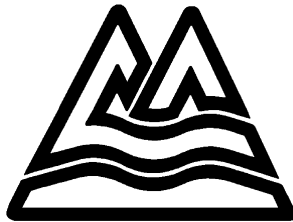


# **Evaluation Bulletin 4: Multnomah County Local Control Evaluation**

Reducing Crime Benchmark Analysis  
Multnomah County, Oregon



Department of Support Services

**MAY 1998**

Evaluation Bulletin 4: Multnomah County Local Control Evaluation  
**Number of Local Control Inmates**  
**May 8, 1998**

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Executive Summary

1. The cumulative number of local control episodes is within 5.5% of projected levels as of March 31, 1998—2,090 actual versus 2212 projected.
2. The actual daily census is far below what was projected because the actual duration of each local control episode is much less than was projected—2.5 months actual versus 4.6 months projected.
3. Original assumptions that 50% of inmates could be released to various forms of community supervision were overly optimistic. Only 11% of inmates were so released between January 1, 1997 and March 30, 1998. Recently, most of these have been to secure residential alcohol and drug treatment beds rented from Marion and Yamhill counties.
4. Difficulties in obtaining an accurate and complete data base of local control offenders have prevented timely information flow for overall budgeting, management and evaluation. This situation is getting worse, not better. Beginning November 1997 probation and post prison supervision sanctions of 31-90 days began to be imposed by local authorities as a result of SB156. Some of the inmates so sanctioned are sent directly to Department of Juvenile and Adult Community Justice Services (JACS) programs. They are not included in the Sheriff's operational data base, which until then had been a single source to identify local control inmates. Attempts to merge the JACS sanctions tracking data base and the Sheriff's data base to produce a single accurate local control data base have been unsuccessful. Therefore, this report is based entirely upon local control inmates documented in the Sheriff's operational data base. For the period of time covered by this report, the number of inmates counted only by the JACS data base is believed to be relatively small. However, due to increasing use of sanction in lieu of revocation, this will be a growing population. Unless an integrated data base of local control inmates can be achieved, management and budgeting of the local control program will continue to suffer from confusion and conflict.

Data Bases

There are five currently available data sources to count how many local control inmates there are in Multnomah County. Currently, none of these sources can provide a complete

inventory of all inmates. They must be merged, matched to eliminate to duplicates, and forced to a common file structure to produce a complete list.

1. SWIS (Sheriff's Warrant and Inmate System) daily and monthly reports;
2. Downloads from the mainframe computer which contain both SWIS data and data from the early CPMS system;
3. State Department of Corrections (DOC) data system;
4. An Excel data base of all local control inmates who have been placed in community case management. This is maintained by the local control jail team of the Multnomah County Sheriff's Office (MCSO);
5. A sanctions tracking data base which is being developed by the Department of Juvenile and Adult Community Justice Services (JACS).

A major problem has been that these data bases produce conflicting counts of the number of local control inmates. This report examines the discrepancies between the first three data sources and gives the best estimate available on how many local control episodes there have been in Multnomah County between January 1, 1997 and March 31, 1998. (Technical notes on the first three data bases are included in the Appendix of this report.) The report then compares its best estimate to original projections to determine why there have been less local control inmates than have been expected.

Data base number 4 was used to identify all inmates who have been placed into the JACS local control intensive case management team. It was easily integrated with the Sheriff's operational data base and was used to identify the community placement and success rate of those placements.

Data base number 5, which was started in late 1997, tracks sanctions for all inmates on probation and post prison supervision status<sup>1</sup>. Local control offenders must be separated out and they are not necessarily easy to identify. Some of the local control inmates in this data base are referred directly to JACS programs and therefore do not appear in the Sheriff's data base; some are sanctioned to jail and therefore do appear in the Sheriff's data base. It has not been possible as of the publication of this report to separate local control inmates from the sanctions data base, determine if they have already counted in the Sheriff's data base, and then add them to the total count of Multnomah County local control inmates. Therefore, this report is based only on local control inmates who have been documented in the Sheriff's operational data base.

The number of local control inmates who are exclusively documented by the JACS data base has been small but is expected to grow. For the time this report covers, the data herein is reasonably accurate, but unless the problem of reconciling and combing the JACS and Sheriff's data bases can be accomplished to produce a single accurate local control data base, future reports will seriously undercount the number of local control

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<sup>1</sup> The currently accepted term in lieu of parole is post prison supervision. Due to changes over the last ten years in the statutes governing this status there are now three sets of governing statutes, depending on when an inmate committed their crime. Inmates may be under multiple statute sets if they have committed crimes at different times. The term "parole" refers to one of these earlier sets of laws. Although it is technically incorrect this reports often uses the term parole in lieu of the longer post prison supervision.

offenders. The growing fragmentation of the local control data base, and current inability to address it, constitute a major finding of this report.

## Comparison of Projected and Actual Local Control Inmates

During 1996 various estimates were made of the potential number of local control inmates that would be expected in each county. Initial budget planning in Multnomah County was based on a State Department of Corrections estimate of 7.46 local control sentences per court day and a 4.4 month average sentence. This would have resulted in a total population in custody rising to almost 800 by February of 1998. By early 1997 this estimate had been revised to 6.89 per court day.

Multnomah County devised a computer simulation which calculated the number of local control inmates expected per day based on the following assumptions:

1. 6.89 inmates per court day
2. an average sentence served of 139 days (4.6 months)
3. A 50:50 mix of jail days versus community supervision days, with jail population rising to a maximum of 330. Thereafter, inmates would be transferred to community supervision.

These assumptions led to a daily census which would increase to 717 by the end of November 1997 and then stabilized with the local jail population at 330 and the number of inmates in community supervision topping out at 387.

The following analysis shows that the estimate of the number of inmates per day was remarkably close, only 5.5% less than expected by March 1998. The average duration of a local control episode has been much less than expected, averaging 2.5 months rather than the initial estimate of 4.6 months. Data kept by the local control jail team shows that only 11% (226 of 1090 local control episodes) could be released to various forms of community supervision. Of these 18% absconded (40 inmates).

Thirty-five percent of inmates released to community supervision (80 inmates) were returned to jail for the following reasons:

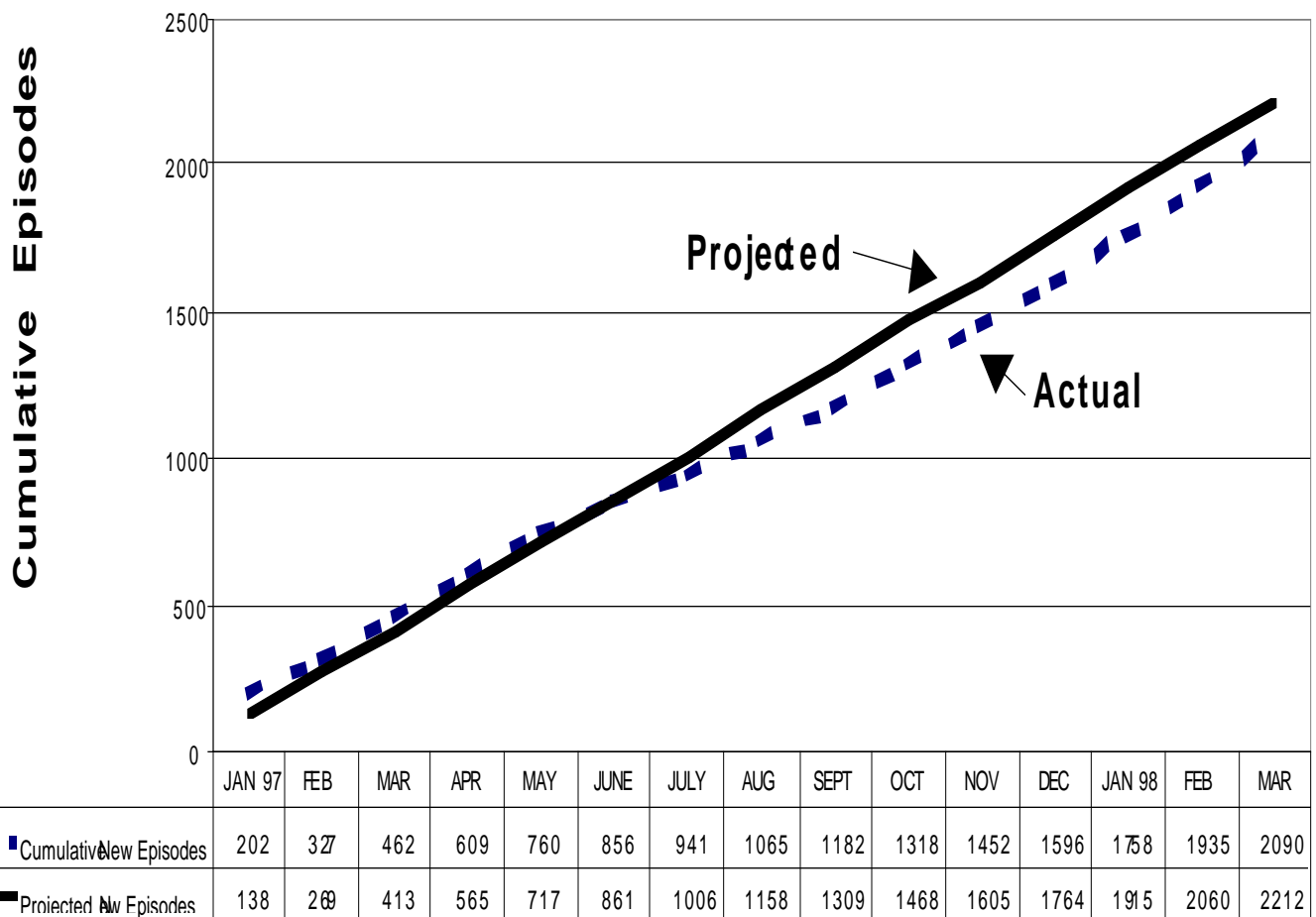
- Disciplinary problems 13% (30 inmates);
- AWOL 12% (28 inmates);
- Sanctions 8% (17 inmates);
- New charges 2% (5 inmates).

The net result has been that there were 395 local control inmates by the end of April 1998, not the predicted 717. Almost all of these were in various secure settings, including 37 in secure alcohol and drug treatment beds currently being rented from Marion and Yamhill counties; only 11 were in intensive case management in the local community.

### Number of Local Control Episodes

Graph 2 compares the cumulative projected number of Local Control Episodes versus the actual count from the download. The actual and projected numbers are quite close. The projection was to end calendar year 1997 at 1764 local control episodes; there actually were 1596 episodes, about 10% less than projected. By the end of March, 1998 the projection expected 2,212 episodes versus an actual count of 2,090--5.5% less than projected. This shows that DOC's expected rate of 6.89 local control episodes per court day was an excellent estimate. At this time there is no reason to revise it.

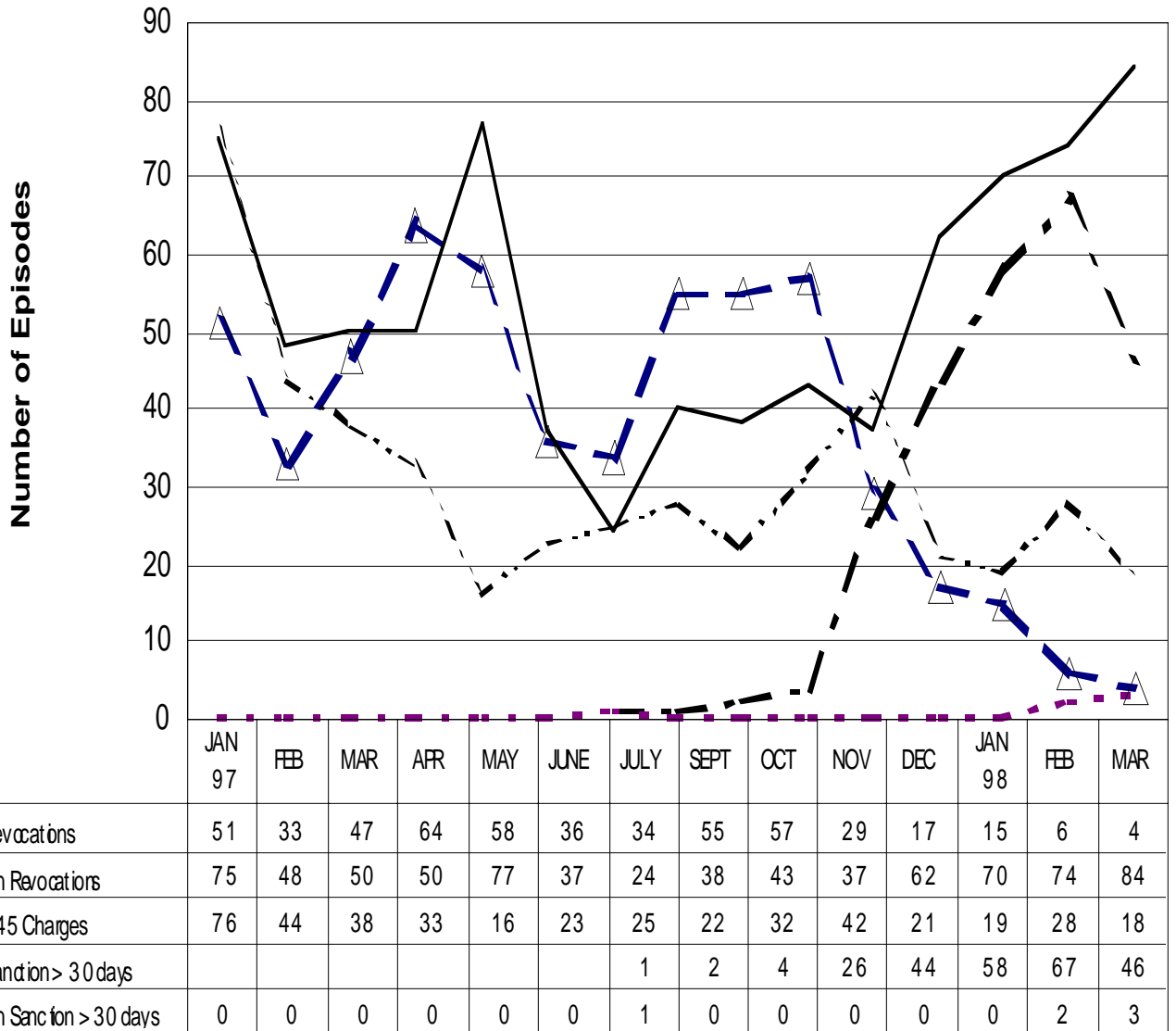
**Graph 1: Projected Versus Actual Cumulative Local Control Episodes**



It is important to note that the type of local control episode has been changing. In early 1997 probation and post prison supervision revocations accounted for most of the new local control episodes. With the advent of SB156, post prison supervision sanctions have become the primary route to local control status while post prison supervision revocations have declined markedly. Probation revocation dipped during the latter half

of 1997 but resumed its formerly high levels in 1998. These changes are shown in Graph

**Graph 2: New Local Control Episodes by Primary Ty**



2.

### Duration of Local Control Episodes

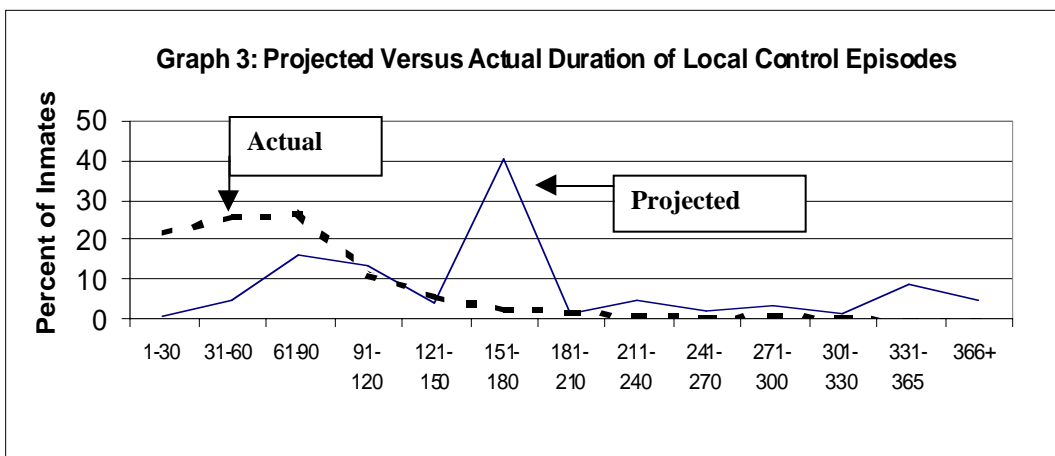
Multnomah County estimated duration of local control episodes by reviewing a sample of sentencing decisions during the summer of 1996. Table 1 compares the estimates produced by this study with what actually occurred.

**Table 1: Comparison of Projected and Actual Duration of Local Control Episodes**

Duration of Episode (Days)	Percent of Total Local Control Episodes	
	Projected Duration	Actual Duration
1-30	0.36%	21.1%
31-60	3.91%	25.8%
61-90	16.01%	26.4%
91-120	13.17%	11.5%
121-150	3.56%	5.7%
151-180	40.21%	2.9%
181-210	0.71%	1.7%
211-240	3.91%	1.2%
241-270	1.78%	0.6%
271-300	3.20%	1.0%
301-335	0.71%	0.4%
331-365	8.54%	0.2%
>365	3.93%	0.2%
Overall Average for All Episodes	140 days	74 days

The actual average duration of a local control episode is 74 days, 53% of what was expected. Seventy-three percent of inmates have been in local control status 90 days or less. This is the primary reason that there are 300-350 inmates on the average day, not the 717 expected in the computer simulation.

The information is displayed in Graph 3.







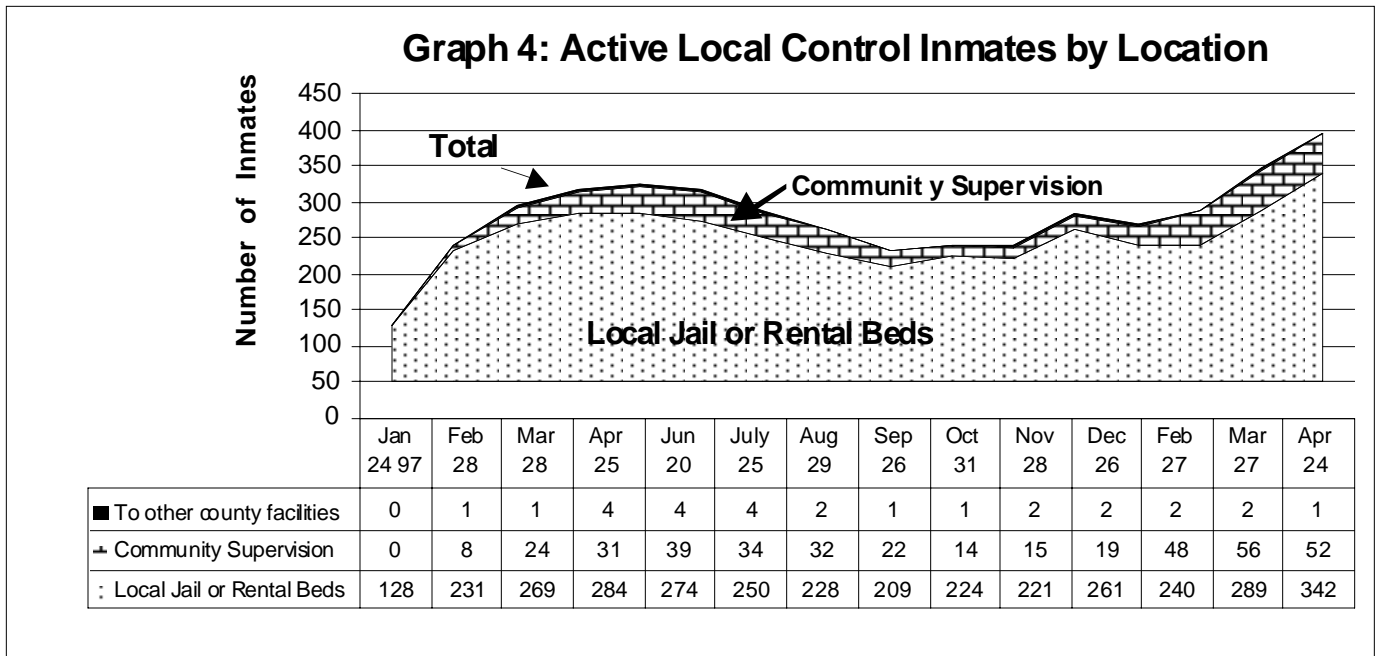
## Location of Local Control Episodes

The original plan for an approximate 50:50 split between jail and community supervision days for local control offenders has not born out in practice. Several studies have been done of why local control offenders have not been released to community supervision.<sup>2</sup> The most recent of these analyses was completed by the local control jail team. It cites the following reasons why offenders were not considered suitable for community placement between April 1997 to April 1998:

**Table 2**  
**Reasons Local Control Offenders Were Denied Community Placement**

Reason for Denial	Percent
Refused treatment	41%
Risk to community	34%
Insufficient time left on sentence	13%
No appropriate program	8%
Refused community supervision	4%

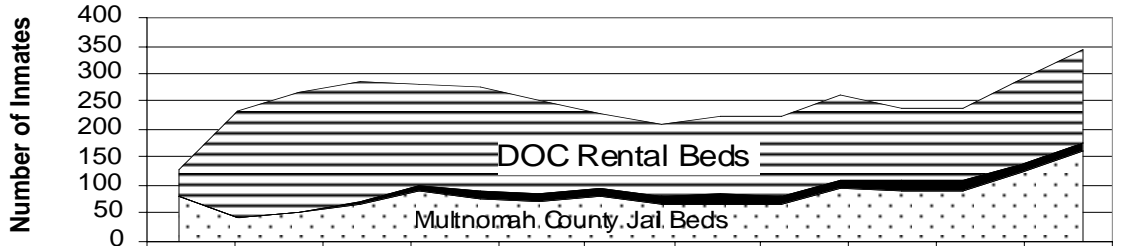
The overall split between jail days and community supervision days is shown in Graph 4. In this graph community supervision is defined in its broadest terms, including: intensive case management in the local community; electronic monitoring; secure residential alcohol and drug treatment beds rented from Marion and Yamhill counties, and the Multnomah County Restitution Center. The data source is the weekly "1145 Inmate Status Report" produced by the jail team as unresolved technical difficulties prevented use of the download for this analysis.



<sup>2</sup> See Evaluation Bulletin 1 (July 7, 1997) and Evaluation Bulletin 2 (November 1, 1997)  
Evaluation/Research Unit, Multnomah County Oregon

Graphs 5 and 6 breakdown community supervision beds and local jail or rental beds into their components.

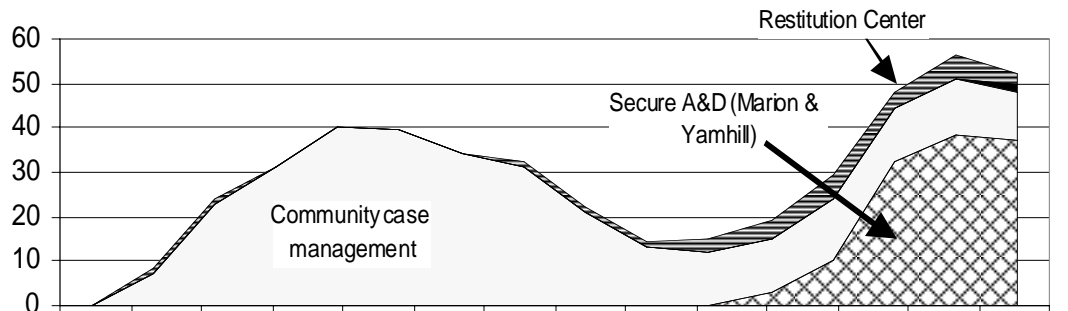
**Graph 5: Local Jail and Rental Beds by Type**



	Jan 24 97	Feb 28	Apr 25	May 30	July 25	Aug 29	Oct 31	Nov 28	Jan 30 98	Dec 26	Apr 24
— DOC Rental Beds	49	189	211	181	164	136	140	141	133	134	167
■ Grant Cnty. Rental Beds	0	0	10	13	15	15	15	13	16	15	15
· Mult Cnty Jail Beds	79	42	63	88	71	77	69	67	90	91	160

The recent upsurge in occupancy of Multnomah County jail beds should be closely watched and analyzed to determine fiscal and programmatic implications.

**Graph 6: Community Supervision Locations**



	Jan 24 97	Feb 28	Mar 28	Apr 25	Jun 20	July 25	Aug 29	Sep 26	Oct 31	Nov 28	Dec 26	Dec 26	Mar 27	Apr 24
≡ Restitution Center	0	1	1	0	0	0	1	1	1	3	4	4	5	2
■ Electronic Monitoring	0	0	0	0	0	0	0	0	0	0	0	0	0	2
· Community case management	0	7	23	31	39	34	31	21	13	12	12	12	13	11
○ Secure A&D (Marion & Yamhill)	0	0	0	0	0	0	0	0	0	0	3	32	38	37

Graph 6 shows the most recent trend in community supervision is increased use of secure residential alcohol and drug treatment. Restitution Center use has been slightly higher

since November 1997 but has remained small. This may be due to the reasons shown in Table 2 for denial of community supervision.

## **Appendix: Technical Notes on Data Bases**

### **SWIS**

The Sheriff's Warrant and Inmate System became the operational data base for the Sheriff's Office on June 22, 1998. The prior operating system, CPMS, was replaced on that day. Daily reports have been produced from both operating systems to identify for the 1145 jail team which inmates fall under local control guidelines. The reports do a reasonably accurate job in this regard but have several limitations:

- 1) Inmates appear on these reports on the day that their sentence is entered by the Records Unit in the operating system. Thus the reports undercount the number of local control inmates on any one day because of delays between the actual imposition of a sentence and the date the Records Unit enters that disposition. This undercounting of local control days is more of a problem with parole and probation sanctions where local control status should be counted as starting on the day of booking for the sanction, not on the day that the hearings decision was entered into the computer.
- 2) The daily and monthly CPMS and SWIS reports are produced off a "holding file" of all active inmates who have been given a local control sentence type. Even though the jail team notifies the Records Unit of inmates who have been erroneously classified, they remain on the daily and monthly reports as an open local control episode through when Records changes the sentence type. The days between when the inmate was erroneously put on the report remain on subsequent reports and must be deleted by hand to get an accurate daily count of local control episodes.
- 3) The "holding file" of local control inmates is deleted 8 days after the end of each month. Therefore, the CPMS and SWIS reports cannot be re-run to correct past data entry errors which may have been corrected by the Records Unit. Once these reports are run, that's it. There is no ongoing data base for analysis except by download from the mainframe computer or my looking up inmates individually.

To correct these deficiencies the Information Services Division (ISD) is creating an ongoing local control data base which can be continually updated and corrected. It can be used to produce accurate reports showing days in local control status by location.

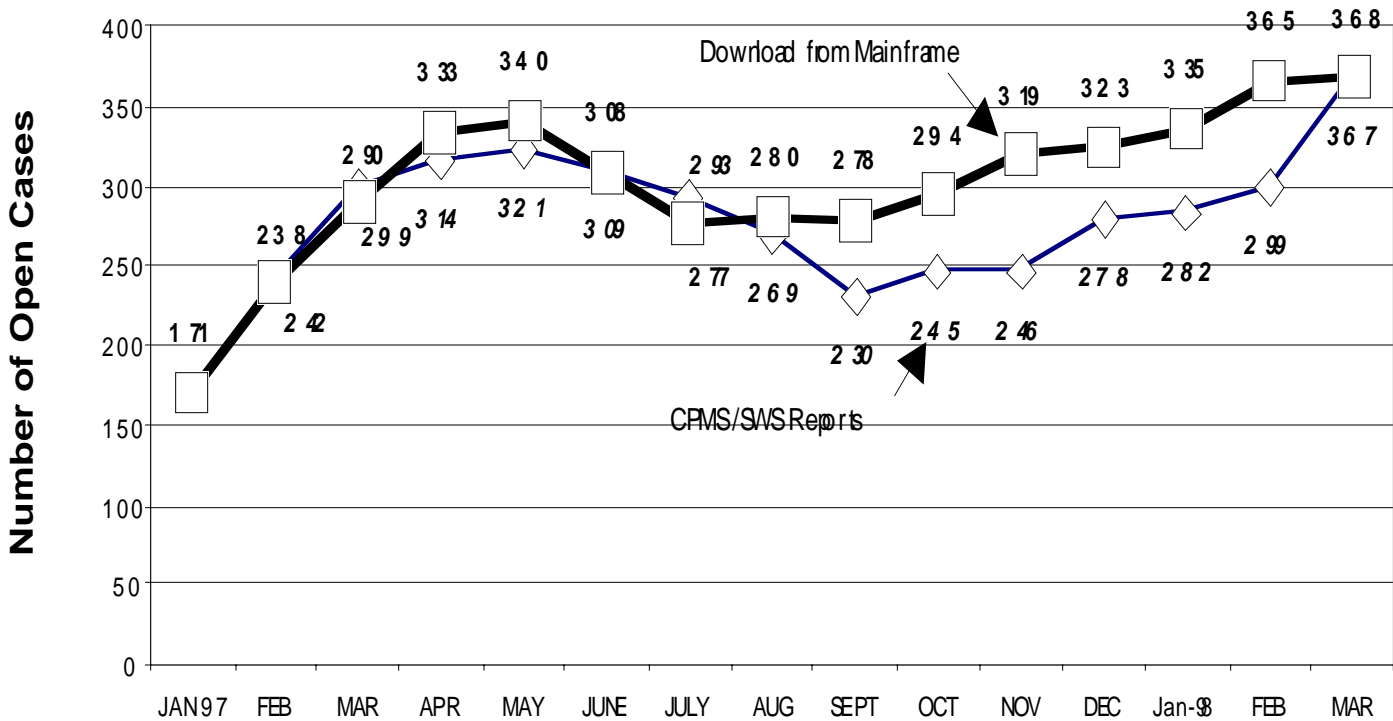
### **Downloads**

Because there has been no data base of local control inmates to produce management and budgeting reports, the Sheriff's Office Planning and Research Unit requested that ISD produce a download of inmate information stored on the mainframe operational system which could be analyzed on a PC. This effort began in Fall of 1997 and has continued through March of 1998. Three attempts were made to produce an accurate download which matched reasonably to the published CPMS and SWIS reports. Numerous technical issues were encountered during this process. Separate downloads were created for CPMS data, SWIS data, and then for CPMS inmates whose local control episodes extended between the

systems. These downloads, which had different file structures, then had to be combined into one consistent data base. Further problems were encountered in having to manually correct errors in the download due to incorrect data having been entered into the data base. These problems have made process of producing a useable download cumbersome, time-consuming, and unable to provide a practical long-term method of producing management and budgeting reports for local control. It was attempted only because there is no other data base available.

Despite these problems, a reasonably accurate file has been created for the period January 1, 1997 through March 31, 1998 of in local control status as counted in the Sheriff's operational data base. A comparison of the counts produced by this download versus the previously published CPMS/SWIS reports is shown in the

**Comparison of End of Month Counts of Local Control Inmate**



following graph.

The download and CPMS /SWIS reports are reasonably congruent through August 1997. Between September and the end of March 1998 the download counts significantly more local control inmates per day than the SWIS reports. In general, the download line should be higher than the SWIS reports due to the above mentioned delays between a local control episode's actual start and the day the data is entered by the Records Unit.

The download begins many local control episodes on an earlier date than the data entry date and, therefore, will generally show a higher daily count than the SWIS reports.

Other attempts to understand the difference between the two lines have identified about 10 inmates who never received a local control sentence type and hence never appeared on the SWIS reports. Problems also surfaced as to how and when to count an inmate as local control when they have multiple counts (charges), some qualifying for local control and some not, especially when one or more counts results in a prison sentence. Using programming language to sort out this melange of charges, some of which are consecutive, others concurrent, any of which may be imposed on different days, has been beyond the ken of both ISD and program evaluation data analysts. Further attempts to clean up the current download may not be worth the effort. It will have to suffice for our historical record to date.

### **Department of Corrections (DOC) Data Base**

Before SB1145 (effective January 1, 1997) an inmate was usually held in a local jail pending sentencing. Upon conviction of a felony they were sent to prison to complete their sentence, perhaps with the judge granting credit for time already served in the local jail. Those inmates eligible for post-prison-supervision would subsequently be released from prison to the local community. The DOC data system captured both of these events, but not the time served in local jail facilities. This constitutes their 1996 baseline for evaluating the impact of local control.

With the advent of SB1145 the DOC lost the ability to keep track of local control inmates until they were released to case management by community parole officers; they were entered into ISIS, DOC's parole data base. However, only about 150 of 2090 local control inmates were released to community case management between January 1, 1997 and March 30, 1998. Other local control inmates completing their local control episode in jail, and then moving on to post-prison-supervision (PPS) would be entered into ISIS under PPS status, not local control status. DOC would not be aware that these inmates had ever been local control, or if they did become aware of it, would not have an accurate record of local control days accrued.

DOC also becomes aware of local control inmates if they are sent to a DOC rent back bed. However, the days spent in local jails, or rental beds from other counties, on local control status have not been available to DOC. Thus, there are two significant gaps in DOC's data system which can lead them to undercount the impact on Multnomah County of local control legislation. Initial plans were for regular downloads between the Sheriff's operational system and the DOC computer system to prevent these gaps from occurring. Technical difficulties in transferring data between these systems have prevented these data transfers.

DOC recently experienced a large turnover of staff in their Research Unit. This and gaps in the data which Multnomah County has been able to provide to DOC mean that any reports they publish concerning the number of Multnomah County local control episodes need to be carefully examined for under-counting. The most recent report published by

DOC on local control episodes (April 17, 1998 Memo from Ginger Martin) appears to have used the same local control data base as was used in this report, as the numbers are congruent. This download had been made available to DOC to assist in their analysis.