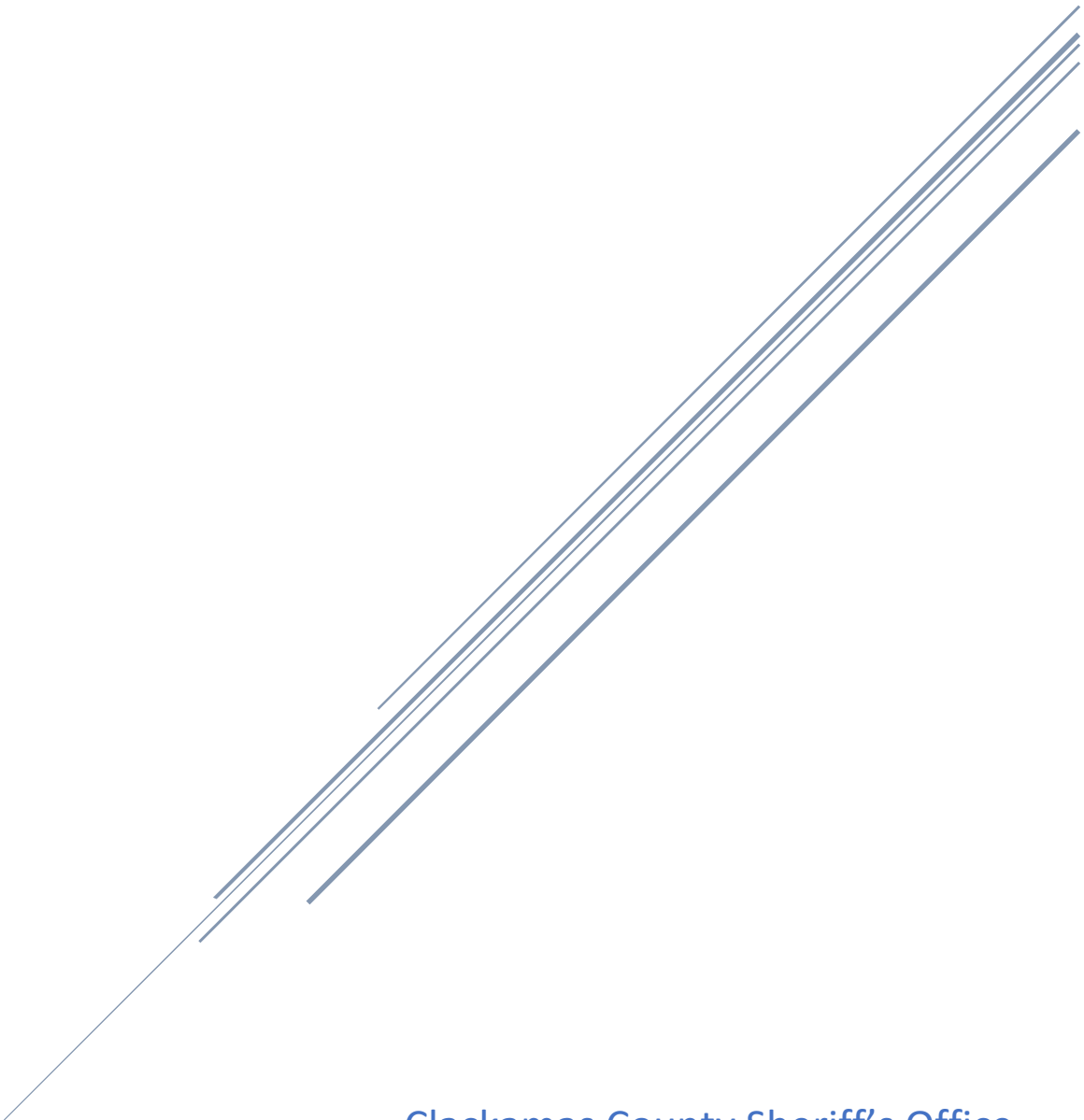


# JRP REVIEW

2023-2025 Application



Clackamas County Sheriff's Office

## 1. Conduct a programmatic review and thoroughly explain:

- a) **The lack of a decline in prison usage over the last decade; and**
- b) **The recent increase in property crime intakes.**

### Overview

Clackamas County has developed and supported 4 Justice Reinvestment Programs (JRP) over the past decade – a Transition Center, Pretrial Services, Short-Term Transitional Leave, and our Substance Abuse Program or CSAP. Each of these 4 programs have made significant contributions to community safety in terms of reducing recidivism, equitably reducing the number of incarcerated individuals, and connecting justice-involved individuals with treatment, housing, and other critical resources. However, they have not collectively reduced prison usage over this time.

The reasons for this are layered and complex, but in our global review, we identified several areas contributing to Clackamas County's outcomes in this area. Conversely, we have also identified opportunities to account for the unique challenges facing our region, maximize the effectiveness of our flagship Substance Abuse Program (CSAP)<sup>1</sup>, and improve coordination between public safety partners in an effort to reduce prison usage while maintaining community safety.

While prison usage and other criminal justice outcomes are banded within county lines, public safety in the Portland metropolitan could be better viewed as an ecosystem that sprawls across jurisdictional borders. In this context, our review of prison usage data indicates decision making and challenges within Multnomah County's justice system appear to have downstream effects in Clackamas County. This topic and our proposed solution will be explored further as we examine the unique relationship between counties in the region.

In an effort to increase the impact of our CSAP program, we are planning to expand the Clackamas County Jail Program (CCJP). Specifically, we are working with the Oregon Judicial Department as the state moves to absorb Pretrial Services later this year. We will reallocate JRP Pretrial funds to CCJP. The fledgling program currently provides low-barrier services in the form of cognitive-behavioral interventions for individuals in custody at Clackamas County Jail. Investing in the development of CCJP adds opportunities to further assess individuals prior to decisions related to sentencing or in conjunction with a downward departure sentence. It would also create new avenues for eligible individuals to successfully transition from local incarceration into CSAP.

Clackamas County District Attorney John Wentworth has been an advocate for our JRP and a strong partnership already exists between his office and the Clackamas County Sheriff's Office (CCSO). However, there are opportunities to improve collaboration and data sharing in support of expanding the use of CSAP for prison eligible cases. More specifically, we will review how

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<sup>1</sup> [Clackamas Substance Abuse Program \(CSAP\) Celebrates 25 Years \(video\)](#)

performance metrics within our existing Justice Reinvestment Programs (JRP) can be better shared with our partners, while focusing on downward departure sentences in particular. We will also look to redesign the process of evaluation and screening for individuals who may be JRP eligible, ensuring those reports include a more detailed and holistic review of the individual's history, criminogenic needs, and suitability for a departure sentence.

## Regional Factors in Property Crime

One of the more unique challenges we identified in this review is that our existing system of governance is not designed to provide services for a prison-eligible population with out-of-county residency. In recognition of this point, we are committing to working with our public safety partners in neighboring counties to remove barriers historically applied to individuals on supervision elsewhere. We would like to offer individuals the opportunity to enter CSAP and be supervised by CCSO until an appropriate transition plan can be developed which would allow for a return to their original county of residence. If there are compelling reasons for an immediate return to their county of residence and they are eligible for a departure sentence, we may also look to conduct screenings on behalf of the JRP managed by that community corrections agency, assuming they are willing to partner with us in these cases. This could create a more efficient and collaborative connection to JRP that would apply to individuals who have not historically been considered.

Multnomah County residents in particular have made up nearly a quarter of all Clackamas County's prison intakes for property crimes since 2022 (N=47). To understand some of the reasons why this number is so pronounced, we must understand the dynamics of the Portland Metro area and the geography between Multnomah and Clackamas County, which may contribute to our property crime rates and more recent spike in prison usage.

Multnomah County is separated from Washington State by the Columbia River to the north. Its less populated eastern border with Hood River County is marked by Mt. Hood and its surrounding forests. Separating Multnomah from Washington County is the 8-mile long Forest Park and a high-income residential corridor known as the *West Hills* where the median price for a home is over \$850,000.<sup>2</sup>

By comparison, the border between Multnomah County and Clackamas County to the south is far less obvious and not marked by any significant topography or socio-economic contrasts. Besides Interstate 205 and Highway 99 which pass through multiple counties, the main thoroughfare that connects Multnomah and Clackamas County is SE 82<sup>nd</sup> Avenue, which leads into the Southgate neighborhood, an unincorporated area of Clackamas County and one that lies within the Sheriff's Office's Enhanced Law Enforcement District (ELED).

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<sup>2</sup> [Rocket Homes 2024 Housing Market Report](#)

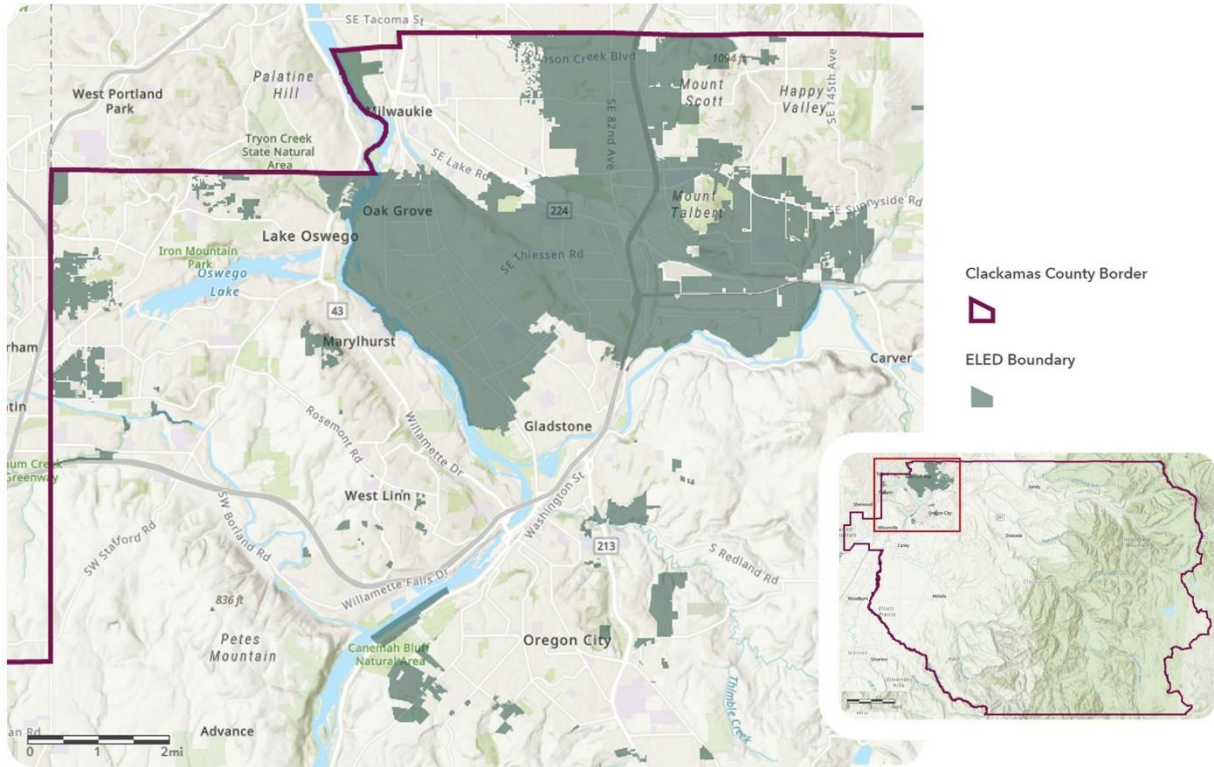


Figure 1: Map of Clackamas ELED-CCSO

In 2022, Southgate made up 47% of all reported property crimes in the county’s regions patrolled by CCSO. In 2023 it was 50%. When including the 3 immediately adjacent regions of Oak Grove, Clackamas, and Sunnyside – Mount Scott, they combine to represent 76% of all property crimes in 2022 and 77% in 2023. They may represent the smallest geographic area in the county, but the highest concentration of property crimes is located in the region’s most easily accessible from Multnomah County.<sup>3</sup>

ELED region	2022	2023
Southgate alone	47%	50%
Southgate/Oak Grove/Clackamas/Sunnyside	76%	77%

Table 1: Property Crimes by Region, 2022-2023

The border between jurisdictions may seem invisible to an individual travelling between Multnomah and Clackamas County, but there are stark differences between them in terms of resources and our system responses to crime, which will be further explored in the next section.

## Public Safety Trends and Inter-County Collaboration

<sup>3</sup> [CCSO Patrol Dashboard – Reported Crimes](#)

Our programmatic review uncovered additional trends that have emerged in recent years, affecting public safety in the Portland metro region specifically. Each of them appears to have impacted Clackamas County’s prison usage given our shared geography with Multnomah County and proximity to the city of Portland. The first has been the operating capacity of the Portland Police Bureau (PPB) and a marked downturn in their ability to respond promptly to calls, while the other is the ability of the Multnomah County Circuit Court to process cases, or more specifically, provide court appointed (indigent defense) attorneys when required to do so.

Due to widely reported staffing issues, PPB’s response time grew considerably between 2018 and 2023. According to the agency’s statistics on dispatched calls for service, medium priority calls were responded to in an average of 17.7 minutes in 2018, while high priority calls were responded to in 8.5 minutes. Response time for medium priority calls rose to 45.7 minutes and 19.7 minutes for high priority calls in 2023.<sup>4</sup>

<b>Call type</b>	<b>2018</b>	<b>2023</b>
Medium priority	17.7	45.7
High priority	8.5	19.7

*Table 2: PPB Response Time-in Minutes*

The shortage of defense attorneys has been described as a crisis in Multnomah County.<sup>5</sup> According to their District Attorney’s Office, between 2/24/22 and 10/31/22, their court dismissed a total of 285 felony and misdemeanor cases due to a lack of defense counsel. 180 of those cases were dismissed after being set over one or more times.<sup>6</sup> By comparison, the Clackamas County District Attorney John Wentworth reports his office has largely not been impacted by this issue and experienced little to no drop in their ability to prosecute or take property cases to trial since operations have rebounded following the end of the COVID-19 pandemic.

This contrast between the operating capacity of court systems becomes more pronounced when comparing Clackamas County’s prison usage to the statewide average or other counties affected by these issues, especially when defendants pending charges continue to commit new crimes while they are released pending adjudication. When those charges are eventually resolved, the court hears a case with multiple pending criminal charges, which can also influence decisions and increase prison usage.

While there are opportunities to refine our internal processes and coordination within Clackamas County, we must also recognize public safety in our region is affected by decision making and other system changes in Portland. With this acknowledgement, we would like to

<sup>4</sup> [Portland Police Bureau Dashboard – Dispatched Calls for Service](#)

<sup>5</sup> [Multnomah County District Attorney November 21, 2022 Press Release](#)

<sup>6</sup> [Multnomah County District Attorney’s Dashboard on Felony Arraignments: Dismissals Due to Lack of Counsel](#)

explore what increased coordination between CCSO and Multnomah County’s Department of Community Justice might do to improve access for JRP in both counties.

## Expanding the Clackamas County Jail Program (CCJP)

When the current funding earmarked for Pretrial Services becomes available, we intend to create 2 Certified Alcohol and Drug Counselor (CADC II) positions which would fall under the oversight of CCSO’s Transitional Services Lieutenant.

The addition of two CADC II positions would expand our opportunity to evaluate and engage individuals in custody, while bolstering our existing jail program with counseling and skill building groups. We will specifically look to expand access for women in custody as the existing CCJP dorm is designated for men.

Depending on crime seriousness, we anticipate jail sentences of up to 60 days may be included with downward departure agreements. However, the individual serving this sentence would have access to Medication Assisted Treatment (MAT) and CCJP programming during this time. Regardless of the length of stay, a robust CCJP will exist to support individuals as they transition into CSAP or another appropriate service provider in the community.

## Program Coordination and Information Sharing

CSAP has consistently proven to be a path out of crime as recidivism rates are remarkably low for participants who complete the program. Given the intersection of substance abuse and property crime in Clackamas County, expanding access to CSAP can lead to a reduction in prison usage. For CSAP clients who completed the program between July of 2019 and June of 2023, men spent an average of 515 days engaged in programming while women spent an average of 591 days. This resulted in an average 1-year recidivism rate<sup>7</sup> of 16% among men and a <2% recidivism rate for women who completed the program during this time.

	<b>Men</b>	<b>Women</b>
Average days in program	515	591
1-year recidivism rate	16%	2%

*Table 3: Length of Stay and Recidivism among CSAP Grads*

To illustrate the program’s long-term effectiveness and benefit to the community, CSAP staff reviewed a random sample of 20 participants who graduated between 2017 and 2019. In the three-year period before entering CSAP, these individuals were charged with a combined 385 felonies and 642 misdemeanors. In the three-year period following their time at CSAP, there were only 3 felony arrests and 13 misdemeanors.

<sup>7</sup> Recidivism is defined here as an arrest on new charges.

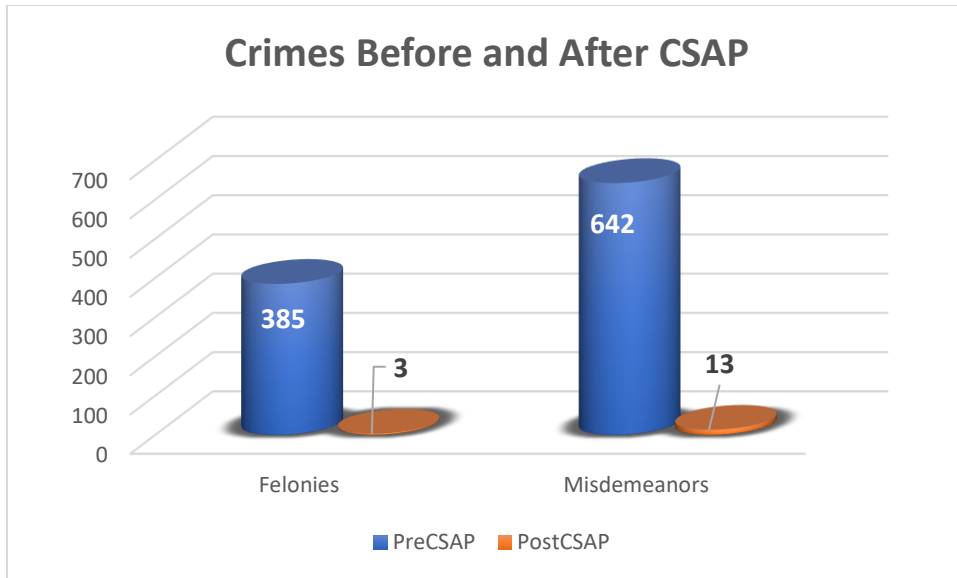


Figure 2: Reduction in Crimes through CSAP

The total time spent in custody plummeted from 10,428 days before CSAP to 572 days following CSAP.

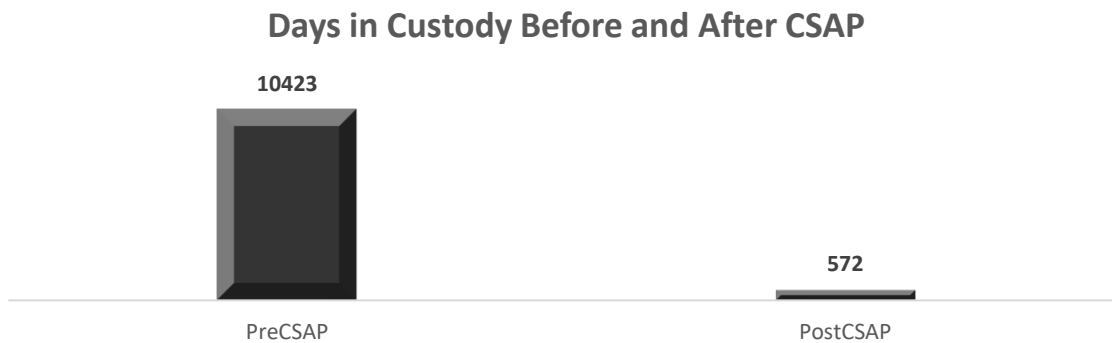


Figure 3: Reduction in Incarceration through CSAP

CSAP is one of the precious few residential programs in the region and one that offers a unique blend of services for the justice involved. As these measures indicate, the program’s services effectively address the intersection of criminality and substance abuse, making it the ideal intervention for non-violent offenders who present as high risk to recidivate. However, program outcomes have not been consistently shared between partnering offices and the recommendation from a CSAP evaluator is typically limited to a single e-mail containing limited information for a Deputy District Attorney to review before making their recommendation to the court.

Regular and consistent JRP coordination meetings between representatives of CCSO (including staff from both CSAP and the Parole and Probation Division) and the District Attorney’s Office

will provide opportunities to jointly review data, trends, and the development of collaborative recommendations involving JRP eligible cases. These partners can also work together to create a new and comprehensive JRP screening document which would be generated by an evaluator assigned by CCSO. The evaluator would look to develop a recommendation based on their interview of prospective participants, an extensive review of their history, and an appropriate matching of services and needs between CSAP and the individual.

## Additional Considerations

We anticipate improved coordination between county partners will lead to increased usage of CSAP and a subsequent reduction of prison usage in the future. However, in a review of CSAP referrals during a 4-month period in 2023, we identified additional barriers that may continue to affect outcomes.

From 9/1/23 to 12/31/23, there were 82 CSAP referrals; 27 were accepted and 55 were not. Below is a breakdown of the 55 cases not accepted into the program:

- 15 required dual diagnosis treatment
- 12 refused to participate in the program
- 11 were awaiting court/facing charges in other counties
- 8 were sent to the Department of Corrections
- 6 were supervised by another county
- 3 were released from custody prior to the screening date

At this time, CSAP is not an appropriate program for dual diagnosis clients, but individuals in need of this care are referred for appropriate services as they are available.

Individuals declining the opportunity to enter CSAP will always be a factor in these measures, but we are exploring how we can increase early engagement with prospective participants who are in custody through our proposed expansion of CCJP.

We also examined demographic information within this cohort to determine if any trends exist. While we did not identify any significant disparities within this small sample size, we intend to study demographic information more closely moving forward and will look to capture data on those who enter the program as well as those who do not. This would include measuring service delivery, client experience, and outcomes by race and gender.

## Conclusion

In summary, Clackamas County is examining our ability to reduce prison usage while maintaining community safety from a systems perspective. By improving coordination both inside and outside of the county, we believe the effectiveness of our programs can be maximized. We intend to add the right combination of staff and new procedures that support a



careful evaluation of JRP eligible cases to ensure individuals are afforded every opportunity to engage in a vast array of services, while working to reduce residency as a barrier.

In addition to our JRP strategy, there are several other ongoing efforts in Clackamas County aimed at reducing crime and prison usage. This includes providing services funded by the Improving People's Access to Community-Based Treatment, Support, and Services (IMPACTS) grant, expanding the Mobile Stabilization Outreach Unit for individuals experiencing housing instability on community supervision, and building a deflection program in response to the anticipated recriminalization of drug possession brought by HB 2002.

We are grateful for our longstanding partnership with the Criminal Justice Commission and look forward to improving outcomes in Clackamas County and beyond.

## 2. Provide an update on the efforts being made to provide culturally responsive services and what actions have been taken following the recommendations of a three-year study completed by county partners.

According to our Equity and Inclusion Program Coordinator who has been working closely with the Coalition of Communities of Color, the three-year study is in the final stages of review and we anticipate a series of recommendations or *calls to action* within their report to be delivered to the county shortly. Upon receipt, the Local Public Safety Coordinating Council (LPSCC) will be introduced to the material to identify where their member agencies could contribute and provide more culturally responsive services.

At the Parole and Probation Division, the report will be carefully reviewed with the entire management team to determine how we can build upon our existing approach to responsive service delivery.

As we await the findings and recommendations of this report, we have been proactive in our efforts to provide culturally responsive services. We are currently working to increase the use and fidelity of Behavior Change Plans across the division as they provide an opportunity to measure our ability to account for responsivity factors in our individualized work with each client. This includes, but is not limited to: gender, trauma, race, and culture.

Our training coordinator is working with the Department of Public Safety, Standards, and Training (DPSST) to identify an appropriate source for ongoing equity training<sup>8</sup> as we support developing competency in this area for all staff, but especially our certified Parole and Probation Officers.

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<sup>8</sup> [DPSST Maintenance Training for Police Certification - Equity](#)

We have worked with our partners in Clackamas County Finance and Procurement to ensure our *Request For Proposal* relating to our largest multi-year contract for housing and mentor services included expectations for service delivery to be evidence-based and culturally responsive, placing more value in a proposal that thoroughly described the cultural competency of their staff and their organization’s approach to providing responsive services.

We are conducting a review of all client facing documents to ensure those deemed critical are translated into the county’s safe harbor languages<sup>9</sup> – Spanish, Russian, Chinese, Korean and Vietnamese. We are also in the process of evaluating the current number of bilingual staff positions in the Division and will look to increase that number, designing recruitments to attract individuals who speak multiple languages.

Finally, the Clackamas County District Attorney’s Office has formally announced the establishment of an advisory panel with the goal of improving community engagement and transparency in our local public safety system. Members were selected for their diverse backgrounds or experiences and will be asked to serve as ambassadors between our public safety agencies and their respective communities.<sup>10</sup>

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<sup>9</sup> [Clackamas County Civil Rights Title VI plan](#)

<sup>10</sup> [Clackamas County News](#)