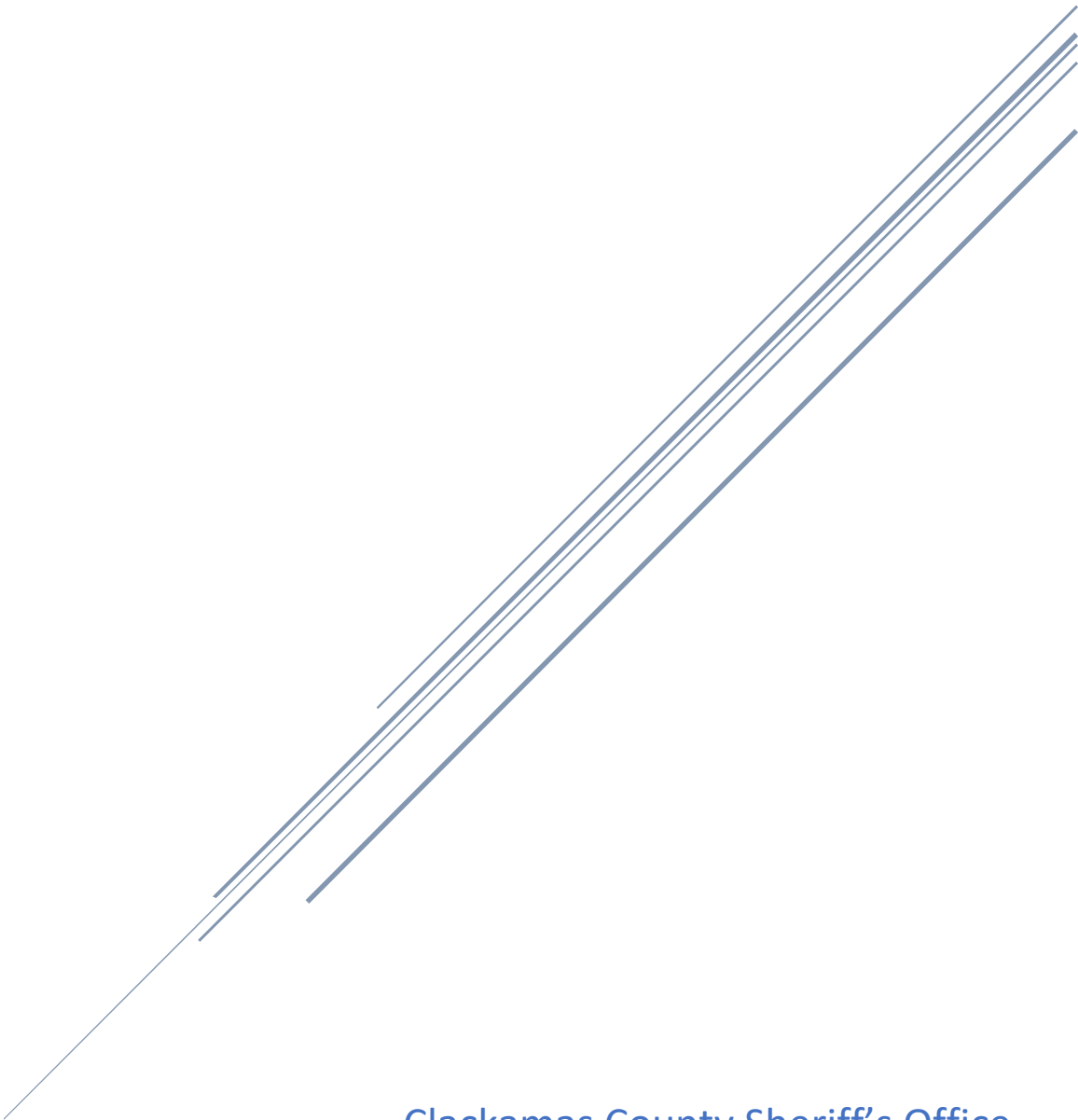


# JRP PROGRESS REPORT

Jul-Dec 2024



Clackamas County Sheriff's Office  
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.

#### ***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

During this reporting period, there have been some staffing changes.

The program went without an on-site probation officer until December. Two additional corrections technicians have been hired, completed training, and are fully onboard. We do have one corrections technician who has been unavailable for work, which is impacting staffing. In addition, we currently have one part-time cook in background which will help the program run more smoothly once they are hired/trained.

One thing which has been both a challenge and a success, is the number of clients who have pending charges in multiple counties and how we can work with them. In July, Multnomah County stopped issuing court dates for those in custody in Clackamas County Jail. Previously they would issue a court date, especially if the AIC was slated to enter treatment. This would allow the AIC to be released from Clackamas County Jail, enter CSAP, and then attend the court date, often with a staff member who was able to explain CSAP, all while out of custody. Prior to July, we were able to coordinate the release from a Multnomah County hold, while the AIC was in Clackamas County Jail, to CSAP. However, Multnomah County Jail often releases the individual at an inopportune time, such as the middle of the night, and does not coordinate with CSAP.

The Clackamas County Jail has been a valuable partner when this happens. We have had many clients who have entered CSAP with serious pending charges, usually repeat property crimes. Since the individual has already entered CSAP, and been able to engage in treatment, we are able to send a corrections staff member to court, even when it is in a different county. The staff member can explain the program, and become a point of contact for the courts to stay apprised of the client's progress in CSAP.

## *Short-Term Transitional Leave*

During this reporting period we have lacked the consistency of a dedicated in-house PO. We were provided one PO which covered the STTL population, but that PO was only in the building a few hours a week. There has now been a permanent PO assigned to the SSSL / CSAP clients.

Additionally, we have experienced an increase in STTL clients who present with more challenges to successfully transition to the community. We had several STTL residents who, due to mental health issues, were unable to find employment, which is something that is typically required to transition to Bridges to Change Housing.

## Highlight program successes or promising practices

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

[Individual program outcome measures](#)

### *Clackamas Substance Abuse Program*

The Clackamas County Jail Program (CCJP) provides defendants in Clackamas County Jail with an introduction to CSAP and provides them with some tools for success if they choose to enter the program. By engaging clients in cognitive behavioral 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.

We have continued to see benefit from working with AIC's in the pre-treatment setting in the Clackamas County Jail. We have seen a dramatic increase in women's CSAP enrollment as a direct result of treatment programming while in custody. Both the men and women have capitalized on the treatment services while in custody. The clients involved in the Clackamas County Jail Program have consistently reported a much smoother transition from custody to treatment. Further, if a client is returned to custody for a sanction while in CSAP, they are placed in the Jail Program to continue their treatment work while in custody.

The Clackamas County Jail Program is currently in the process of bringing on a Certified Alcohol and Drug Counselor (CADC) from The Pathfinder Network. This new counselor will allow for a greater dosage of treatment hours and help with assessments to get AIC's into treatment (outside of CSAP).

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 has implemented a new intake form to collect and better understand demographics and needs. The program is working with the district attorney’s office with the goal of increasing communication pre-adjudication. Additionally, the program is tracking screening and admissions to determine who is being screened for the jail program and CSAP, who is entering the programs, and what the outcomes are.

We are evaluating the effectiveness of drug recriminalization (HB 4002) on CSAP, as so many programs are. This can lead to different sentencing for standalone or accompanying cases. New convictions can lead to revocation. However, 4002 has also led to more collaboration between law enforcement and our community Behavioral Resource Network (BHRN) partners.

**CSAP Capacity and Usage- July-December, 2024**

	Capacity	Average
<b>MEN</b>	40	21
<b>WOMEN</b>	20	15

*Table 1 CSAP Capacity and Usage*

CSAP currently has a 40-bed capacity in the men’s dorm and a 20-bed capacity in the women’s dorm (See Table 1). Men used 21 beds on average in the second half of 2024 and women used 15 beds on average. This is a decrease from 23.33 beds used by men in the first half of 2024 and an increase compared to the 11.66 beds used by women at that time.

**CSAP Length of Stay in Housing**

	Jan-Jun 2023	Jul-Dec 2024
<b>MEN</b>	333	322
<b>WOMEN</b>	323	445

*Table 2 Comparison of length of stay in housing-2023-2024*

The average stay in CSAP housing was 322 days for men and 445 days for women (See Table 2). This represents a slight decrease in time for men in housing and a dramatic increase in time for women in housing.

The average program stay was 706 days for men and 642 days for women spanning the time from program entrance to graduation (See Table 3). This represents an increase in overall program time for men and women. The men’s length of stay average includes a client who had completed the program earlier, relapsed, returned to housing for 90 days, and then completed after care.

### CSAP Length of Stay in the Program

	Jan-Jun 2024	Jul-Dec 2024
MEN	651	706
WOMEN	546	642

Table 3 Comparison of length of stay in program-2023-2024

### Men's CSAP

<b>Of clients that stayed at least 30 days</b>	
# of completions	23
Of the completions, # of successful completions	12
Of the completions, # of unsuccessful completions	11
% of completions that were unsuccessful	48
Reason for unsuccessful completion	8 absconded. 3 program violations – it should be noted one was in after care.
<b>Of the clients who stayed less than 30 days</b>	
# of completions	8
Of the completions, # of successful completions	3
Of the completions, # of unsuccessful completions	5
% of completions that were unsuccessful	62
Reason for unsuccessful completion	3 program violations – it should be noted one was after care. 2 absconded.

Table 4 Men's CSAP Outcomes

Of the men who stayed in CSAP at least 30 days, there were 23 clients who completed CSAP between July and December 2024, and 12 were successful completions (See Table 4)<sup>1</sup>. However, 8 men left CSAP before they had completed 30 days of treatment.

### Women's CSAP

<b>Of clients that stayed at least 30 days</b>	
# of completions	4
Of the terminations, # of unsuccessful completions	4
% of terminations that were unsuccessful	100
Reason for unsuccessful completion	3 terminated for program violations. 1 absconded after 51 days.
<b>Of the clients who stayed less than 30 days</b>	
# of completions	3
Of the terminations, # of unsuccessful completions	3
% of terminations that were unsuccessful	100
Reason for unsuccessful completion	3 absconded from CSAP.

<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.

Table 5 Women's CSAP Outcomes

Of the women who stayed in CSAP at least 30 days, there were 4 clients who completed CSAP between July and December 2024, and none of them reached successful completion (See Table 5). 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.

Out of all clients who completed the final phase between July and December, 2024, 77 percent of the men and 100 percent of the women had successful completions. Of the unsuccessful completions, one returned to custody and was terminated for program violation. Two completed supervision before they were done with CSAP Phase IV and each of them stopped attending and were terminated from the program.

### Downward Departures

From July-December, 2024, 7 new male CSAP admissions were downward departure cases (See Table 6). In this same time period, one of the women who were admitted to the program was a downward departure. Departure cases make up a significant portion of CSAP at this time, with 47 percent of men (16/34) and 89 percent of women (17/19) on departure cases.

### Downward Departures-Jul-Dec 2024

	Men	Women
Number of CSAP clients who were departure cases	7	1
Total clients on departure cases.	16	17
Percentage clients on departure cases	47	89

Table 6 Downward Departures

### Sublocade distribution

As part of the CCJP, JRP funds are currently being used to provide Sublocade to AICs before and immediately after their release from custody.

In 2024, there were 23 injections that had been purchased the previous year and not used. An additional 30 injections were purchased, for a total of 53 injections available in 2024. Of those, 35 injections were used and 18 are available for 2025.



## *Short-Term Transitional Leave*

STTL beds continue to be a viable option to alleviate the use of prison beds. During this reporting period there were only 14% of our STTL population who were returned to prison. Those two returns were both individuals who absconded from the program.

Corrections counselors at CSAP and TC have been trained on LS/CMI and BCP. Our local trainer will be the new CSAP/STTL probation officer and will be on-site to ensure a training pipeline.

We plan to provide more training for women's risk and needs. The limitation has been that we do not have a local WRNA trainer.

Bridges to Change has capacity issues. They are no longer able to accept STTL clients early and clients have to spend 30 days in residential before moving over to Bridges.

Residential staff is now participating in prison reach-ins for those who will be going to residential. This allows them to answer questions and alleviate concerns as well as provide a known contact before clients enter, with the hope of increasing engagement and decreasing attrition.

There are 20 beds dedicated to STTL clients and 13 clients were accepted for participation (See Table 7). This amounts to 875 bed days saved. Of the 14 STTL clients who finished the program in July-December, 2023, only 2 returned to prison in the year following release (Table 8). One client had a technical violation and served time in jail in lieu of prison. Of the two who returned to prison, one was for a technical violation and one was for a new charge.

### **STTL Usage**

Number of beds dedicated	20
Number of clients accepted	13
Number of bed days saved	875

*Table 7 STTL Usage*

### **STTL Completion and Recidivism Rates**

Number of STTL participants who completed the program between Jul-Dec 2023	14
Number of Jul-Dec 2023 STTL participants who have returned to prison	2
Number of Jul-Dec 2023 STTL participants who had a tech violation and served in jail instead of returning to prison	1
Number of Jul-Dec 2023 STTL participants who returned to prison on a technical violation	1
Number of Jul-Dec 2023 STTL participants who returned to prison on a new crime charge	1

*Table 8 STTL Completion and Recidivism Rates*

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

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

CSAP has taken several clients who have pending charges in multiple counties. In February, 2024, a client was convicted in Clackamas County on Aggravated Theft I (total value 15K) and sentenced to probation for 60 months with an 18-month departure. The client entered CSAP the same day as sentencing. When this client entered CSAP they had charges pending in two other counties, both were repeat property crimes. In October, the client was convicted of Theft I in Washington County, and was sentenced to 24 months' probation with a 13-month departure. Currently the client still has an open case out of Marion County for a Theft I.

CSAP staff have been going to court appearances with this client, and maintaining communication with their attorney. There is a high likelihood that the client will be sentenced to a lengthy probation with an 18-month departure. If this client were to be revoked each county would have their sentence run consecutively, meaning the client would be facing 44 months at DOC. The chances of this client receiving these departure sentences without the intervention of CSAP are minimal at best.

Another client was sentenced in Clackamas County on an Attempt to Elude a Police Officer and Unauthorized Use of a Motor Vehicle in May, 2024. The client received a 60-month probation sentence and an 18-month departure sentence. Additionally, this sentence included a global resolution for pending charges in Multnomah County which included two counts of Forgery I and one count of Theft II. Currently the client has pending charges in Washington County for Theft I. CSAP staff have been attending court hearings and maintaining contact with the client's attorney. It is expected that the client will be sentenced to another lengthy probation with an 18-month departure sentence. If the client's cases were revoked they would be sentenced to 36 months of DOC time. Again, this client would have ended up in prison had it not been that the client was afforded the opportunity of CSAP.

It should be noted that while both of the clients outlined above have maintained their sobriety, they have both struggled with their criminality. In fact, the second client has been suspended from treatment, and spent three days in custody. Both clients have had several write ups for program violations while in CSAP. However, these violations have been able to be addressed within treatment, as opposed to being brought back before the court. Moreover, had these two clients not been in CSAP, it is

highly probable that their level of criminality would result in new criminal behavior and a return to substance abuse if they were simply on community supervision.

## 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.**

CSAP is now the primary JRP program for Clackamas County, as the Pretrial program is no longer funded through JRP. Unlike other JRP recovery-based programs, CSAP has a finite number of beds and must consider the milieu that requires a balance of client temperaments and timelines to increase the odds of success. As a residential program, capacity and community harmony must be considered.

Currently we don't have a housing program to address significant mental health issues. Their needs cannot be met in the current CSAP program.

We continue to routinize 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 in the hiring process 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.

Of all clients who successfully completed CSAP between July and December, 2023, none of them committed a new crime in the year following completion.

The most recent "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 or community supervision between

January and June, 2023, with their cohort’s one-year release anniversary occurring between January and June 2024. Beginning with the cohort that released in the first half of 2017 through the January through June, 2023 cohort, the 1 -year incarceration recidivism rate has been at or below the trendline (See Figure 1).

### Clackamas County

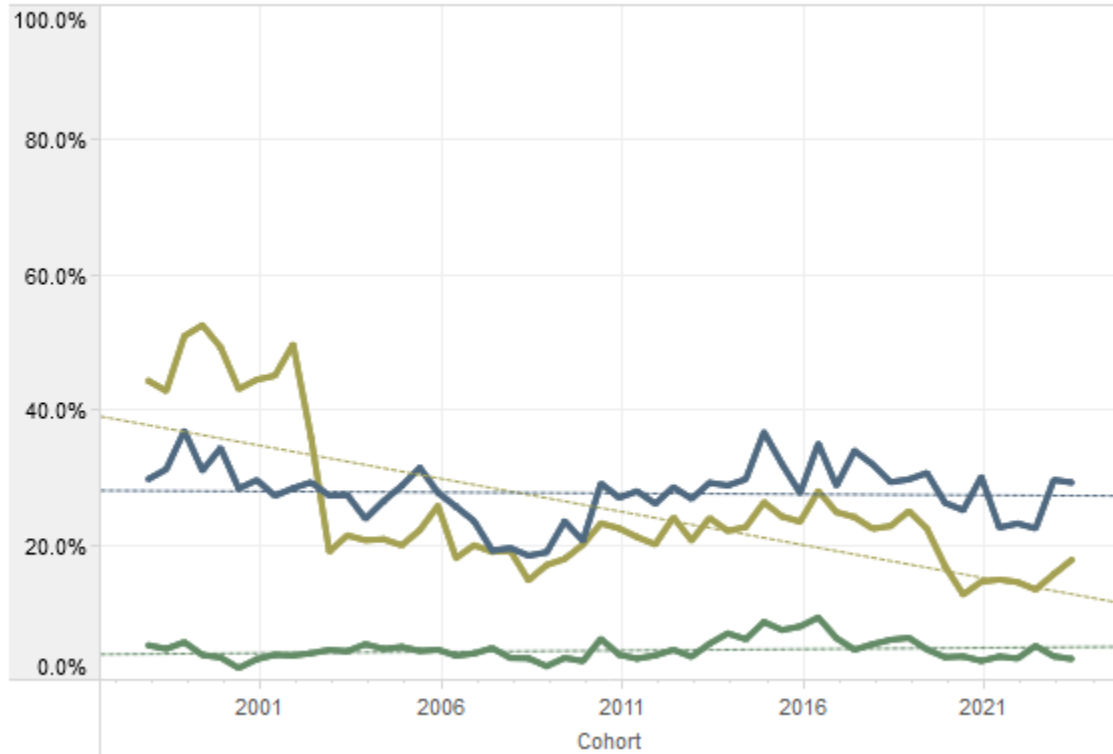
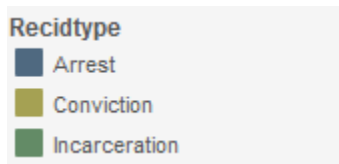


Figure 1 1-year recidivism rates-Clackamas County



**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 187 intakes over a 12-month period, Clackamas County prison intakes have been falling slightly (See Figure 2). 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. The most recent month shown is December, 2024 with 167 intakes over a 1-year rolling window.

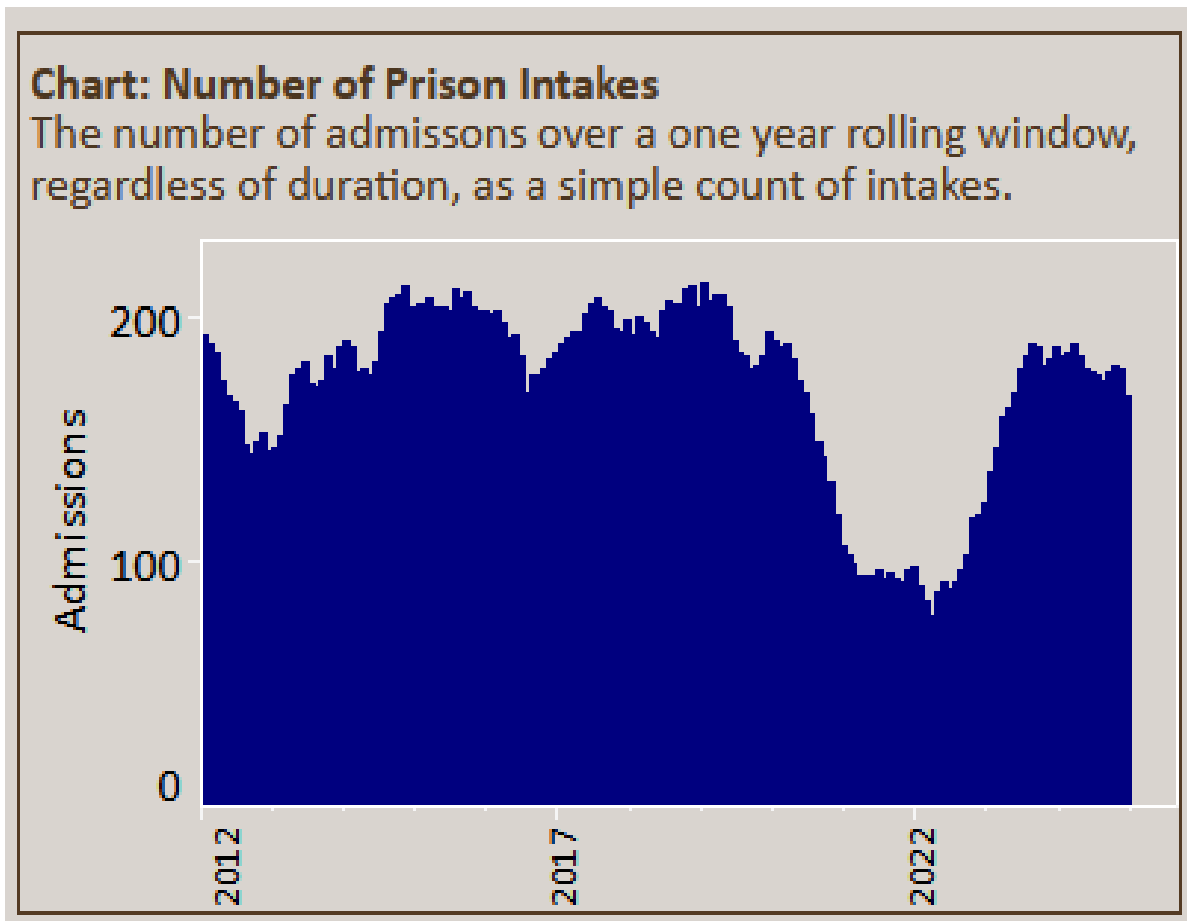
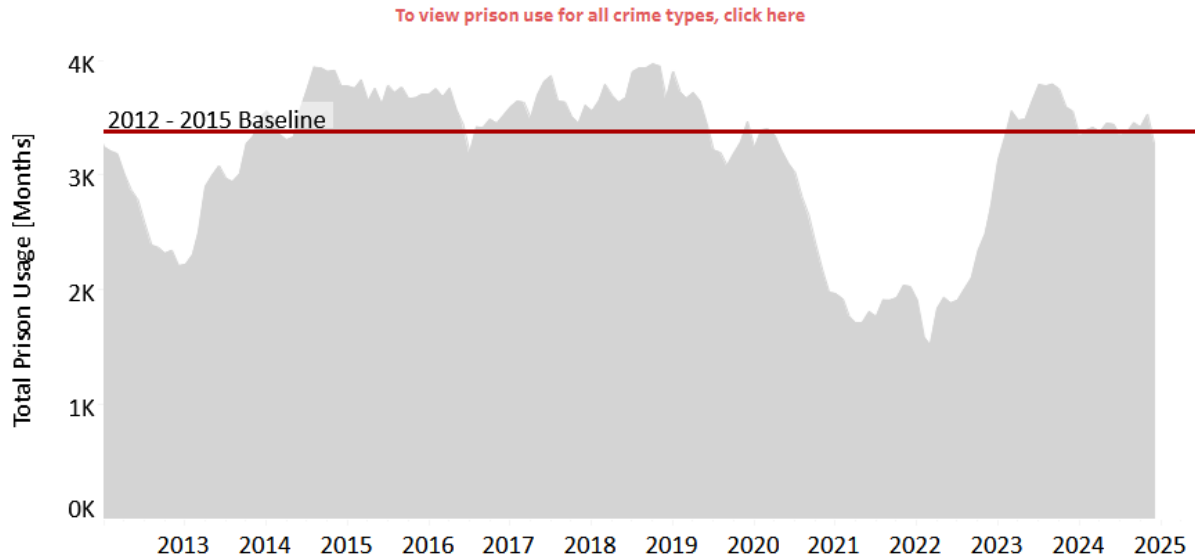


Figure 2: Clackamas County Prison Intakes-2012-2024

Clackamas County JRP-related prison usage has hovered near the 2012-2015 baseline. Length of stay is measured as a rolling sum of prison usage in the 12 months ending in the month reported. For the baseline, the average length of stay is 3,375 months. In 2024, prison usage was between 3,273 months and 3,528 months (See Figure 3).

## 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 3: Clackamas County Prison Usage: 2012-2024

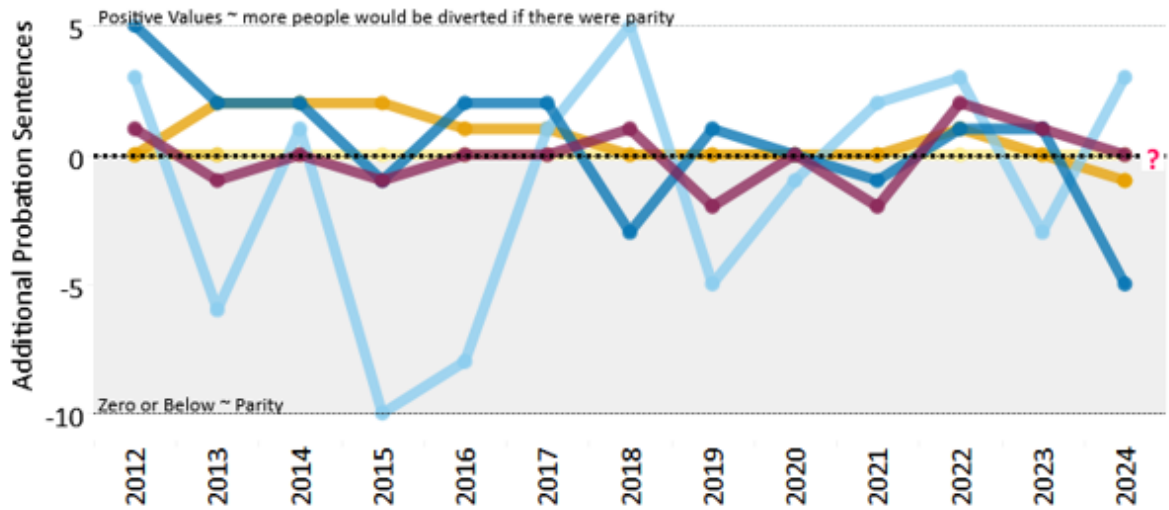
## Racial disparity in probation use for JRP-related crimes--Men

### Probation Racial Disparity Tool

Compares the rate of probation use for people convicted of JRP-eligible crimes.

Values indicate how many more members of a minority group, convicted of a nonviolent crime, would have been sentenced to or remain in probation (as opposed to prison or jail) if there were parity between the minority and majority groups' probation use rates.

Select a data point to view crime details to the right and to view cases.



Asian/PI



Black



Latinx



Native



In 2024 there were a total of 47 property, drug, and driving convictions of Latinx men, including 18 probation intakes for JRI crimes. This results in a probation use rate of 38%. The corresponding probation use rate for white men was 45% (132 out of 294 given probation). This means that there were 3 fewer Latinx men being diverted than we would expect if diversion rates were at parity.

Figure 4 Probation Racial Disparity for Men

While there is parity in probation sentencing among most racial groups in Clackamas County, Latinx men experience a higher level of incarceration compared to white men, with 3 fewer Latinx men diverted to probation than there would have been if there were parity (See Figure 4).



## Racial disparity in probation use for JRP-related crimes--Women

### Probation Racial Disparity Tool

Compares the rate of probation use for people convicted of JRP-eligible crimes.

Values indicate how many more members of a minority group, convicted of a nonviolent crime, would have been sentenced to or remain in probation (as opposed to prison or jail) if there were parity between the minority and majority groups' probation use rates.

Select a data point to view crime details to the right and to view cases.

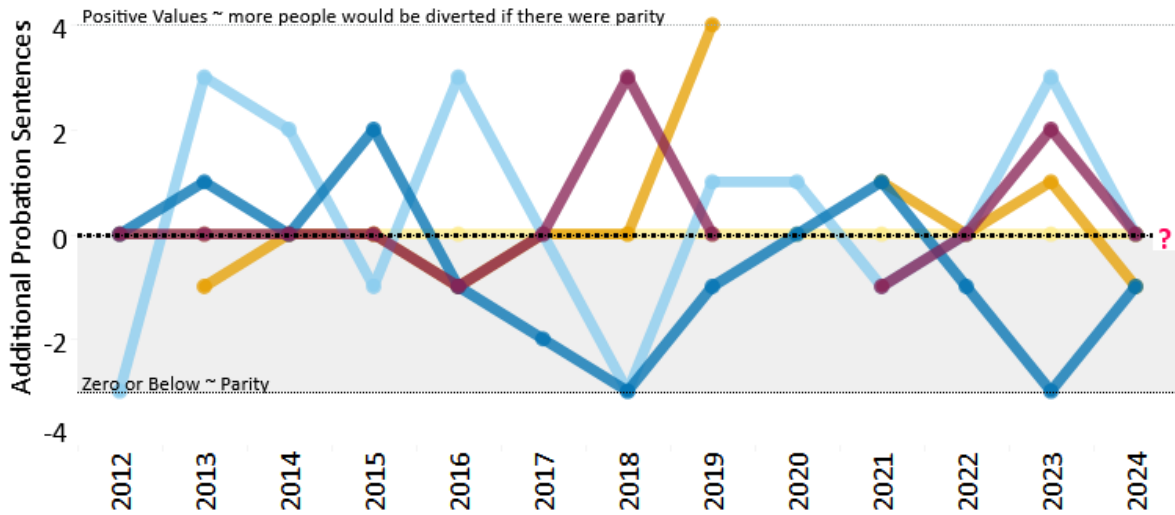


Figure 5 Probation Racial Disparity for Women

Probation rates for women in Clackamas County reached racial parity at the end of 2024 (See Figure 5).

### Prison usage by Sentence Type-2024

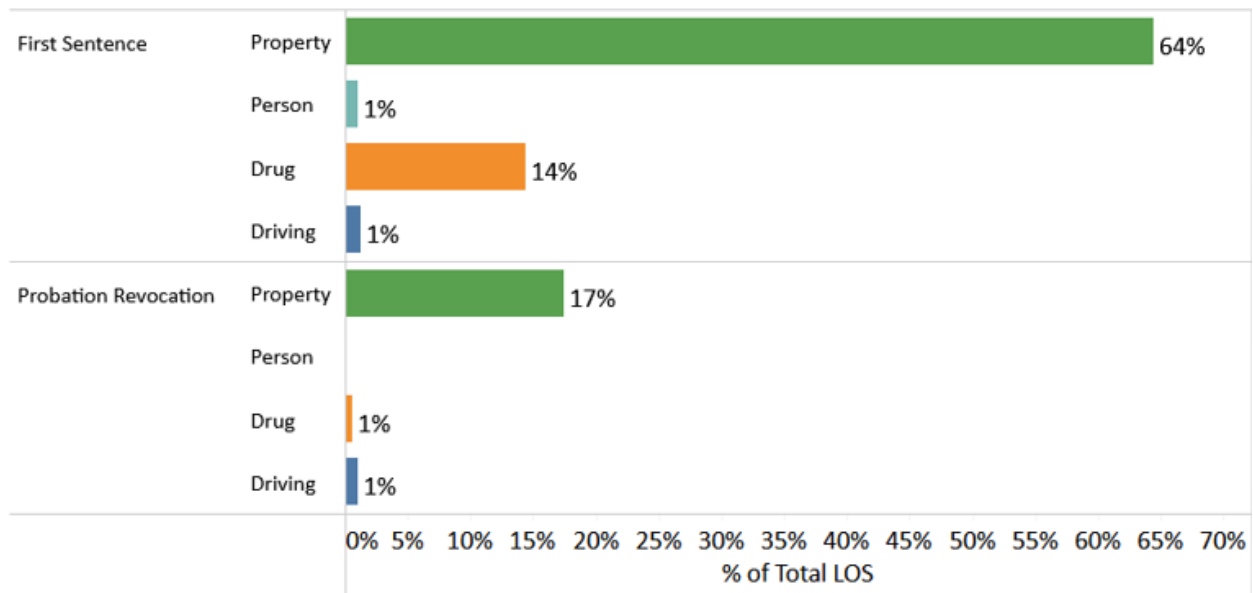


Figure 6 Percent of Prison Use by Sentence Type

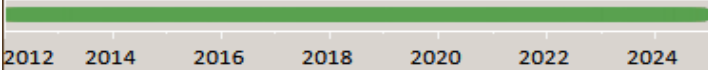
## Sentencing Trends

### Sentencing Trends

The charts below examine how sentencing duration and the number of prison admissions for each crime type has changed over time.

#### Chart: Average Sentence Length by Crime Type

The average duration of each prison sentence, averaged over a one year rolling window.



#### Chart: Number of Prison Intakes by Crime Type

The number of admissions over a one year rolling window, regardless of duration, as a simple count of intakes.

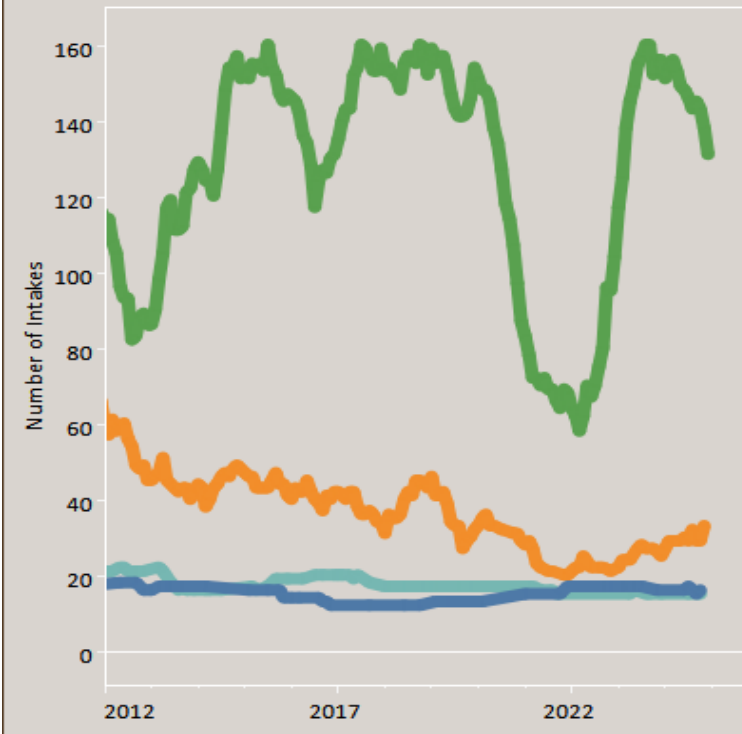


Figure 7 Prison Intakes by Crime Type

Property crimes continue to make up the majority of prison usage, and the sentence length for property crimes has been falling (See Figure 7).