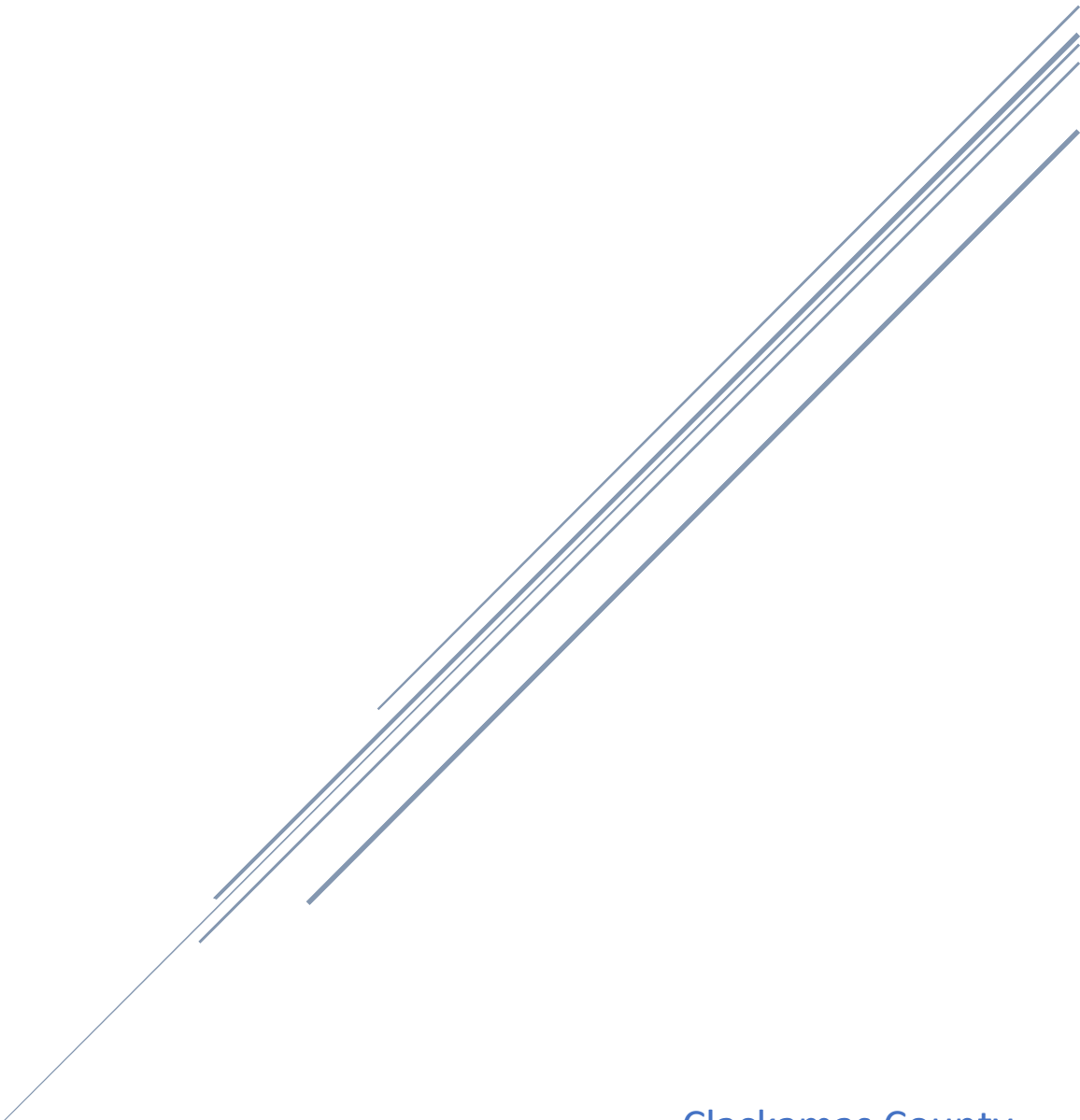


# JRP PROGRESS REPORT

Jan-Jun 2024



Clackamas County  
Parole and Probation

## 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 February 2024 Clackamas County Sheriff's Office (CCSO) officially began transitioning pretrial functions to Oregon Judicial Department (OJD) staff. The process involved several months of coordination and planning with OJD, and was meant to be as seamless as possible with the least amount of disruption to clients, the courts, or other partners.

The main hurdle to the transition was the need for OJD to hire and train release assistance officers (RAOs) for their new program. This was especially arduous due to the fact that, once hired by OJD, the new RAOs were required to pass the CCSO background process in order to have unescorted access to the Clackamas County Jail. OJD had multiple individuals who had initially been hired as RAOs, but the candidates were subsequently unable to pass the CCSO background, which resulted in the need for OJD to restart their hiring process.

During the initial phase OJD began supervision/monitoring of all new clients placed onto pretrial by the courts, as well as those clients that were previously assigned to the standard level of supervision caseload. The clients on the standard caseload did not have regular check-ins with CCSO staff, and instead received automated court reminders. CCSO continued to monitor clients previously ordered to pretrial at the enhanced and intensive levels, and also continued to conduct all of the in-custody defendant interviews and submitted the daily reports to the court for arraignment.

In early June 2024 the remaining adjudicated clients that CCSO supervised on the enhanced and intensive caseloads were transferred to OJD for monitoring. At that point OJD RAOs also began

conducting the in-custody interviews and submitting the daily reports to the court for arraignments. Over the following few weeks CCSO and OJD staff continued to collaborate in order to ensure that all of the clients were communicated with regarding the transition and any changes or updates to reporting requirements.

## *Clackamas Substance Abuse Program*

During this six-month time period the numbers in CSAP have increased. This increase will not fully be seen in this reporting as the increase has been more recent and has not had enough time to fully impact averages.

We are screening more potential clients, including individuals that weren't screened in the past due to the probability they would receive a DOC sentence. We are getting a few of these clients into CSAP with departure cases and steps are being taken to increase this number.

We are still hiring staff to fill vacancies that we have had since COVID. In addition to greater CSAP participation, more clients are enrolling in our Medication Assisted Treatment (MAT) program. This has led to an increase in staff workloads and responsibilities.

Our significant increase of CSAP participants combined with the higher criminality profiles of some of the new clients has led to more disruptive behavior(s) amongst the clients in the treatment milieu. We have a lot of clients who are at the beginning stages of change. Due to that, there are more clients in need of mentoring than there are clients who are far enough along in the program to provide mentorship and serve as stabilizing forces in the facility.

In September, 2023, CSAP began tracking referrals. At the beginning half of 2024, the screening process started to be more routine, and 124 people were screened for referrals to CSAP.

Out of the 124 screenings:

- 47 accepted
- 9 sent to DOC
- 17 refused to take part in CSAP
- 9 were released from jail prior to the screening date
- 18 needed dual diagnosis treatment (MH)
- 0 are supervised in other counties (individuals from other counties are now being screened)
- 8 awaiting court or pending matters in other counties

## *Short-Term Transitional Leave*

There has been an increase in STTL, from 20 new admissions between July and December, 2023 to 36 new clients from January-June, 2024. Due to that increase, some clients were released from housing a bit early to free up beds for new clients. The process seems to be going well.

# Highlight program successes or promising practices

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

## Pretrial

### Individual program outcome measures

#### Decisions

From January-June, 2024, the majority of cases were assigned to the OJD pretrial program. Only 220 pretrial decisions were entered, compared to 1118 decisions between July and December 2023. The judicial decision includes whether the defendant is released or not, and if they are released, what their level of supervision and conditions will be. Of the 220 decisions, 145 were not released (See Table 1). There were 75 cases released to Pretrial. Standard release with no conditions was the most common, at 24 cases. Enhanced release with no conditions was the next most common at 15. There were no releases to intensive monitoring with no additional conditions. There were 17 total domestic violence conditions and 12 DUII conditions entered for various monitoring levels. Seven defendants were released on their own recognizance (ROR).

#### Judicial Decisions

Supervision Levels	N
Standard	24
Standard + DUII Conditions	3
Standard + DV Conditions	4
Enhanced	15
Enhanced + DUII Conditions	9
Enhanced + DV Conditions	12
Intensive	0
Intensive + DV Conditions	1
ROR	7
No Release	145
<b>Grand Total</b>	<b>220</b>

Table 1 Supervision Levels-All New Cases in JRP PT Jan-Jun 2024

## Pretrial Outcomes

### All Pretrial Outcomes

<b>Outcomes</b>	<b>Jan-Jun 2024</b>
<b>Successful</b>	<b>208</b>
Acquittal	3
Charges Dismissed	17
Diversion	59
Sentenced	129
<b>Unsuccessful</b>	<b>95</b>
Failure to Appear	80
Felony Arrest	1
Misdemeanor Arrest	2
Technical Violation	9
Other	3
<b>Other</b>	<b>365</b>
Bond Posted	2
DA Reduced to Violation	1
Death	1
Dismissed	28
Other	333
<b>Grand Total</b>	<b>668</b>

Table 2 Disposition Reasons by Sup Levels-All JRP PT Defendants Jan-Jun 2024

There were a total of 668 pretrial dispositions from January-June, 2024 (See Table 2). This is higher than the 507 pretrial cases closed between July and December, 2023. However most of the “Other-Other” category consists of defendants who were moved to the OJD Pretrial program. We will exclude them from our current analysis.

<b>Outcomes</b>	<b>Jan-Jun 2024</b>
<b>Successful</b>	<b>208</b>
Acquittal	3
Charges Dismissed	17
Diversion	59
Sentenced	129
<b>Unsuccessful</b>	<b>92</b>
Failure to Appear	80
Felony Arrest	1
Misdemeanor Arrest	2
Technical Violation	9
<b>Other</b>	<b>32</b>
Bond Posted	2
DA Reduced to Violation	1
Death	1
Dismissed	28
<b>Grand Total</b>	<b>332</b>

*Table 3 Disposition Reasons by Sup Levels-All JRP PT Defendants-No OJD Transfers Jan-Jun 2024*

Of those who remained on the JRP pretrial program until disposition, 63 percent (n=208) of the pretrial case outcomes were successful and 28 percent (n=92) of pretrial clients were unsuccessful. Another 10 percent were categorized as “other.” (See Table 3) For instance, they may have had their case dismissed after a pretrial placement or posted a bond.

Of the 244 successful cases, 129 (53% of all successful dispositions) ended with sentencing, 59 cases (24%) defendants were given diversion, and 17 (7%) had their charges dismissed. Three (1%) defendants were acquitted.

For unsuccessful dispositions (92 unsuccessful closures), failure to appear was the most common cause, at 80 cases (87% of unsuccessful closures). In addition, there were 3 arrests (3%), 1 was a felony and 2 were misdemeanors. Finally, there were 9 closures (10%) due to technical violations.

## DV Outcomes

Outcomes	Jan-Jun 2024
<b>Successful</b>	<b>13</b>
Charges Dismissed	2
Diversion	6
Sentenced	5
<b>Unsuccessful</b>	<b>4</b>
Failure to Appear	1
Misdemeanor Arrest	2
Technical Violation	1
<b>Other</b>	<b>1</b>
Dismissed	1
<b>Grand Total</b>	<b>18</b>

Table 4 Disposition reasons by supervision levels-defendants with DV conditions-Jan-Jun 2024

Of the 18 domestic violence cases that reached disposition 72 percent (n=13) were successful, with most (n=11) being either diverted or sentenced. Four cases were unsuccessful and there were 2 misdemeanor arrests and one felony arrest.

Most domestic violence-related cases had successful closures (See Table 4). Of those that were unsuccessful, the majority were due to defendant technical violations (n=6), but there were 2 misdemeanor arrests.

## FTA numbers

Failure to appear is the most common reason for an unsuccessful completion of pretrial monitoring. Clients who failed to appear to court were most likely to be on enhanced monitoring (n=52), followed by those on standard monitoring at 18 defendants. Six clients on intensive monitoring failed to appear. Finally, four clients who were on enhanced monitoring for DUII failed to appear (See Table 5).

## Failure to Appear-Supervision Levels

Disposition Reason	Failure to Appear
<b>Supervision Levels</b>	<b>Jan-Jun 2024</b>
Standard	18
Enhanced	52
Intensive	6
DUII- Enhanced	4
<b>Grand Total</b>	<b>80</b>

Table 5 Number of Unsuccessful Dispositions That Were FTAs Jan-Jun 2024 (JRP PT defendants)



## *Clackamas Substance Abuse Program*

The Clackamas County Jail Program (CCJP) provided defendants in Clackamas County Jail with an introduction to CSAP, and given provide them with some tools for success if they choose to enter the program. By engaging clients in cognitive groups while in custody we are able to help raise their motivation towards change. In addition, CCJP participants interact with staff and management from CSAP and get a more in depth understanding of what CSAP entails which has led to more trust in CSAP overall amongst the Adults in Custody (AIC's). Lastly, the involvement of CSAP staff in CCJP has helped bridge the transition from in custody to treatment and made for a much smoother transition.

The addition of CCJP has also led to a few more departure cases. Staff from the program attend court with the AIC to illustrate what work they have been doing towards change while in custody. These mitigating factors are showing some promise in sentencing. Individuals in the CCJP are met where they are at and given opportunities towards change.

CSAP currently has a 40-bed capacity in the men's dorm and a 20-bed capacity in the women's dorm. Men used 23.33 beds on average in the first half of 2024 and women used 11.66 beds on average. This is an increase from 21 beds used by men in the second half of 2023 and a slight increase compared to the 11 beds used by women at that time.

The average stay in the residential program is 333 days for men and 323 days for women of in-house time (See Table 6). The in-housing stay has increased for men compared to the second half of last year, which was 253 days. Women's in-house stay lengths have decreased, from 355 days Jul-Dec 2023 to 323 days Jan-Jun 2024.

Of the men who stayed in CSAP at least 30 days, there were 10 clients who completed CSAP between January and June 2024, and 7 were successful completions<sup>1</sup>. However, 8 men left CSAP before they had completed 30 days of treatment.

Of the women who stayed in CSAP at least 30 days, there were 6 clients who completed CSAP between January and June 2024, and 1 was a successful completion. Additionally, 3 women left CSAP before they had completed 30 days of treatment. This is a departure from the usually high success rate of women in CSAP. This is likely caused by programmatic changes, namely bringing in women with high levels of criminality who would have previously been denied access to the program.

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<sup>1</sup> CSAP considers a completion successful if the client has met or made significant progress towards 2/3 of the treatment goals set by their therapist or counselor in a treatment plan.

### CSAP Length of Stay in Housing

	Jul-Dec, 2023	Jan-Jun, 2024
MEN	253	333
WOMEN	355	323

Table 6 Comparison of length of stay in housing-2023-2024

The average program stay was 651 days for men and 546 days for women spanning the time from program entrance to graduation (See Table 7). Although the average length of stay increased for men, women’s stays decreased. The women’s length of stay was skewed in the previous reporting cycle because the number of women in the program has been low and there were 2 women who stayed a very long time. In this cycle, the pattern has shifted to a more typical one.

### CSAP Length of Stay in the Program

	Jul-Dec, 2023	Jan-Jun 2024
MEN	454	651
WOMEN	811	546

Table 7 Comparison of length of stay in program-2023-2024

### Downward Departures

From January-June, 2024, 7 of the 17 new male CSAP admissions were downward departure cases, representing 41% of new admissions. In this same time period, none of the women who were admitted to the program were downward departures. However, there are women whose court cases are pending who will be recommended for departure in the next reporting period.

## ***Short-Term Transitional Leave***

Allowing clients to transition back into the community with fewer restrictions tends to be beneficial to short- and long-term success. Following a period of turbulence brought about by environmental changes during the pandemic, the program is stabilizing and working as intended.

Bridges to Change (BTC) is a community nonprofit that works closely with Community Corrections to house and mentor clients. Historically, STTL has had 10 dedicated STTL beds. However, the number of CSAP participants has been lower since the pandemic compared to pre-pandemic capacity. Until enrollment at CSAP increases, 10 additional beds have been allocated for STTL use, bringing the number of available beds up to 20 for the reporting period.

There were 36 new clients accepted, compared to 20 new clients in the last half of 2023. This represents 1144 days that the clients were not in prison, also known as bed days saved. During this time, the client is receiving critical resources and services needed to successfully transition back into the community post-prison, and the prison's capacity is less strained.

There were 9 client who completed STTL between January and June 2023. In the year since their release from the program, 2 former participants returned to prison. One former participant had a technical violation but went to jail instead of prison.

**Do you have any stories relating to your JRP program (as a whole or individual programs) that you wish to share with us? (optional)**

**Examples include programmatic successes, individual client outcomes, notable achievements, etc.**

An example of client successes comes from CCJP.

One of our clients "Tim" started his process in CCJP in October of 2023 received a departure case and entered CSAP in November of 2023. Tim struggled at CSAP and had significant violations which led to his return to custody for a brief period of time. During his jail sanction, Tim re-entered CCJP and spent considerable time working on his criminal thinking that led to his behaviors which ultimately led to his return to custody. After his custody time, Tim was more engaged in looking at his thinking and being accountable for his actions while at CSAP.

When Tim entered CSAP he was on the verge of losing his parental rights of his daughter. Tim was able to work with DHS while at CSAP and has completed all the requirements of DHS and has a court hearing scheduled to close his case.

Tim has graduated from the Clackamas Community College with his GED. Tim has worked with staff at CSAP and has been accepted to the Oregon Laborers Apprenticeship program. Tim will start his transition back into the community while at CSAP and will continue receiving support around parenting, employment, addiction and his criminality.

## PART II: Four Goals of Justice Reinvestment

**Reduce recidivism through evidence-based practices while increasing public safety and holding individuals accountable.**

**Describe your county's Justice Reinvestment program's progress, as a whole, toward reducing recidivism through evidence-based practices while increasing public safety and holding individuals accountable 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.**

**Please use the CJC [recidivism dashboards](#), which are updated every six months.**

As outlined in the current application's 2<sup>nd</sup> year review application, Clackamas Justice Reinvestment programming has been going through some changes. In the past 6 months, Pretrial transitioned completely out of JRP and the Sheriff's office. In addition, in an effort to lower prison usage while increasing public safety, Clackamas County's JRP leadership has met with the Clackamas County District Attorney to further the groundwork laid for an advisory panel. The purpose of the panel is to improve community engagement and transparency in our local public safety system.

We are currently routinizing the CSAP assessment and referral process among downward departure cases, using the LC/SCMI or WRNA as the basis, with additional questions geared towards adaptability in a residential treatment program. We are currently training staff on administering and scoring this tool to ensure accuracy. In addition, we are working on methods to capture data to understand why people do not make it into the program. If there are commonalities, we may be able to address some of them and increase participation and commitment to the program.

Furthermore, we are finalizing a contract with Pathfinders to expand the CSAP jail program, which gives adults-in-custody tools and treatment before release, and can prepare them for a CSAP stay upon release or diversion.

These changes are recent implementations, and we will not see their impact on prison numbers yet. The "One Year Recidivism Rates" tab of the CJC's recidivism dashboard has not yet been updated to reflect the recidivism patterns during January-June, 2024. The most recent data show the recidivism rates of those individuals who were released from prison between July and December, 2023, with their cohort's one-year release anniversary occurring between July and December 2023. Beginning with the cohort that released in the first half of 2017 through the July-December 2022 cohort, the 1 -year incarceration recidivism rate has been at or below the trendline.

Reduce prison utilization for property, drug and driving offenses while increasing public safety and holding individuals accountable.

Describe your county’s Justice Reinvestment program's progress, as a whole, toward reducing county prison usage for property, drug and driving offenses while increasing public safety and holding individuals accountable 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.

Please use the CJC JRP [prison usage dashboard](#), which is updated regularly.

After peaking in December, 2023 with an average of 191 intakes over a 12-month period, Clackamas County prison intakes have been falling slightly (See Figure 1). The lowest number was June, 2024 at 178 average intakes over a 12-month period. The rates since the pandemic have not gone as high as they were at our highest periods in 2018, and the most recent intake numbers are heading towards the 2012-2015 baseline.

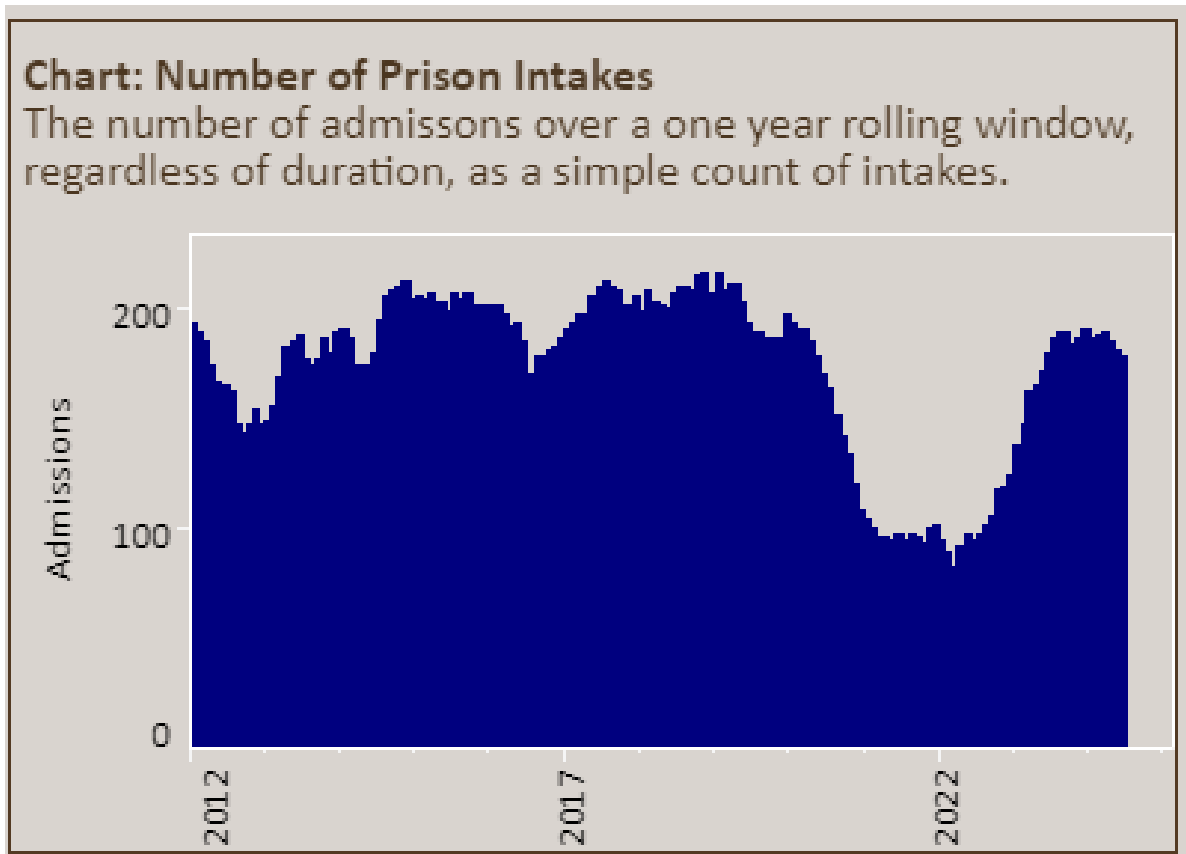
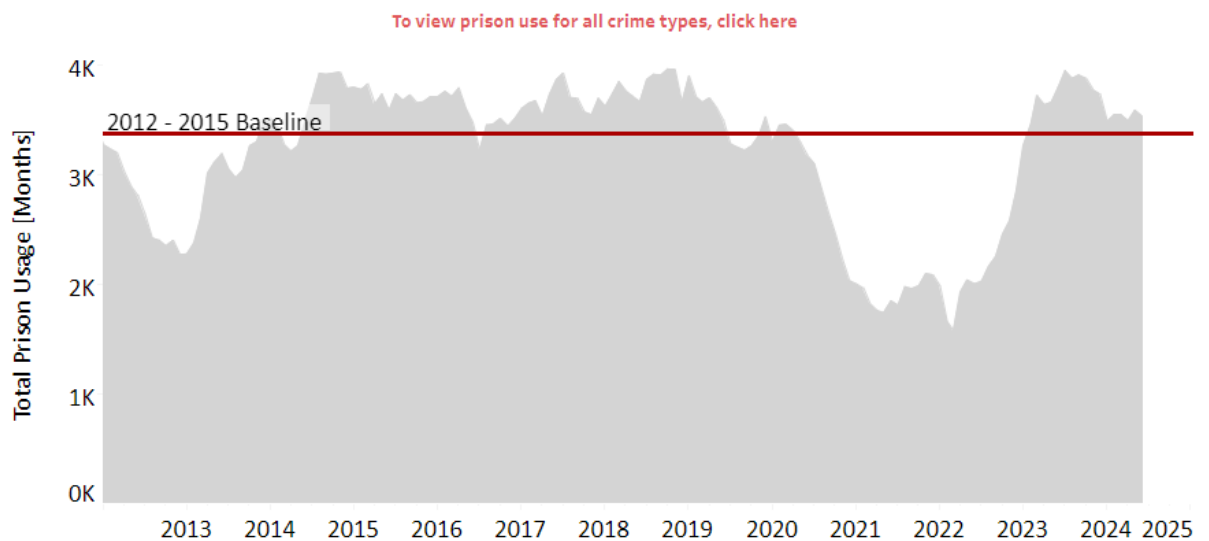


Figure 1: Clackamas County Prison Intakes-2012-2024

Clackamas County JRP-related prison usage spiked to its highest levels in August 2023, with a maximum sentence length of 54.7 months and an overall 12-month usage of 3,952 prison months (See Figure 2). Since then, the rate has trended down. During the first half of 2024, prison usage has hovered near the 2012-2015 baseline, with a high of 3,592 months used in May 2024 and a low of 3,490 months used in January, 2024.

## How is prison use for JRP-eligible crimes changing over time?

A primary goal of the JRP program is to reduce Oregon's prison population and avoid the costs associated with building and staffing new prison facilities. Each county contributes to this goal by seeking to reduce their prison usage for JRP (nonviolent) crimes through targeted interventions as shown on the [JRP County Programs](#) page.



**Chart: Total Prison Usage**  
 CJC measures prison use primarily in terms of total months of incarceration or length of stay (LOS). The chart above shows a one year rolling sum of LOS over time. The data is limited to the last full month reported by the Department of Corrections. The 2012 - 2015 Baseline represents the average prison usage for the three years prior to the implementation of the JRI program and is provided for comparison.

Figure 2: Clackamas County Prison Usage: 2012-2024