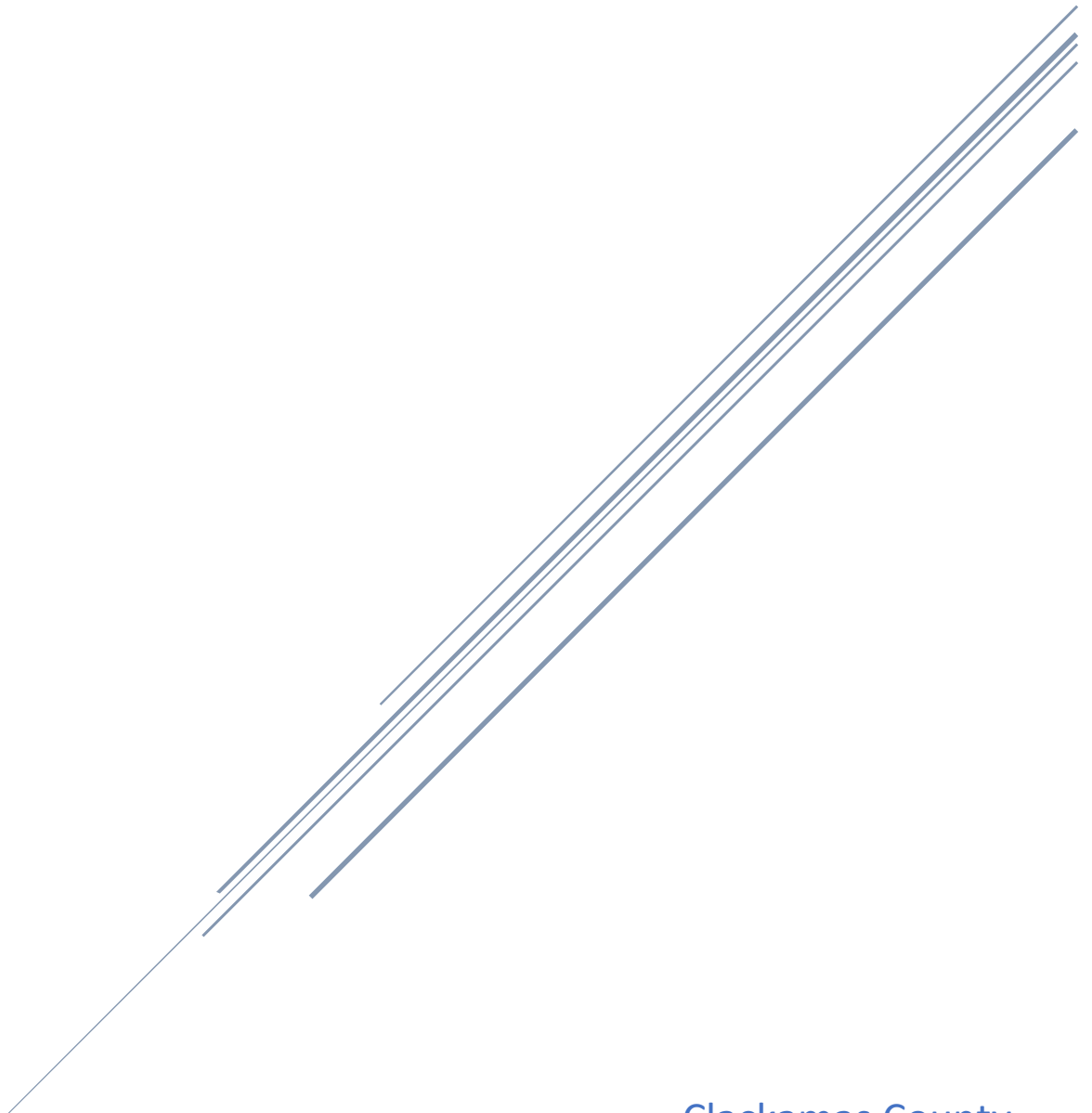


JRI PROGRESS REPORT

July-December 2021



Clackamas County
Community Corrections

PART I: Program Implementation

Is program implementation progressing as expected?

Identify implementation challenges. Note if there have been any changes from what was proposed in your original application that significantly impacts program functioning.

Clackamas County Justice Reinvestment Grant was awarded to Community Corrections to create a pretrial diversion program, and enhance Clackamas Substance Abuse Program (CSAP) and the Short-Term Transitional Leave Program (STTL). As illustrated in Part II, each of these programs have been designed to help Clackamas County meet the four goals of the Justice Reinvestment Initiative: reduce recidivism, decrease prison use, protect the public, and hold offenders accountable.

Pretrial

In Clackamas County, the criminal justice system as a whole continues to feel the strain caused by COVID-19 and the ongoing pandemic. The pandemic has had an especially severe impact on the Clackamas County Jail. Recent outbreaks within the facility have drastically affected operations, causing a trickledown to the rest of the system. During this reporting period monthly Jail intakes have steadily declined while at the same time forced-releases have increased to sustained levels that have not been seen since mid-2017. Additionally, because of positive cases and the resulting quarantine and isolation of entire housing units, the average daily population has dropped to the lowest point of the pandemic. All of these factors have directly affected Pretrial Services by significantly limiting the number of adults in custody who are eligible for release to Pretrial at arraignment or subsequent release hearings.

Clackamas Substance Abuse Program

During the past 6 months, CSAP has continued to deal with the Covid-19 pandemic. Although this 6-month time period is closer to the original application there are still modifications.

The biggest change that has brought us closer to the original application is the fact that all staff have been working onsite full-time during the past 6 months. CSAP has been able to facilitate in-person groups for in-house clients and we have returned to a pre-COVID 19 treatment model. CSAP clients who are not living in housing have been using a hybrid model that includes both remote and in person continuing care based on current COVID concerns. We have continued to utilize the closed Women's Center to keep this population away from the in-house clients to minimize exposures.

Most clients enter CSAP from a custodial situation where they are participating in that institutions COVID process (testing and isolation of needed). If we take a client from the street we have them meet with our medical staff before coming in. They are screened for symptoms and given a COVID test. For the first 14 days of their stay, new clients are placed in a dorm that is separate from the rest of the clients. During this time, they have a separate dining area and must wear a mask at all times in the center. Once the 14 days have passed, clients again see medical to screen for symptoms and are then moved into general housing.

Clients continue to use only the bottom bunks in sleeping quarters to aid in distancing. CSAP has continued to partner with our local Community Health Department and we have been able to have any client who is interested vaccinated for COVID 19.

CSAP does not have any recovery mentors working with the program. The program initially had trouble hiring mentors and these positions were later reduced due to budgetary issues. There is currently one mentor position but it has not been filled, first due to the difficulty of finding the right mentor and currently because COVID has led to a pause in hiring for this position.

Working closely with a doctor from the Department of Public Health, CSAP created guidelines that allowed family members to visit and even dine with CSAP clients. The practice of allowing family visits is a demonstration of the balance the program must strike for overall client health and wellbeing. Healthy family connections help clients stay engaged in treatment. The visitations have been paused during Delta and Omicron variants as it was determined that the benefits did not outweigh the risks.

As the Omicron variant subsides, staff is again looking to offer family visitation. In addition, there is talk of allowing Phase III clients to remain in house while they are seeking employment and working in the community. The situation is fluid and the staff continue to work closely with Public Health and monitor the situation. Thanks to the vigilance of the staff and client compliance, CSAP has not had any positive COVID cases among clients throughout the pandemic.

Before their transition back into the community, CSAP clients all meet with an employment specialist to aid in their transition planning. Clients are able to set up interviews for after their release and some have transitioned to school and/or trade programs. Clients continue to work on obtaining their GED prior to their release from the Center.

Short-Term Transitional Leave

All STTL have been housed at Bridges to Changes (BTC), a community nonprofit that works closely with Community Corrections to house and mentor clients, with the exception of one client who was housed in STTL housing from May-September, 2021. That client had a successful outcome, which means they completed their STTL time or transitioned to approved housing, are engaged in treatment as applicable, and have employment or are enrolled in school. There were 34 STTL clients who were housed at BTC and completed programming between July-December, 2021. Clients at the BTC facility and have not had many opportunities to work with the Residential Center. However, they have continued to work with a dedicated STTL PPO. Of the 34 BTC completions, 32 clients (94%) were successful.

Highlight program successes or promising practices

Include any lessons-learned, accomplishments, or individual program outcome measures.

Pretrial

Due in part to COVID-related jail policies, pretrial appearance and success rates have dipped during this reporting period (61.5 & 56.3% respectively), but they are still slightly higher than the statistics from one year ago. Safety and check-in rates have slightly increased (98.9 & 96%), but have remained fairly consistent over the past year. Pretrial Services staff continue to have limited face-to-face contact with Defendants outside of the initial interview and arraignment, and instead have continued to utilize technology for check-in and supervision purposes.

It should be noted that there has been an increase in collaboration between Pretrial Services and CSAP staff to identify and screen eligible defendants for substance abuse treatment. We are then able to work in partnership with the courts, defense counsel, and the District Attorney's office to release defendants to CSAP in the pre-adjudication stage and avoid the potential for prison by offering dispositional-departure probation sentences.

Pretrial client numbers have leveled off in the second half of 2021. From Jul-Dec of this year, 774 pretrial decisions were entered, compared to 795 decisions in the first half of 2021. Of those decisions, 539 were not released. There were 235 cases released to Pretrial (See Figure 1). Enhanced release was the most common, at 84 cases. standard release was the next most common at 67, followed by enhanced release with domestic violence conditions at 47. There were 15 releases to intensive monitoring. The other conditions of release (other monitoring

levels with DV conditions and all DUII conditions) each had 10 or fewer cases this reporting period.

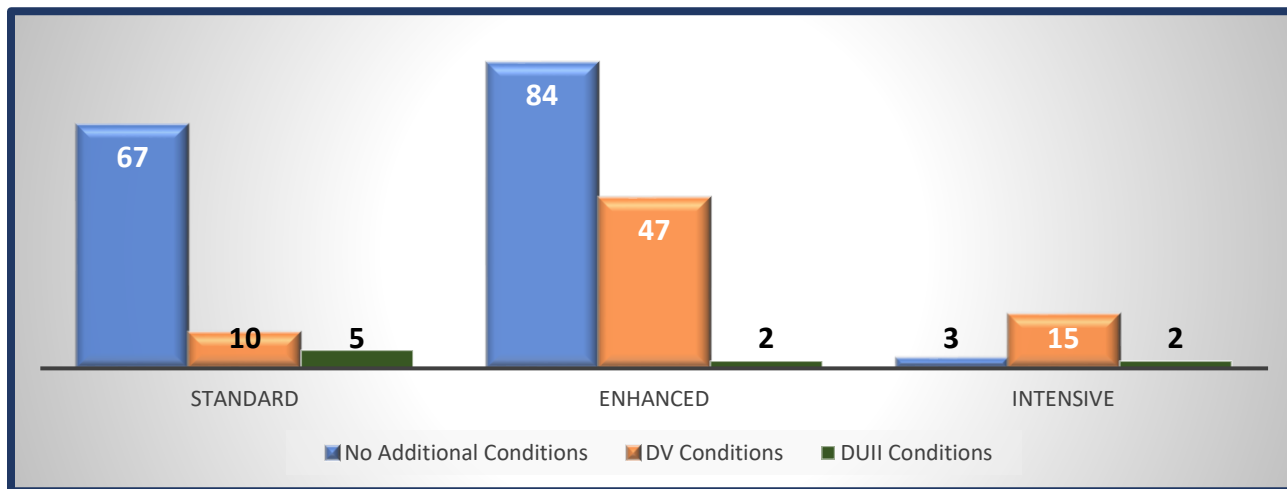
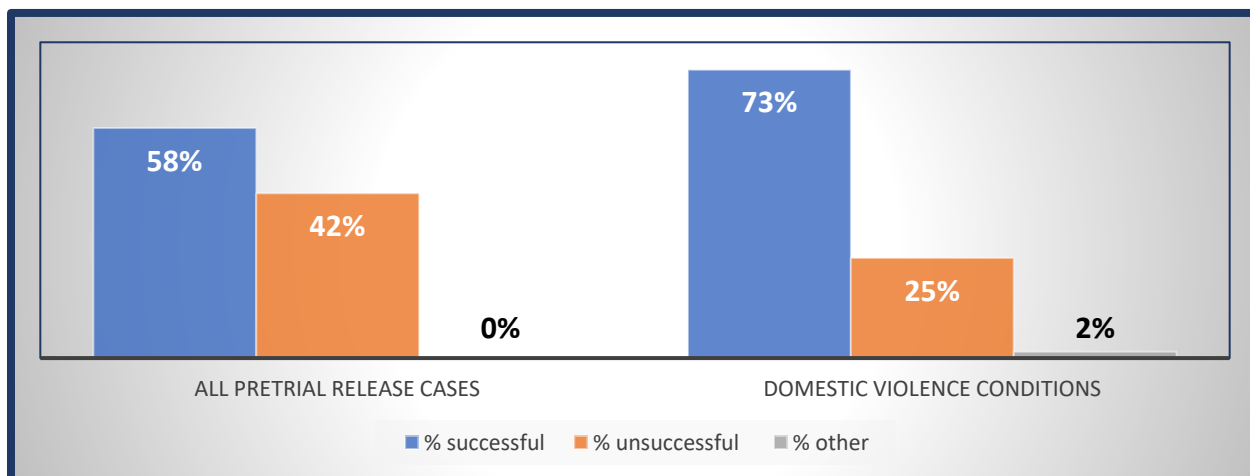


Figure 1-Release Decisions- July-December, 2021

Fifty-eight percent (n=134) of the pretrial case outcomes, were successful, forty-one percent (n=96) were unsuccessful, and one ended in death (See Figure 2). This represents 230 pretrial case closures, referred to as dispositions. Sixty-three of those dispositions were of clients that had DV conditions attached to their release. The DV cases had even better outcomes, with 73 percent (n=46) of cases having successful outcomes, and 25 percent (n=16) of them unsuccessful. A defendant who died during the pretrial phase had DV conditions of release and accounted for the remaining 2 percent.

Figure 2- Pretrial Dispositions July-December 2021



Of the successful dispositions, 91 cases (68% of all successful dispositions) ended in a guilty plea, 24 cases (18%) ended with charges dismissed, 17 defendants (13%) were given diversion, and 2 (1%) were acquitted (See Table 1).

Dispositions	Jul-Dec 2021
Successful	134
Sentenced	91
Charges dismissed	24
Diversion	17
Acquittal	2

Table 1-Successful Dispositions-July-December, 2021

For unsuccessful dispositions, failure to appear was the most common cause, at 84 cases (87.5 percent) (See Figure 3). Three unsuccessful dispositions were due to an arrest the result of a new misdemeanor crime. There were three misdemeanor arrest violations as the result of new crimes. Each of these cases were closed as unsuccessful by the court and are reflected in the dispositions listed here.

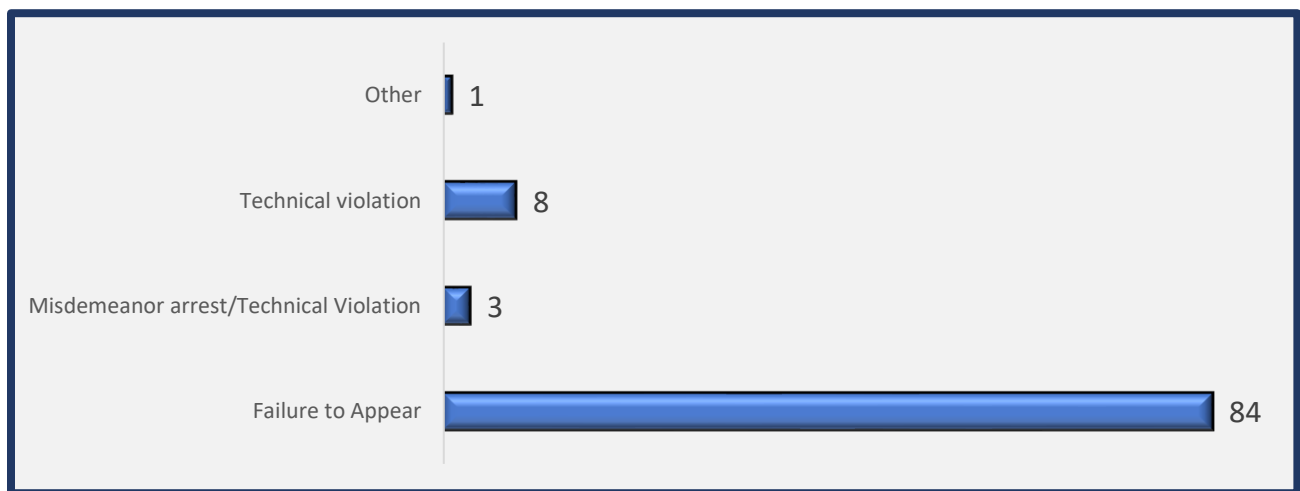


Figure 3-Unsuccessful Dispositions-July-December, 2021

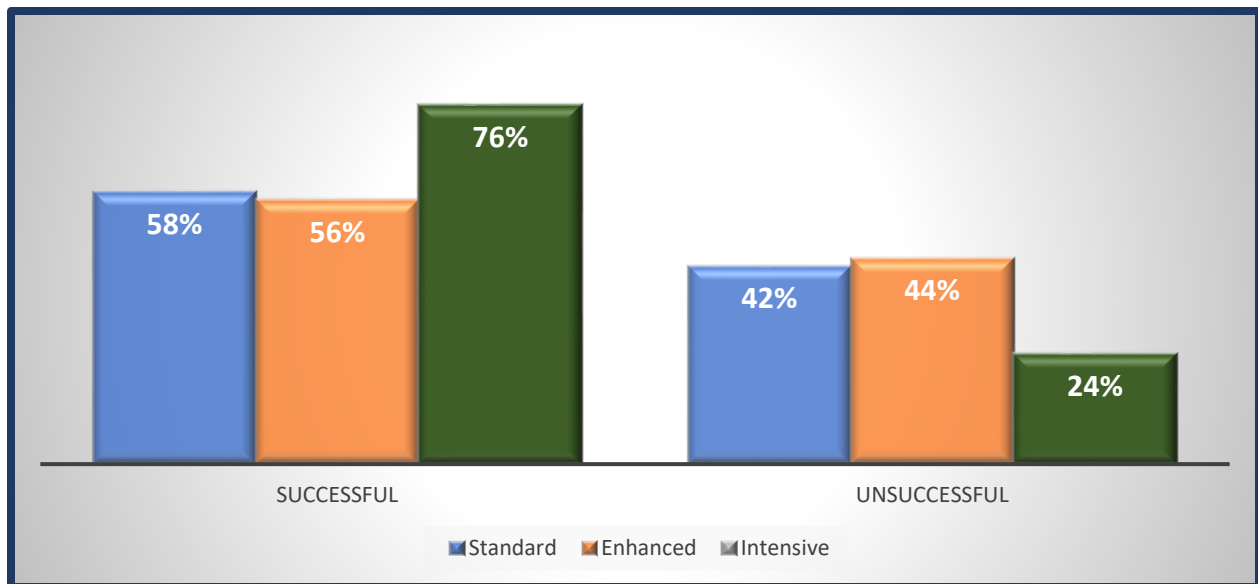


Figure 4-Percentage of Dispositions by Release Levels

The dispositions for defendants monitored at the standard and enhanced levels are quite similar (See Figure 4). There were 76 dispositions that had been monitored at a standard level, and 58% (n=44) of those were successful. Out of the 137 defendants with enhanced monitoring, 56% (n=77) were successful.

Intensive monitoring has proven quite effective this reporting period. These defendants are considered at higher risk of failing to appear for all of their court dates. Intensive monitoring helped ensure that 76% (n=13) of the 17 defendants on this release level were successful.

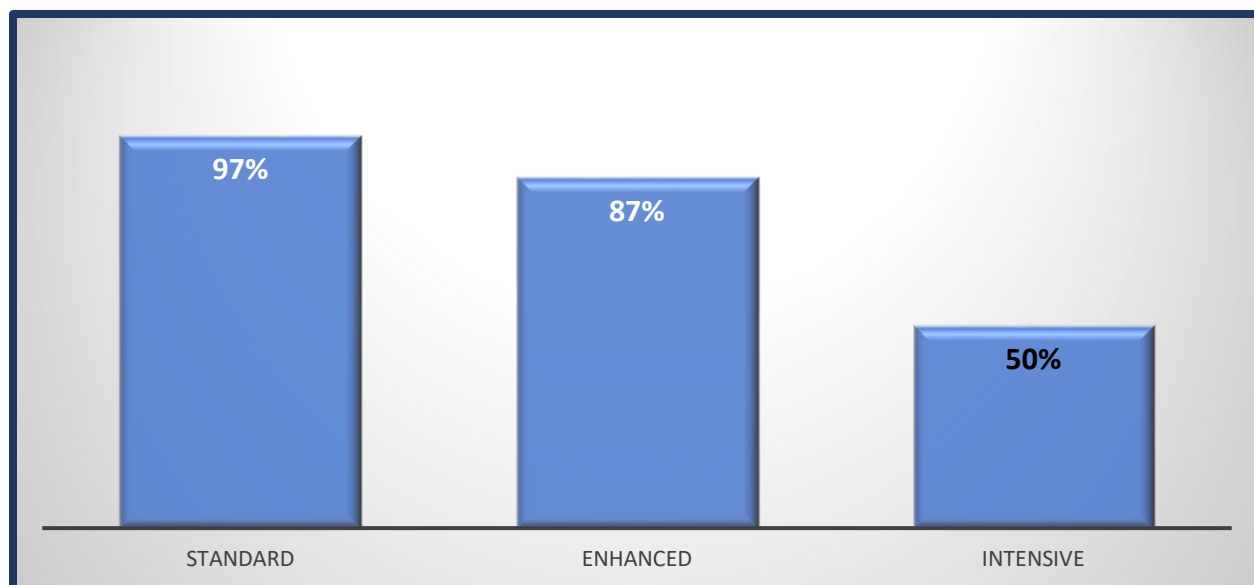


Figure 5-Percentage of Unsuccessful Dispositions that were FTAs for each Release Level

For the unsuccessful dispositions, defendants on standard dispositions were most likely to have a failure-to-appear (FTA) (See Figure 5). Out of the 32 standard releases that had unsuccessful outcomes, 97% (n=31) were cited with an FTA. Of the 60 unsuccessful dispositions on enhanced release, 87% (n=52) were cited with an FTA. There were 4 total unsuccessful dispositions from defendants on intensive supervision, and 2 of those were for an FTA.

Clackamas Substance Abuse Program

The one-year recidivism rate for men who graduated CSAP from July--December 2020 is 16.7%.

In other words, 83.3% of male graduates were not arrested for a new crime within twelve months of graduating from CSAP.

The one-year recidivism rate for women who graduated CSAP from July--December 2020 is 10%. In other words, 90% of female graduates were not arrested for a new crime within twelve months of graduating from CSAP.

The average stay in the residential program is 150 days for men and 190 days for women of in-house time (See Table 2), and 375 days for men and 706 days for women spanning the time from program entrance to graduation (See Table 3).

	Jan-June, 2021	July-December, 2021
MEN	373	150
WOMEN	298	190

Table 2-Comparison of length of stay in housing-1st and 2nd half of 2021

The overall length of stay has grown shorter recently. Many of these individuals were in CSAP when COVID first hit in 2020. They were part of the mass exit we had in the early days of COVID. Given the realities of life during the pandemic, they were not able to maintain sobriety in the community. Many of those clients were brought back to CSAP after some time in the community. As they had been here prior their stay was shorter in house. After care has been longer due to issues with employment and other resources in the community during COVID.

	Jan-June 2021	July-December 2021
MEN	766	375
WOMEN	653	706

Table 3-Comparison of length of stay in program-1st and 2nd half of 2021

The data from clients being in the program during the previous reporting period appears to be showing positive results. It is suggesting that our return to in person group facilitation and other structured cognitive based interventions are working. CSAP has been able to return to near pre-pandemic in-house program expectations which has resulted in an increase of client success post CSAP.

We continue to see some struggles with clients transitioning from the program to the community. This is likely due to the lack of a highly structured transition phase where clients are slowly integrated back into the community and back into their community supports. We continue to reevaluate the program based on client needs factored against ongoing health concerns due to the pandemic.

We do not yet know of the impact Ballot Measure 110 will have on our population because our numbers are still so low due to COVID and the jail is only booking for the most serious crimes.

Short-Term Transitional Leave

Between July and December, 2020, 34 STTL clients completed the program. Two of the clients were housed in Community Corrections housing and the other 32 were housed at BTC or other approved housing in the community. Thirty-one of the clients completed successful. Out of the 31 successful completions, 1 client returned to prison and two clients had a technical violation and served time in jail instead of prison.

PART II: Four Goals of Justice Reinvestment

Reduce recidivism through evidence-based practices

Describe the program's progress toward reducing recidivism during the reporting period. Please respond utilizing the most up to date data available on the CJC dashboards, in addition to local quantitative and qualitative data.

The Pretrial program helps lay the foundation to break the cycle of incarceration and reduce recidivism. The program allows defendants the opportunity to remain in the community while awaiting trial. While in the community, defendants have the opportunity to maintain employment and attend therapeutic programs that can uncover the root causes of anti-social behaviors. One of program goals this grant cycle is to do a study on pretrial defendants to determine if they are remaining employed and engaged in treatment as needed during the pretrial phase, and if this is leading to improved outcomes over pretrial detention.

Pretrial defendants are pre-adjudication and are not entered into the Oregon Department of Corrections (DOC) systems. Therefore, they cannot be tracked through the DOC data found on the CJC dashboards. Clackamas County may seek out a long-term outcomes study on pretrial defendants in the next biennium. In the meantime, the program boasts short-term successes with regards to new arrests. The majority of pretrial clients are remaining in the community during their pretrial phase, as only 5 percent of the 231 dispositions ended in an arrest or technical violation.

CSAP graduates have also demonstrated continued success. Even during the challenges of the pandemic, July-December 2020 graduates arrest rates remained very low within one year of

their successful completion of the program. There were 22 successful completions during that time, and 19 (86%) of those former clients were not arrested on a new drug or alcohol charge in their first year following completion. CSAP promotes recovery, and recovery is a powerful tool in break the cycle of incarceration.

As mentioned earlier, STTL has had challenges, as the program has had to turn potential clients away and rely on community partners to house other clients. However, the program's success rate remained high in the second half of 2021, at over 90%. When formerly incarcerated people successfully transition back to a community with prosocial skills, they have a greater likelihood of not recidivating.

While these programs are each successful, it is difficult to tie them specifically to the CJC dashboard findings. Those findings have a better fit in the following questions, and we will explore them there.

Reduce prison utilization for property, drug and driving offenses

Describe the program's progress toward reducing county prison usage for property, drug and driving offenses during the reporting period. Please respond using the most up to date data on the CJC dashboards to analyze trends in usage. Responses should incorporate data specific to prison intakes, revocations, length of stay, and relationship to the statewide rates as appropriate.

The pretrial program is not reflected in the dashboard data. The majority of Pretrial participants are not prison eligible. The likelihood of Pretrial having a significant effect on the immediate use of prison beds may be low. Pretrial is more likely to have an impact on the long-term use of prison beds as lower-level offenders are being diverted from lengthy jail incarceration and provided services as needed.

In 2022, we plan to conduct studies on the program. First, we will attempt to determine what percentage of pretrial clients use treatment programs that are suggested during their pretrial orientation. We will look at the numbers since the beginning of the program and will also focus on the usage rate during the pandemic to see if there has been a difference in usage during this period. Next, we will investigate the outcomes of former clients who were in the program during the first year (2018) to test the claims that pretrial release can help break the cycle of incarceration.

CSAP continues to prioritize offenders with the highest risk of re-offense as assessed by the LS/CMI and WRNA. CSAP is also prioritizing offenders that are either sentenced to a downward departure sentence or at highest risk of prison incarceration based on history. Due to

restrictions related to pandemic protocols, CSAP has released clients who had lower risk of relapse and a stable living environment in the community.

Prison usage data calculates prison months used in response to Measure 57 property, drug, and driving crimes. The dashboard compares each county to the baseline average of prison months used between July 2013 and December 2021. The county's rate of prison months per 100,000 has remained lower than the state's rate every month reported, spanning from July 2013 to December 2021.

Over the past six months, Clackamas County has been below the baseline average. Starting in December 2019, Clackamas County's downward trend continued until May, 2021, when the rate started a small upturn. The pattern parallels the statewide trend (See Figure 6).

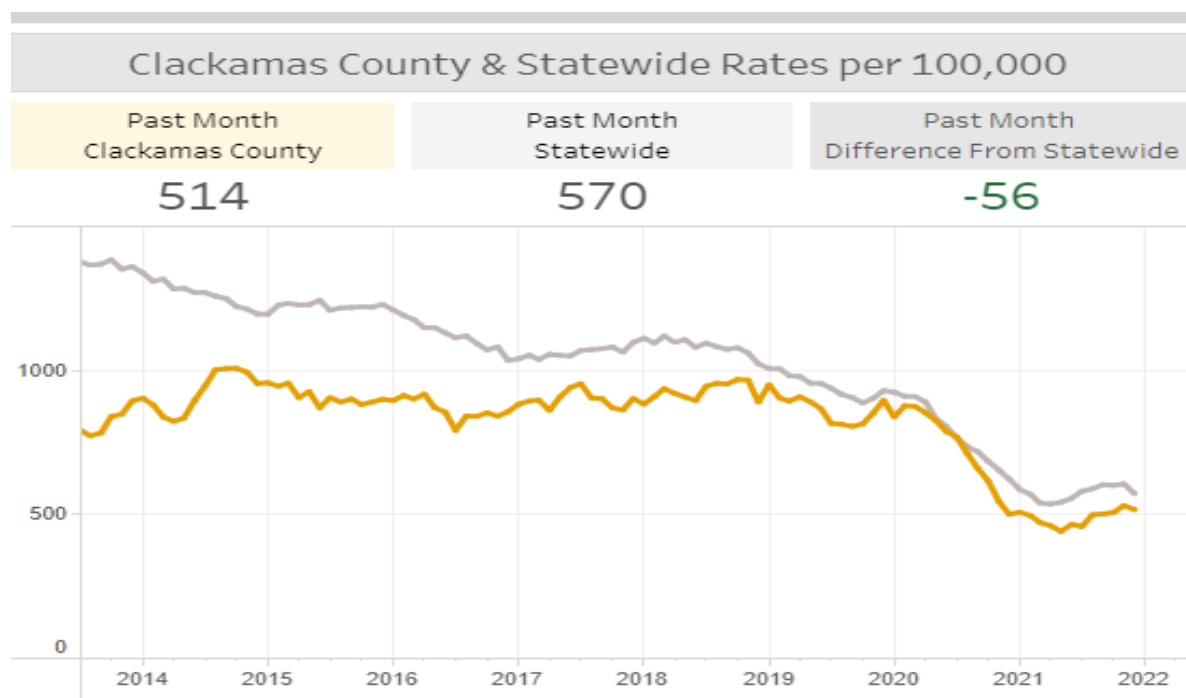


Figure 6-Prison Months per 100,000. Source: CJC Justice Reinvestment Prison Usage Dashboard

Currently, the only CJC prison intake dashboard updates are for drug and property crimes, comparing counties and statewide averages. In Clackamas County, prison intake rates for first sentences¹ of drug-related crimes have continued to trend down through the fourth quarter of 2021, at 0.5 intakes per 100,000 (n=2) and 0.2 intakes per 100,000 (n=1) in the 3rd and 4th quarters, respectively (See Figure 7). These rates are lower than the state's rates.

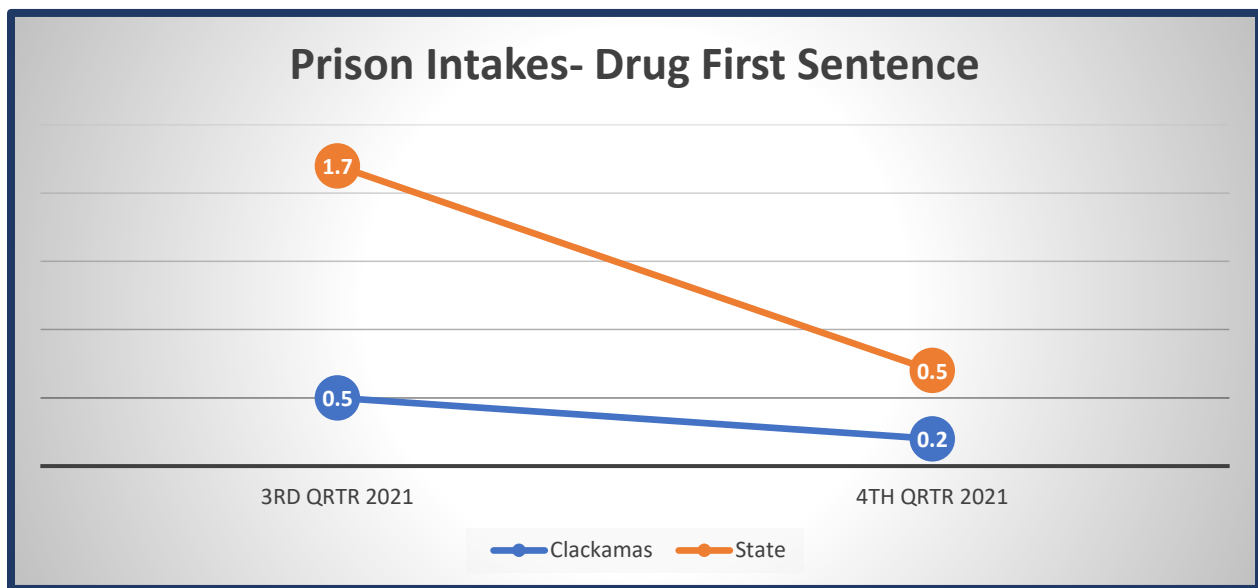


Figure 7-Comparison of county and state prison intakes per 100,000-First sentence drug offenses-
Source: CJC Justice Reinvestment Prison Usage Dashboard

¹ CJC uses the term “first sentence” in the dashboard to refer to those convicted on new offenses, as opposed to those who are admitted to prison due to a probation revocation brought about by a downward dispositional departure.

For property crimes, the county intake rates were trending lower in the 3rd quarter and below the state average, and higher in the 4th quarter and above the state average (See Figure 8). Clackamas rates in the 3rd and 4th quarters were 2.9 (n=12) and 4.1 (n=17) per 100,000, respectively.

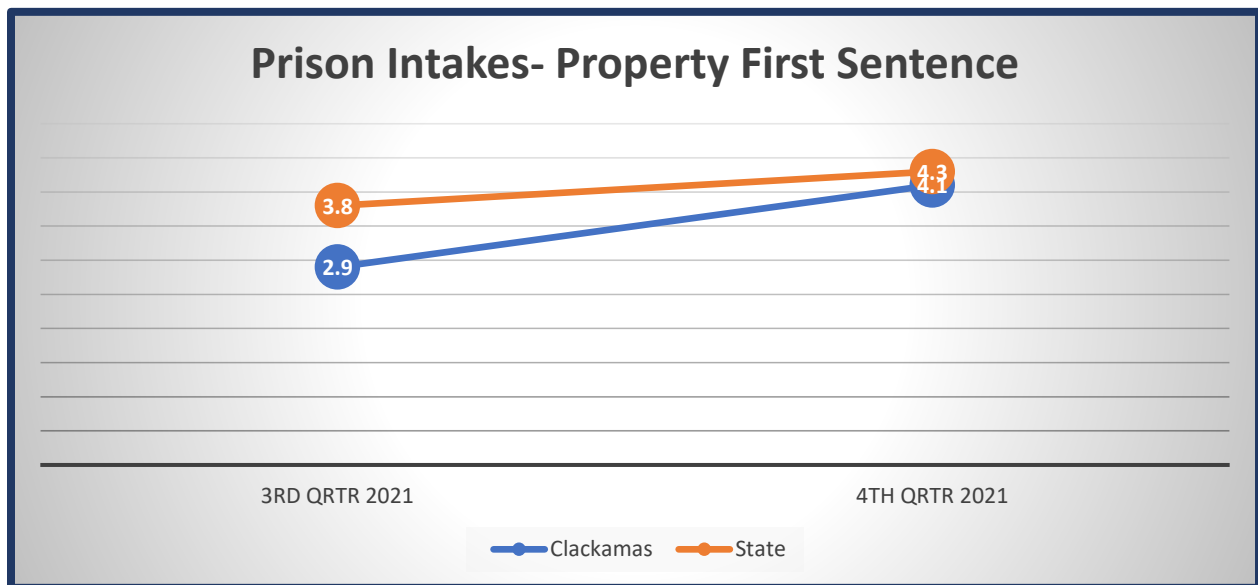


Figure 8 Comparison of county and state prison intakes per 100,000-First sentence property offenses-
Source: CJC Justice Reinvestment Prison Usage Dashboard

Clackamas County did not have any prison intakes due to probation revocations for drug offenses. Probation revocation intakes for property crimes were up and then flat at .7 intakes per 100,000 for each quarter. Prison revocation-related intakes were lower than the state's rates for drug and property crimes across each quarter.

The current dashboard displays average length of stay of first sentence and probation revocations for drug and property crimes. These length of stay measurements are for the third and fourth quarters of 2021. The average length of stay for drug crimes was higher than the state average in the third quarter and lower than the state average in the fourth quarter for first sentences (See Figure 9). The lengths of stay for Clackamas County were 64 months in the third quarter and 19 months in the fourth. The state average was 27 months in the third quarter and 25 months in the fourth. The third quarter had quite a significant spike, which may be the result of a single adult completing a long custody term. There was an equally large decline in the length of stay in the fourth quarter.

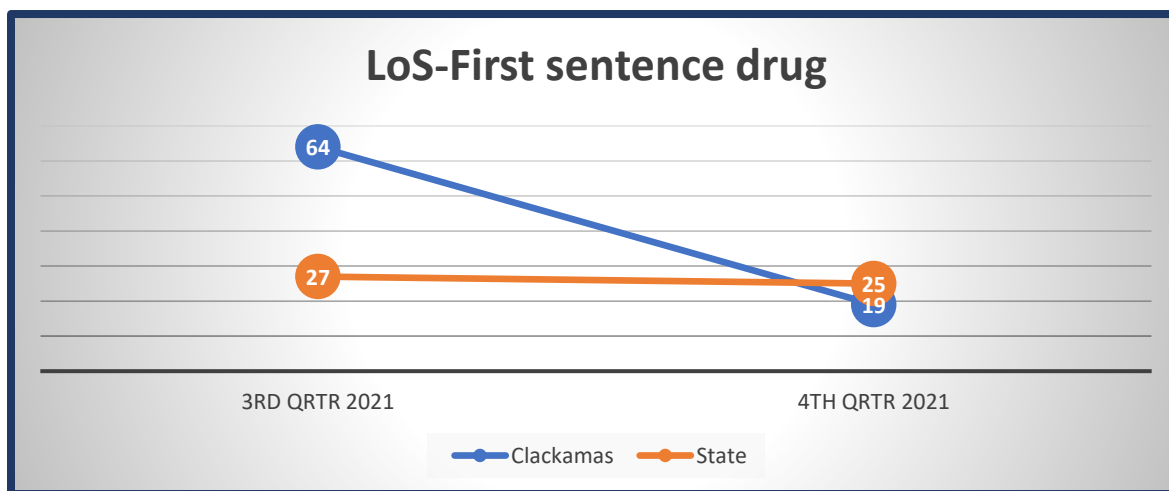


Figure 9-Comparison of county and state prison length of stay in months per 100,000-First sentence drug offenses-
Source: CJC Justice Reinvestment Prison Usage Dashboard

Clackamas County does not have the average length of stay for drug-related probation revocations listed on the dashboard at the time of reporting.

The length of stay for first-sentence property crimes in Clackamas County was 21 months in the third quarter, which is higher than the state's average of 20 months and 18 months in the fourth quarter, which is lower than the state's average of 19 months (See Figure 10). The county's length of stay was trending down in each quarter.

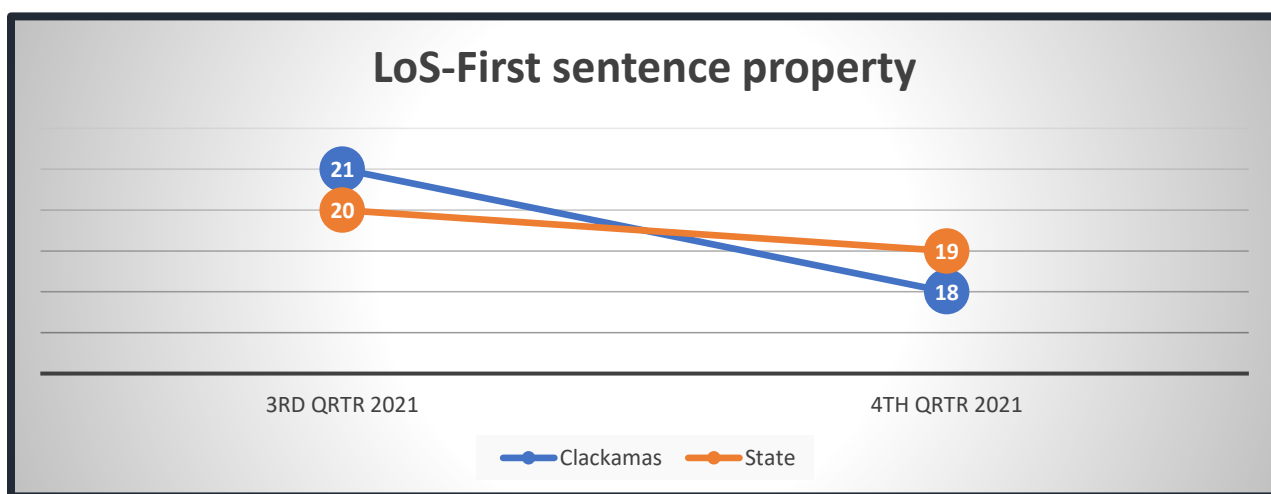


Figure 10-Comparison of county and state prison length of stay in months per 100,000-First sentence property offenses-
Source: CJC Justice Reinvestment Prison Usage Dashboard

The length of stay for probation revocation property crimes in Clackamas County was 12 months in the third quarter, which is lower than the state's average of 16 months and 12 months in the fourth quarter, which is lower than the state's average of 14 months. The county's length of stay was trended down in the third quarter and remained flat in the fourth quarter.

Increase public safety

Describe the program's progress toward increasing public safety during the reporting period. Please respond using the most up to date data available on the CJC dashboards, in addition to local quantitative and qualitative data.

The most recent public safety report data recorded on the CJC dashboards is from 2018.

In 2018, crime continued the downward trend seen in 2017 for property crimes (from 2,826 per 100,000 in 2017 to 2,207 per 100,000 in 2018), and had more gradual leveling off for behavior (slight uptick in 2018, from 1,938 per 100,000 to 2,048 per 100,000) and person (slight downtick in 2018, from 435 per 100,000 to 304 per 100,000) when compared to 2017. Clackamas County had 95.6% crime reporting rate in 2018 and ranked 27 in behavior related crimes, 32 in person crimes and 25 in property crimes.

Hold offenders accountable

Describe how the program has held offenders accountable during the reporting period. This includes collaborative efforts by the local criminal justice system to ensure offender accountability. Examples include tracking service, treatment and restitution completion, as well as information sharing regarding supervision conditions, jail capacity and usage, sanctioning and revocation practices.

Pretrial has been the most collaborative effort. In the past, there were regular meetings among stakeholders to discuss issues and concerns. Although these meetings have been put on hold due to COVID, stakeholders continue to work together to ensure assessment measures are accurate and provide the highest likelihood for public safety and success. Information is generated and shared daily by the Pretrial team with the Clackamas County Jail, District

Attorney's Office, defense and Clackamas County Circuit Court. If a pretrial participant violates the release agreement, a report is generated and sent to stakeholders. AutoMon has allowed increased data tracking and will improve data sharing. The Clackamas County Jail also gives monthly updates on forced release data.

The CSAP program reports probation violations of supervision to the courts and prosecuting and defense attorneys. There is also regular communication between the stakeholders to look at CSAP as an alternative to incarceration. While in custody, Community Corrections staff ensure that assessments are done to see if jail inmates are eligible for the CSAP program.

Community Corrections largely manages the STTL population. The jail allows for multiple sanctioning opportunities so that inmates can be managed in the community when appropriate.

In the new JRI grant cycle, Community Corrections will be reaching out to our partners in the local and state criminal justice system to work on more collaborative data collection, including ways to track restitution and treatment compliance.

Does the LPSCC have any questions regarding your county's data dashboard? Is there any specialized analysis CJC can provide specifically related to your county's recidivism and prison usage data?

PART III: Cultural Responsiveness

Describe the program's progress toward utilizing culturally responsive services within program operations during the reporting period.

Identify steps taken as well as any challenges or successes your program has had. Note if there have been any changes from what was discussed in your original application.

CSAP assists people who have substance use disorders access treatment, counseling, and peer support to enter recovery, hone prosocial skills, find and maintain stable employment, and repair relationships within their community. Although there are not currently any culturally specific programs in CSAP, there is women-specific programming and a client can participate in the program that best fits their gender identity. CSAP strives to be a trauma-informed, culturally responsive program.

The Pretrial program allows defendants who may lack the financial resources to post bail the opportunity to await trial outside the confines of jail. This helps break down the cycle of poverty, as the defendant is able to retain employment, continue parental responsibilities, and meet with counsel more easily than when in jail.

The STTL program helps the recently incarcerated transition into stable employment and housing. Although societal impressions are shifting, ex-felons remain disenfranchised and marginalized from many aspects of community life.

We continue to work on the overhaul of our intake forms to ensure we can accurately collect demographic data and also more efficiently connect clients with culturally specific resources, as available. The form has been entered into the survey platform Qualtrics and has gone through several rounds of feedback and refinement. We are currently trimming sections and deciding

on proper survey flow to prevent user fatigue. Next we will test the forms on CSAP clients who are willing to test it and give it feedback. Then we will set up answer triggers. For instance, if a client ticks the box to say they would like housing help, this will trigger an email to our county's housing program coordinator, who will then reach out to the client to help.

We have created a Black, Indigenous, and/or People of Color (BIPOC) caseload. Danny Cooper is a Black Probation/Parole Officer who volunteered to supervise this caseload. The county's Equity and Inclusion Office (EIO) has trained Cooper in current best practice in supporting victims of racialized trauma. Cooper is building connections between Community Corrections and organizations in the metro area that provide culturally-specific resources. Thanks to these connections, the BIPOC caseload is able to offer clients the option to connect with culturally specific resources throughout the metro area. The caseload is currently operating on a referral basis. However, the new intake forms will also allow BIPOC clients to request placement on this caseload if space permits.

Cooper also serves as the department's equity, diversity, and inclusion (EDI) representative. The EDI department representative also worked with our county's Equity, Diversity, and Inclusion Council (EDIC) and the EIO to create a community corrections-specific EDI training that he has conducted with all staff, including a separate training with the residential/CSAP staff.

In the summer of 2020, LPSCC formed a new subcommittee to advance a system that provides equitable safety and justice for all. LPSCC adopted vision and mission statements and agreed to advance this vision through the development of an equity, diversity and inclusion action plan.

The work group is has chosen the National Policy Consensus Center (NPCC) to facilitate the development of the new action plan for LPSCC, utilizing funding provided by the Criminal justice commission. The action plan will guide LPSCC in promoting diversity, equity, and inclusion in the criminal justice system, and focus on areas of the system could be improved.

The first phase of the plan is to interview key stakeholders to help LPSCC better understand how each component of the public safety system approaches this work and use these findings to inform how to evaluate the overall performance of the system as a whole. Specifically, NPCC will be interviewing members of LPSCC in the spring to begin the process of identifying the key priorities of an equity plan, as described by LPSCC members and our community partners.

The interviews will give LPSCC members an opportunity to outline the barriers and opportunities s that might arise during the implementation of an equity plan in the Clackamas County local public safety community. Additionally, it will be an opportunity to discuss current data availability, any holes in data collection, public engagement possibilities, and how the county is currently addressing equity needs.

We have not yet begun to set up client focus groups. Engagement with community partners remains in the planning stages. The focus in the first 6 months of the new grant cycle has been maintaining something close to status quo in an ever changing pandemic and economic landscape. In addition, we have been working on getting our new contracts signed and funding in place before we start implementing large scale assessments of the programs and engagement with community.