	\$401,965
Administration	\$22,619	\$0	\$21,070	\$0
Program Support	\$80,273	\$12,150	\$81,260	\$11,229
Subtotal: Other Exps:	\$102,892	\$12,150	\$102,330	\$11,229
Total GF/non-GF:	\$102,892	\$400,376	\$102,330	\$413,194
Program Total:	\$503,268		\$515,524	
Program FTE	0.00	4.00	0.00	4.00
Program Revenues				
Indirect for dep't Admin	\$20,662	\$0	\$19,949	\$0
Fees, Permits & Charges	\$0	\$286,410	\$0	\$291,048
Intergovernmental	\$0	\$101,816	\$0	\$110,917
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$20,662	\$388,226	\$19,949	\$401,965

Explanation of Revenues

Enhanced Bench Probation fees \$283,048; Probation Supervision fees \$8,000; State Department of Corrections (DOC) funds \$110,917.

Significant Program Changes

Last year this program was: #50051, Addiction Services - DUII Supervision and Enhanced Bench Services

Program # 50050 - DCJ Weed and Seed Pass Through

Version 3/27/2008 s

Priority: Safety
Program Offer Type: Existing Operating
Related Programs:
Program Characteristics:

Lead Agency: Community Justice
Program Contact: Shaun Coldwell

Executive Summary

Federal Weed and Seed funds are passed through to the Police Activities League of Portland to fund crime prevention activities in the Rockwood neighborhood. Weed and Seed funds are intended to help communities develop sound Weed and Seed strategies, implement an effective, coordinated program and leverage additional federal, state and local support to sustain the Weed and Seed program over the long term.

Program Description

Weed and Seed is a comprehensive, multi-disciplinary approach to combating violent crime, drug use and gang activity in high crime neighborhoods. The goal is to "weed out" violence and drug activity in high crime neighborhoods and then to "seed" the sites with a wide range of crime and drug prevention programs, human service resources and neighborhood restoration activities to prevent crime from re-occurring. The strategy emphasizes the importance of a coordinated approach, bringing together federal, state and local governments, the community and the private sector to form a partnership to create a safe, drug-free environment.

Program Justification

Weed and Seed funding applicants are required to identify other funding sources at a level five times the core grant award amount of \$175,000. By the end of the five year funding period, leveraged funding should equal or exceed \$875,000.

Weed and Seed revenue is pass-through funding to individual neighborhood agencies. They will be formulating a strategy to address the loss of funding in future years.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output		0	0	0	0
Outcome	Funding leveraged annually.	0	25,000	0	0

Performance Measure - Description

Legal/Contractual Obligation**Revenue/Expense Detail**

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Contracts	\$0	\$199,963	\$0	\$25,000
Subtotal: Direct Exps:	\$0	\$199,963	\$0	\$25,000
Administration	\$5,853	\$0	\$279	\$0
Program Support	\$40,069	\$0	\$3,072	\$0
Subtotal: Other Exps:	\$45,922	\$0	\$3,351	\$0
Total GF/non-GF:	\$45,922	\$199,963	\$3,351	\$25,000
Program Total:	\$245,885		\$28,351	
Program FTE	0.00	0.00	0.00	0.00
Program Revenues				
Intergovernmental	\$0	\$199,963	\$0	\$25,000
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$0	\$199,963	\$0	\$25,000

Explanation of Revenues

Federal Weed and Seed revenue \$25,000

Significant Program Changes

✓ Significantly Changed

Last year this program was: #50053, DCJ Weed and Seed Pass Through

Two Weed and Seed programs were budgeted for fiscal year 2008 that have been spent out and will not be rebudgeted for fiscal year 2009: The Albina 2005 and Rockwood 2005 budgets totalled \$128,718.

Program # 50053 - Adult Community Supervision Sanctions Capacity

Version 6/10/2008 s

Priority: Safety **Lead Agency:** Community Justice
Program Offer Type: Innovative/New Program **Program Contact:** Scott Taylor
Related Programs: 50028, 50031, 50032, 50033, 50034, 50035, 50036, 50037

Program Characteristics:

Executive Summary

Research has shown offender behavior change requires a balance of supervision, services and sanctions. A recent Vera Institute study dated December 2007 shows alternative sanctions have a greater impact on offender behavior than jail beds alone. Other studies demonstrate Day Reporting Centers, Community Service and other program-based sanctions result in a decrease in recidivism.

Program Description

Sanctions are imposed by PPOs to address supervision violations. Typically, these violations are not new crimes. Sanctions are used to hold offenders accountable and promote offender behavior change. To be effective, a continuum of sanctioning options ranging from least intrusive to incarceration is needed. A range of options allows the PPO to impose a sanction equal to the severity of the violation. A recent (2007) VERA institute study found the most common sanction imposed is jail.

Due to budget cuts over the last several years, DCJ has been forced to modify available community sanctioning options, sometimes reducing capacities of programs or eliminating them entirely. As a result offenders are not able to enter and complete sanctions in a timely manner.

This program offer will enable DCJ to provide immediate access to Day Reporting Center (DRC), Community Service (CS) and Electronic Monitoring (EM) for offenders who would have otherwise been sanctioned to jail.

Program Justification

Jail beds are the most expensive sanctioning option available for PPOs and have been shown to be the least effective option for changing offender behavior. Because of the high cost, jail beds should remain available for the highest risk offenders who cannot be managed successfully in the community. In other instances, offender behavior change can be achieved through the use of sanction alternatives to jail, as described above, provided the sanctions are imposed in a swift and sure manner.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output		0	0	0	0
Outcome		0	0	0	0

Performance Measure - Description

This is a new program and has not yet produced measurable data.

Legal/Contractual Obligation**Revenue/Expense Detail**

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$0	\$0	\$432,453	\$0
Contracts	\$0	\$0	\$25,000	\$0
Materials & Supplies	\$0	\$0	\$3,660	\$0
Internal Services	\$0	\$0	\$9,000	\$0
Subtotal: Direct Exps:	\$0	\$0	\$470,113	\$0
Administration	\$0	\$0	\$5,241	\$0
Program Support	\$0	\$0	\$63,936	\$0
Subtotal: Other Exps:	\$0	\$0	\$69,177	\$0
Total GF/non-GF:	\$0	\$0	\$539,290	\$0
Program Total:	\$0		\$539,290	
Program FTE	0.00	0.00	6.00	0.00
Program Revenues				
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$0	\$0	\$0	\$0

Explanation of Revenues

County general fund.

Significant Program Changes

Last year this program was:

New program offer

Priority: Safety
Program Offer Type: Program Alternative /
Related Programs:
Program Characteristics:

Lead Agency: Community Justice
Program Contact: Kathleen Treb

Executive Summary

This program places a drug and alcohol evaluation specialist in Department of Community Justice who screens 1000 low and limited risk offenders for addictions needs, makes referrals to appropriate treatment agencies and assists clients in getting into services. This is the only point of contact for many of these offenders because they are receiving limited supervision and do not have regular contact with a probation officer.

Program Description

A drug and alcohol evaluation specialist is stationed in Department of Community Justice (DCJ) Parole and Probation offices to enhance availability and access for DCJ clients starting on supervision. This interdepartmental cooperation enhances the ability of DCJ staff to meet the addictions treatment needs of their clients, gets the offenders into treatment earlier and enhances their ability to be successful in supervision. Having the evaluation specialist in the same office greatly reduces client 'no shows' when an evaluation is needed. The specialist evaluates and refers over 900 clients annually.

Program Justification

This program links to the Public Safety priority by facilitating criminal justice clients getting into addictions treatment in a timely manner. Treatment is strongly related to reduced criminal behavior. According to the National Institute on Drug Abuse (2006), "most studies suggest that outcomes for those who are legally pressured to enter treatment are as good as or better than outcomes for those who entered treatment without legal pressure". An internal evaluation of residential treatment indicated that of those exiting treatment in 2003 there was a 20% reduction in one year arrest rates (Pascual and Rhyne, 2007). Further, the evaluation showed that those who exited and had a length of stay greater than 90 days had a 32% reduction in one year arrest rates. NIDA reported in its 2006 report that drug abuse treatment is cost effective in reducing drug use and bringing about cost savings associated with healthcare, crime and incarceration. Treatment completion greatly reduces the risk of re-offending in criminal acts and adds to the overall safety of our citizens. The program focuses on low level offenders who are unlikely to receive further active supervision, providing them with the opportunity and assistance to access treatment that they may not be likely to accomplish on their own.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Number of clients referred to screening.	950	950	1,000	1,000
Outcome	Percent of referred clients who receive screen	85.0%	85.0%	85.0%	90.0%

Performance Measure - Description

Legal/Contractual Obligation**Revenue/Expense Detail**

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$0	\$0	\$81,918	\$0
Materials & Supplies	\$0	\$0	\$1,563	\$0
Internal Services	\$0	\$0	\$1,500	\$0
Subtotal: Direct Exps:	\$0	\$0	\$84,981	\$0
Administration	\$0	\$0	\$947	\$0
Program Support	\$0	\$0	\$11,358	\$0
Subtotal: Other Exps:	\$0	\$0	\$12,305	\$0
Total GF/non-GF:	\$0	\$0	\$97,286	\$0
Program Total:	\$0		\$97,286	
Program FTE	0.00	0.00	1.00	0.00
Program Revenues				
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$0	\$0	\$0	\$0

Explanation of Revenues

County general fund

Significant Program Changes

✓ Significantly Changed

Last year this program was: #25082, Addictions Services Adult Offender Screening & Referral Services

For fiscal year 2009, this position is being moved from the Department of County Human Services - Addictions Services to the Department of Community Justice.

Program # 50055 - Juvenile Sex Offender Residential Treatment (SRTP)

Version 4/02/2008 s

Priority: Safety
Program Offer Type: Program Alternative /
Related Programs: 50016, 50018, 50023A, 50023B, 50023C, 50024, 50036
Program Characteristics: Joint Offer, One-Time-Only Request

Lead Agency: Community Justice
Program Contact: Wayne Scott

Executive Summary

The Staff Secure Residential Treatment Program (SRTP) stops juvenile sex offenders from victimizing other children and adults in Multnomah County. For the past ten years this one-of-a-kind program has utilized cutting-edge, evidence-based strategies to positively change youth behavior, reduce re-offending, and lessen the impact on the adult criminal justice system by preventing these youth from sexually offending later in life. SRTP is highly successful: last year 99% of the clients who returned to their homes did not sexually re-offend 12 months after completing SRTP.

This program offer reflects a re-design that decreases the size as well as location of the facility, funding source, population served and overall program management. It takes the successful program design of SRTP, formerly run at the Donald E. Long Home (DELH), and reduces its size from 14 to 10 beds located in a community-based residential treatment setting to minimize risks associated with federal funding guidelines. Program funding shifts from county/federal to state/federal in October 2008 and makes services available regionally to youth from Clackamas, Multnomah and Washington counties. The Oregon Youth Authority will contract directly with a community provider to deliver residential treatment services on a regional basis to youth on probation in the tri-county area. Upon program completion youth return to their home communities to continue probation supervision.

Program Description

The Juvenile Staff Secure Residential Treatment Program (SRTP) treats high and medium-risk youthful offenders, ages 13 – 18, assessed as needing intensive intervention in a residential setting, often due to co-occurring mental health conditions and developmental and learning disabilities. Youth, who typically have not been successful in less restrictive settings, will receive intensive individual, group and family treatment, based on individualized evaluations, in a staff-secure setting. While in SRTP, youth will also receive life skills training and participate in pro-social activities under the supervision of staff. During the day youth will attend school in an empty detention unit at DELH, supervised by staff; educational services are funded by the Oregon Department of Education.

The program carefully screens potential clients and does not accept youth who are violent or predatory offenders, but focuses on juvenile sex offenders with complex co-occurring conditions who cannot be served in non-residential settings. The vast majority of youth offend against victims with whom they have existing relationships or who are known to them.

Program Justification

SRTP is an indispensable part of the continuum of sex offender programming that allows Multnomah County probation officers to ensure that youth receive the individualized dose of treatment appropriate to their risks and needs. Research shows that juvenile sex offenders respond better to treatment than do adult offenders. Most do not re-offend in adulthood if given appropriate treatment (Association for the Treatment of Sexual Abusers, 2000). Moving to a smaller, community-based model serving a regional population allows for an appropriately sized program and access to state and federal funds necessary for ongoing operation.

Performance Measures

Measure Type	Primary Measure	Previous Year Actual (FY06-07)	Current Year Purchased (FY07-08)	Current Year Estimate (FY07-08)	Next Year Offer (FY08-09)
Output	Number of youth served	35	35	34	25
Outcome	Percent of youth who did not recidivate 6 months post program exit	89.0%	75.0%	89.0%	85.0%
Output	Percent of youth who did not sexually re-offend 6 months post program exit	95.0%	95.0%	95.0%	95.0%
Output	Percent of youth receiving mental health medications	53.0%	85.0%	85.0%	85.0%

Performance Measure - Description

Recidivism measures were changed from 12 months post program exit to six months due to a data collection change. The Corrections Health performance measures reflect averages.

Legal/Contractual Obligation

ORS 419C.001 calls on the juvenile system to include: "reformation and rehabilitation programs and swift and decisive intervention in delinquent behavior." ORS 419C.441 authorizes juvenile courts to "order that the youth offender undergo psychiatric, psychological or mental health evaluation. If warranted..., the court may order that the youth offender undergo appropriate care or treatment."

Revenue/Expense Detail

	Proposed General Fund	Proposed Other Funds	Proposed General Fund	Proposed Other Funds
Program Expenses	2008	2008	2009	2009
Personnel	\$0	\$0	\$101,982	\$0
Contracts	\$0	\$0	\$70,683	\$864,115
Materials & Supplies	\$0	\$0	\$13,462	\$0
Internal Services	\$0	\$0	\$1,678	\$63,943
Subtotal: Direct Exps:	\$0	\$0	\$187,805	\$928,058
Administration	\$94,765	\$23,083	\$64,621	\$19,602
Program Support	\$258,325	\$3,644	\$199,658	\$0
Subtotal: Other Exps:	\$353,090	\$26,727	\$264,279	\$19,602
Total GF/non-GF:	\$353,090	\$26,727	\$452,084	\$947,660
Program Total:	\$379,817		\$1,399,744	
Program FTE	0.30	4.25	0.00	0.00
Program Revenues				
Indirect for dep't Admin	\$0	\$0	\$46,056	\$0
Intergovernmental	\$0	\$0	\$0	\$928,058
Program Revenue for Admin	\$0	\$0	\$0	\$0
Total Revenue:	\$0	\$0	\$46,056	\$928,058

Explanation of Revenues

County General Fund \$187,805. For those youth enrolled in the Oregon Health Plan, program costs are offset by revenue from Behavioral Rehabilitation Services (BRS), a form of Medicaid \$314,630; State Juvenile Crime Prevention (JCP) \$268,092; State Oregon Youth Authority \$345,336.

Significant Program Changes

✓ **Significantly Changed**

Last year this program was: #50018, Juvenile Sex Offender Residential Treatment (SRTP)

After the first quarter (October 2008), the program will move location from the Donald E. Long Juvenile Justice Center to a community provider. This new program design allows the County to continue to draw down federal financial participation for services. This new offer also sizes the services to the utilization pattern that has emerged in the last few years. Beginning in February 2009, it is anticipated that the State Oregon Youth Authority will provide funding for a regional program, including youth from Multnomah, Clackamas and Washington counties.