

## **Recidivism, An Update**

Prepared on behalf of the Portland Citizens Crime Commission

August, 2018

By: Stephen Reichard

### **Executive Summary**

This document was developed to assist the Citizens Crime Commission its efforts to address recommendations to policy decision-makers regarding possible reforms designed to reduce recidivism in the State of Oregon. It has been reviewed, and subsequently revised, by Jeremiah Stromberg, Assistant Director - Community Corrections with the Oregon Department of Corrections.

The Crime Commission last addressed recidivism in 2002. Of the five distinct 2002 recommendations put forth by the Citizens Crime Commission regarding recidivism, only one has been unambiguously implemented by the State of Oregon: Reentry Courts. Yet, only three courts have been established and their efficacy has not been fully evaluated. Other recommendations – including the integration of treatment, housing and employment – have been adopted but not universally. Finally, two significant recommendations – a study to assess the impact of increasing the number of multicultural service providers to address Oregon’s increasingly diverse prison and ex-offender population, and the recommendation to establish an independent, non-partisan entity to assist government in making cost-effective funding decisions – have not been implemented despite strong support for from Oregon State’s Criminal Justice Commission.

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*A preliminary study of Oregon’s reentry courts indicated a benefit of \$14.17 for every dollar invested in the program.*

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In the 16-year interim since the CCC’s last report, Oregon’s prison population has continued to rise while its recidivism rate has remained stable at 30%. At the same time, Oregon’s prison population today is approximately 40% higher than it was at the time of the 2002 report while Oregon’s crime rate has fallen to historic lows. In the interim, significant research has been conducted across the United States indicating possible pathways forward to reduce the financial and societal burden of recidivism.

The fiscal burden of recidivism remains high. At approximately \$100 per day and with a recidivism rate of roughly 30%, recidivism costs Oregon roughly \$150 million per year. Should the Portland Citizens Crime Commission wish to affect the high fiscal and societal burdens arising from recidivism in the near-term, the legislative calendar strongly advocates for a reconvening of the Recidivism Reduction Task Force now with the goal of developing recommendations in time for the 2019 long legislative session.

### **Background**

The Portland Citizens Crime Commission was founded in 1988 to engage business leaders in mobilizing citizens to reduce crime, improve civility and strengthen communities throughout Portland and the State of Oregon. It accomplishes this mission through four key initiatives:

1. Uniting leaders to build safer communities by convening, collaborating and creating solutions for civility;
2. Advocating for a better justice system by continuing to be a leading voice for public safety;
3. Looking beyond the systems to actively address the roots of crime; and,
4. Serving on the front lines of business security by combating cyber and physical plant threats to keep organizations safe.

As part of these efforts, sixteen years ago, in the spring of 2002, the Portland Citizen's Crime Commission, produced a report with recommendations for reducing recidivism.<sup>1</sup> That report, *Reducing Recidivism: Cost Effective Crime Prevention*, made the following five policy recommendations:

1. A centralized intake system cited and integrated within a Reentry Court should be established. It should utilize a screening mechanism to appropriately enroll former offenders in housing, education, employment, health, treatment and other transitional support services.
2. Multnomah County and State of Oregon should study the cost-effectiveness of hiring more multicultural direct service providers to serve the increasingly diverse ex-offender population. **If doing so proves cost-effective, the cultural diversity of direct service providers should reflect the population they serve.** [emphasis in original]
3. To be cost-effective, the system should integrate counseling – clinical/cognitive behavioral and/or mentorship, treatment, and stable housing with entrepreneurial employment and training programs.
4. A system for tracking client outcomes must be utilized to provide adequate program evaluation data.
5. An independent, non-partisan group, like the Washington State Institute for Public Policy [WSSIP], should be created in Oregon to help the legislature, governor and other government entities throughout the State make cost-effective funding decisions.

### **Current Status**

The current status of these recommendations is as follows:

1. In 2005, three reentry courts were established in Oregon, one in Multnomah County, one in Lane County and a third in Josephine County. A preliminary evaluation of the effectiveness of these reentry courts was conducted in 2013. A further report was promised in 2016 but it does not appear that this study has been completed.

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<sup>1</sup> Citizens Crime Commission, *Reducing Recidivism: Cost Effective Crime Prevention*. May, 2002.

2. No study has been conducted by either Multnomah County or the State of Oregon regarding the cost-effectiveness of hiring additional multicultural service providers to serve an ex-offender population that is today far more diverse than it was back in 2002.
3. There are several programs within the State of Oregon that today integrate clinical/cognitive behavioral and/or mentorship, treatment and establish housing for offenders matriculating out of the Oregon State criminal justice system. Some of these programs are discussed later within this report.
4. Oregon State's Criminal Justice Commission generates semi-annual reports on recidivism with data from the Department of Corrections, the Justice Department and the Law Enforcement Data Systems. These reports are generalized and not highly detailed. However, the Criminal Justice Commission produces periodic reports on various topics related to criminal justice in the State of Oregon.
5. The State of Oregon has not established an independent, non-partisan entity such as the WSSIP to assist the government throughout the State in making cost-effective funding decisions. The Criminal Justice Commission, a state agency, serves as the research arm for the State of Oregon on issues related to criminal justice. However, there is currently a push to re-establish the Criminal Justice Commission as an independent entity. A research director was hired in January of this year for the first time. Several new researchers are being added to the staff, that will bring the number of researchers to five. Several studies are in the works including studies on the impact of guaranteed housing in Douglas, Umatilla and Polk Counties. A separate study is underway on the impact of Multnomah County's "Treatment First" initiative.

At the time the CCC's original report was drafted, the State of Oregon and the rest of the country were experiencing rapidly rising prison populations, which has resulted in the United States having the highest number of incarcerated individuals in both absolute and percentage terms of any country in the world. While there are numerous factors behind the rise in the U.S. prison population over the past 30 years, four of the most significant contributory factors include:

- a. The war on drugs, which has led to the incarceration of hundreds of thousands of individuals for non-violent drug-related offenses and which included disparate sentencing for crack vs. cocaine users that has disproportionately affected African American populations, thus adding a racial component to imprisonment that has been labeled "The New Jim Crow."<sup>2</sup>
- b. Adoption of the "broken windows" theory of policing which holds that visible signs of crime, anti-social behavior and civil disorder create an urban environment that encourages further crime and disorder, including serious crimes. This has resulted in "stop and frisk" policing that has also had a disproportionately negative impact on communities of color and has also been explored as part of "The New Jim Crow."
- c. A rise in mandatory minimums and "three strikes you're out" sentencing requirements which do not distinguish between the severity of felony offenses; and,

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<sup>2</sup> Alexander, Michelle. *The New Jim Crow*. New York: The New Press, 2010.

- d. High rates of recidivism that are often associated with technical violations rather than the actual commission of new crimes.

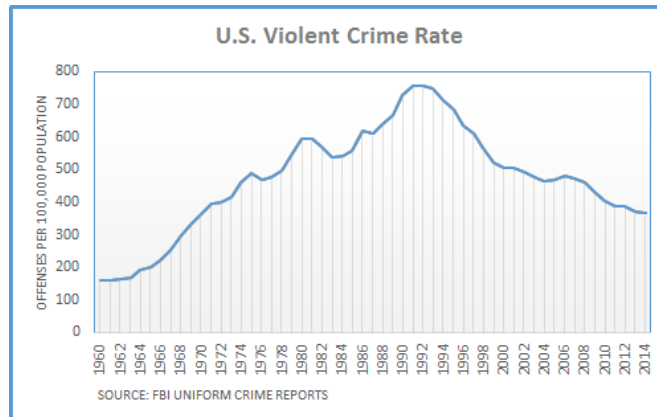


In contrast to rapidly rising prison populations, both violent and petty crimes in the United States have been falling sharply since at least 1990. While numerous theories have been offered, no definitive explanation has been given for the steep drop in crime rates in the United States. Reasons that have been proffered include but are not limited to:

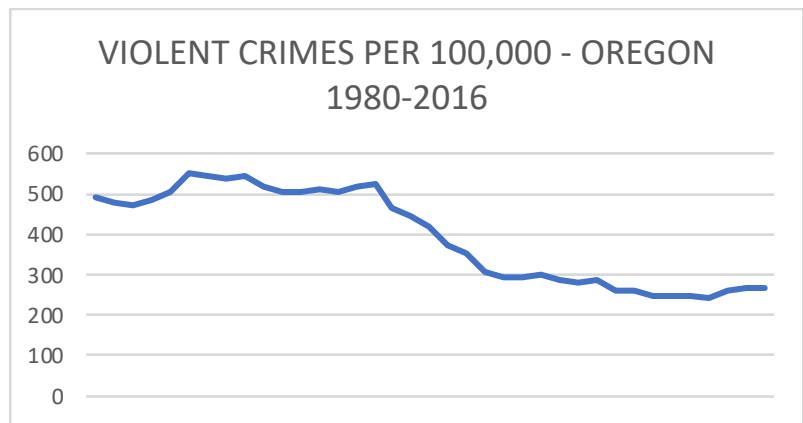
1. The legalization of abortion in 1972 which effectively reduced the number of unintended pregnancies and thus presumably unwanted children in the United States;<sup>3</sup>
2. The rapid rise in incarceration rates that has kept dangerous criminals off the streets;
3. The aging of the baby boomer population that has resulted in fewer individuals in their prime “crime years.”<sup>4</sup> [Note: the baby boom echo generation (millennials), which has now come of age, is larger than the baby boom generation and did not result in a spike in crime.]
4. The rise of community policing and so-called “stop and frisk” and “broken windows” policing.

<sup>3</sup> Dubner, Stephen. Freakonomics: A Rogue Economist Explores the Hidden Side of Everything. New York: William Morrow, 2006.

<sup>4</sup> Ulmer, Jeffrey T., et al. *The Age and Crime Relationship*. Thousand Oaks, CA: Sage Publications, 2010, page. 337.



Since 2010, there have been modest decreases in the U.S. prison population. However, here in Oregon, prison populations did not peak until 2015<sup>5</sup> despite the fact that the violent crime rate in Oregon is lower than it has been since at least 1970. Jeremiah Stromberg, Assistant Director with the Oregon Department of Corrections, indicated that Oregon’s prison population, in fact, is continuing to rise and that if the current legal challenge to the 2017 reform bill, HB 3078, is successful, we can anticipate once again sharply rising prison populations.



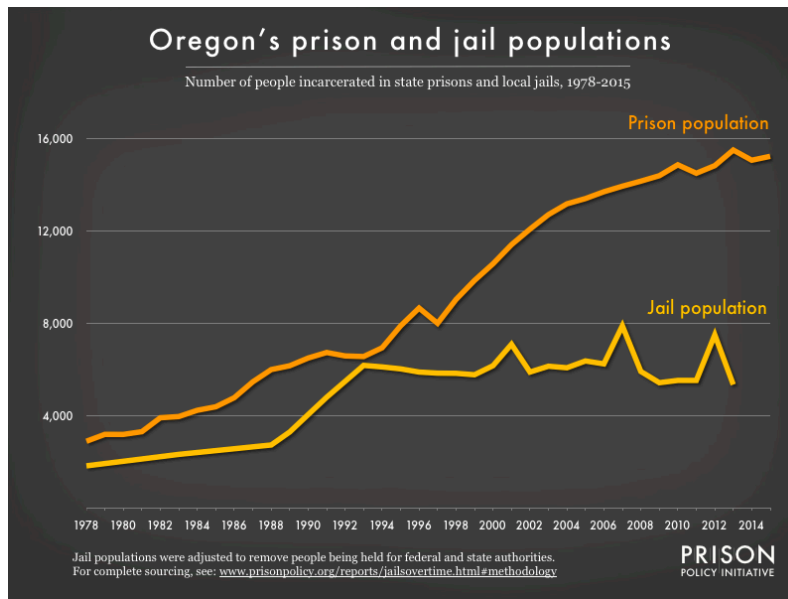

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***Oregon’s prison population today is approximately 40% higher than it was at the time of the 2002 report despite the fact that Oregon’s crime rate has fallen to historic lows.***

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<sup>5</sup> The Sentencing Project, *U.S. Prison Populations: Trends 1999-2015*. May, 2017.

<sup>6</sup> The Disaster Center, *Oregon Crime Rates 1960-2015*. <http://www.disastercenter.com/crime/orcrime.htm>



Oregon's current prison population is approximately 15,000 [14,917 as of 8/17] with roughly 1/3<sup>rd</sup> entering the system and leaving the system annually. According to Stromberg, approximately 400 leave the system monthly while 400-450 enter the system.

Since its 2002 report on recidivism, several significant pieces of legislation have occurred in Oregon that have affected rates of incarceration as well as recidivism. They are as follows:

**Oregon Ballot Measure 57 (2008)** was a legislatively referred state statute that increased terms of imprisonment for persons convicted of specific drug and property crimes under certain circumstances. The measure prohibits courts from imposing less than a presumptive [normal] sentence for persons convicted of specific drug and property crimes under certain circumstances, and requires the Department of Corrections to provide treatment to certain offenders and to administer grant programs to provide supplemental funding to local governments for certain purposes. Implementation of Measure 57 was postponed during the Great Recession and only fully implemented in 2011.

**HB3194** – Adopted in 2013, House Bill 3194A expanded probation programs for lesser nonviolent offenses such as marijuana possession and other drug offenses, while prioritizing prison beds for serious violent offenders. The bill provided the statutory basis for justice reinvestment funding, discussed below. It has been estimated that the bill will produce a minimum of \$326 million in reduced costs at the Department of Corrections over the next ten years.

**HB3078** – Adopted in 2017, HB 3078, the so-called Oregon Safety and Savings Act, maintains and improves the Family Sentencing Alternative Pilot Program, increases the limit for short-term transitional leave from prison from 90 to 120 days, modifies two non-violent crimes to permit shorter presumptive sentences with stricter supervision, and directs the Criminal Justice Commission to study the impact of these changes on prison use, recidivism, and public safety,

and report back to the Legislature annually. HB 3078 was struck down by a special panel of three judges in February and is currently on appeal.

In its original 2002 report on recidivism, the CCC noted the “lack of longitudinal research on best practices and cost-effectiveness of programs geared to reduce recidivism.” Although Oregon has not established an independent, non-partisan policy institute to assist the government in making cost-effective funding decisions as recommended by the CCC’s original report, in the sixteen years since that report’s publication, there has been much research and debate about the high rates of incarceration, and recidivism, in the United States.

In Oregon, numerous programs have been implemented to reduce recidivism, not the least of which is the introduction of the reentry courts as suggested by the CCC in its original recommendations. Oregon has refined its definition of recidivism to add clarity and functionality. In 2002, the Oregon Department of Corrections defined recidivism as “a new felony conviction in Oregon within three years of being admitted to probation, or released on parole, whether still on supervision or not.” Oregon’s new definition of recidivism seeks to provide “a richer context” for analysis. It defines recidivism as “the arrest, conviction or incarceration for a new crime or for any reason.”

To lay the basis for a re-examination of its original 2002 policy recommendations, this policy paper explores the current state of recidivism together with research and policy recommendations from around the country. Sources are provided as footnotes and a full bibliography is available upon request. As primary source material, this report relies heavily on the Washington State Institute for Public Policy’s (WSSIP) May, 2017 report, “The Effectiveness of Reentry Programs for Incarcerated Persons: Findings for the Washington State Reentry Council.”

The WSSIP’s report is “a meta-analysis of programs aimed at assisting offenders with reentering the community after incarceration and a report on the types of programs...effective in reducing recidivism among the general offender population.”<sup>7</sup> The report examined 59 distinct programs addressing recidivism, 43 of which reported effects on recidivism, over half of which were statistically significant. Of those, 21 programs were considered cost-effective, that is, program benefits exceeded direct program costs and indirect costs, which were defined as costs associated with revictimization. These 21 programs are described below. [please note that three of these programs – described under Therapeutic Communities below - I considered sufficiently similar that they are included under one description, hence the count below numbers 19, not 21.] As an additional component of this report, a refinement was conducted to determine whether program benefits exceeded **direct** program costs (Column 9). In the event, this report finds that program benefits exceeded direct costs in 18 of these programs, with benefits ranging from \$231 to \$9,032. Please note that at the time of report preparation, it has not always been possible to determine if these programs are available in Oregon.

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<sup>7</sup> Washington State Institute for Public Policy, *Effectiveness of Reentry Programs for Incarcerated Persons: Findings for the Washington State Reentry Council*. May, 2017.

## COST-EFFECTIVE REENTRY PROGRAMS REVIEWED BY WSIPP

### 1. Offender Reentry Community Safety Program (ORCSP) for individuals with serious mental illness

- a. The ORCSP program is a multi-disciplinary team of professionals from the Department of Corrections and Compass Health that assists designated participants with a risk of reoffending and a history of mental illness, in transitioning out of the prison system. The ORCSP Team meets with the participant multiple times prior to release from prison to collectively develop a release plan. Participants are enrolled in outpatient treatment services, and receive additional support from the ORCSP Team to address needs related to community stability.
- b. Available/Not Available in Oregon. Limitations, if any...
- c. Cost Benefit Analysis

Program name (1)	Total benefits (2)	Taxpayer benefits (3)	Non-taxpayer benefits (4)	Costs (5)	Benefits minus costs (net present value) (6)	Benefit to cost ratio (7)	Chance benefits will exceed costs (8)	Taxpayer Benefits minus costs (=3-5) (9)
Offender Reentry Community Safety Program (for individuals with serious mental illness)	\$69,950	\$23,873	\$46,077	(\$36,726)	\$33,224	\$1.90	96%	(12,853)

### 2. Circles of Support and Accountability (CoSA)

- a. Groups of volunteers with professional supervision support sex offenders as they reintegrate into society after their release from incarceration. Evaluations of CoSA indicate that participation in a CoSA can result in statistically significant reductions in repeat sexual offenses in 70% of cases, relative to what would be predicted by risk assessment or matched comparison subjects. CoSA projects exist throughout Canada,<sup>[1]</sup> the United Kingdom,<sup>[2]</sup> and some regions of the United States.
- b. Available/Not available in Oregon – Limitations, if any
- c. Cost/Benefit Analysis

Program name (1)	Total benefits	Taxpayer benefits	Non-taxpayer benefits	Costs	Benefits minus costs (net present value) (6)	Benefit to cost ratio	Chance benefits will exceed costs (8)	Taxpayer Benefits minus costs (=3-5) (9)
Circles of Support and Accountability	\$28,512	\$6,931	\$21,581	(\$3,906)	\$24,606	\$7.30	92%	\$3,025

### 3. Correctional Education (basic skills)



- a. "Correctional education" refers to a wide variety of educational programs available to men and women under correctional supervision. The types of programs range from basic skills training to college and vocational training that provide the skills necessary for people to obtain employment upon release.
  - i. **Adult Basic Education (ABE):** Basic skills training in math, reading, writing, and English as a Second Language (ESL)
  - ii. **Adult Secondary Education:** Instruction for the GED tests or another certificate of high school equivalency
  - iii. **Vocational Education:** Training to prepare individuals for general positions of employment as well as skills related to specific jobs and/or industries
  - iv. **College Coursework:** Advanced college coursework, where credits may be applied toward an associate, bachelor's, or master's degree
  - v. **Special Education:** Educational training designed for individuals with disabilities or other special needs
  - vi. **Study Release:** Release of individuals from correctional supervision for participation in coursework or training offered outside of a prison or jail
  - vii. **Life Skills/Competency-Based Education:** Wide variety of programs that focus on providing individuals with communication skills, job and financial skill development, education, interpersonal and family relationship development, as well as stress and anger management
- b. Available/Not available in Oregon – Limitations, if any
- c. Cost/Benefit Analysis

Program name (1)	Total benefits	Taxpayer benefits	Non-taxpayer benefits	Costs	Benefits minus costs (net present value) (6)	Benefit to cost ratio	Chance benefits will exceed costs (8)	Taxpayer Benefits minus costs (=3-5) (9)
Correctional education (basic skills)	\$12,076	\$3,379	\$8,697	(\$1,249)	\$10,827	\$9.67	98%	\$2,130

#### 4. Correctional Education (post-secondary)

- a. Correctional Education is a fundamental component of rehabilitative programming offered in juvenile justice confinement facilities, most American prisons, and many jails and detention centers. Correctional populations are over-represented with individuals having below average levels of educational attainment. Education "behind bars" presents an opportunity for the incarcerated to prepare for success upon release. In 1991, an Office of Correctional Education (OCE) was created by the Carl D. Perkins Vocational and Applied Technology Education Act, to coordinate and improve these efforts to support educational opportunities in correctional settings. The OCE function currently resides in the Office of Career, Technical and Adult Education (OCTAE) Division of Adult Education and Literacy (DAEL). Funding available through Improved Reentry Education Grants offers competitive annual awards.
- b. Available/Not available in Oregon – Limitations, if any
- c. Cost/Benefit Analysis

Program name (1)	Total benefits	Taxpayer benefits	Non-taxpayer benefits	Costs	Benefits minus costs (net present value) (6)	Benefit to cost ratio	Chance benefits will exceed costs (8)	Taxpayer Benefits minus costs (=3-5) (9)
Correctional education (post-secondary education)	\$24,711	\$6,732	\$17,979	(\$1,248)	\$23,462	\$19.79	100%	\$5,484

## 5. Vocational Education in Prison

- Vocational training or career technical education programs in prison are designed to teach inmates about general employment skills or skills needed for specific jobs and industries. The overall goal of vocational training is to reduce inmates' risk of recidivating by teaching them marketable skills they can use to find and retain employment following release from prison. Vocational and technical training programs can also reduce institutional problem behaviors by replacing inmates' idle time with constructive work
- Available/Not available in Oregon – Limitations, if any
- Cost/Benefit Analysis

Program name (1)	Total benefits	Taxpayer benefits	Non-taxpayer benefits	Costs	Benefits minus costs (net present value) (6)	Benefit to cost ratio	Chance benefits will exceed costs (8)	Taxpayer Benefits minus costs (=3-5) (9)
Vocational education in prison	\$17,781	\$4,923	\$12,858	(\$1,495)	\$16,286	\$11.89	97%	\$3,428

## 6. Employment counseling and job training

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- Available/Not available in Oregon – Limitations, if any
- Cost/Benefit Analysis

Program name (1)	Total benefits	Taxpayer benefits	Non-taxpayer benefits	Costs	Benefits minus costs (net present value) (6)	Benefit to cost ratio	Chance benefits will exceed costs (8)	Taxpayer Benefits minus costs (=3-5) (9)
Employment counseling and job training (transitional reentry from incarceration into the community)	\$23,721	\$6,632	\$17,089	(\$2,434)	\$21,287	\$9.75	97%	\$4,198

## 7. Drug Offender Sentencing Alternative (for persons convicted of *drug* offenses) (DOSA)

- This program is an alternative to incarceration for felony offenders with substance abuse problems. In lieu of confinement, offenders must successfully complete a residential, chemical-dependency treatment program in the community. WSSIP rates this program as “promising.” Residential DOSA was shown to significantly reduce overall recidivism rates compared with prison-based DOSA.
- Available/Not available in Oregon – Limitations, if any
- Cost/Benefit Analysis

Program name (1)	Total benefits	Taxpayer benefits	Non-taxpayer benefits	Costs	Benefits minus costs (net present value) (6)	Benefit to cost ratio	Chance benefits will exceed costs (8)	Taxpayer Benefits minus costs (=3-5) (9)
Drug Offender Sentencing Alternative (for persons convicted of drug offenses)	\$22,656	\$6,738	\$15,918	(\$1,629)	\$21,027	\$13.91	99%	\$5,109

**8. Drug Offender Sentencing Alternative (for persons convicted of property crimes) (DOSA)**

- a. This program is an alternative to incarceration for felony offenders with substance abuse problems. In lieu of confinement, offenders must successfully complete a residential, chemical-dependency treatment program in the community. The program is rated Promising. Residential DOSA was shown to significantly reduce overall recidivism rates compared with prison-based DOSA.
- b. Available/Not available in Oregon – Limitations, if any
- c. Cost/Benefit Analysis

Program name (1)	Total benefits	Taxpayer benefits	Non-taxpayer benefits	Costs	Benefits minus costs (net present value) (6)	Benefit to cost ratio	Chance benefits will exceed costs (8)	Taxpayer Benefits minus costs (=3-5) (9)
Drug Offender Sentencing Alternative (for persons convicted of property offenses)	\$12,349	\$3,774	\$8,575	(\$1,629)	\$10,721	\$7.58	71%	\$2,145

**9. Mental Health Courts**

- a. Mental Health Courts partner key criminal justice stakeholders with practitioners in the mental health system to provide judicial supervision over the delivery of community-based treatment to people who have severe mental illness and are involved in the justice system. Mental Health Courts use specialized screening and assessments to identify and divert individuals from incarceration and support compliance with community supervision and treatment. Similar to the Adult Drug Court model, a team of court staff and mental health professionals works together to develop treatment plans, deliver services, and supervise participants in the community.
- b. Available in Oregon – Only available in Multnomah, Umatilla, Jackson and Douglas Counties. A 2015 study found a 37% reduction in recidivism than the control group.
- c. Cost Benefit Analysis

Program name (1)	Total benefits	Taxpayer benefits	Non-taxpayer benefits	Costs	Benefits minus costs (net present value) (6)	Benefit to cost ratio	Chance benefits will exceed costs (8)	Taxpayer Benefits minus costs (=3-5) (9)
Mental health courts	\$17,171	\$4,980	\$12,191	(\$3,106)	\$14,065	\$5.53	95%	\$1,874

## 10. Intensive Supervision

- a. Parolees assigned to the Intensive Supervision Unit receive increased community contact from their assigned officer, frequent drug testing, searches, surveillance, and a lower tolerance for noncompliant behaviors. Officers in the Intensive Supervision Unit maintain smaller caseloads in order to provide closer community supervision.
- b. Available/Not available in Oregon – Limitations, if any
- c. Cost Benefit Analysis

Program name (1)	Total benefits	Taxpayer benefits	Non-taxpayer benefits	Costs	Benefits minus costs (net present value) (6)	Benefit to cost ratio	Chance benefits will exceed costs (8)	Taxpayer Benefits minus costs (=3-5) (9)
Intensive supervision (surveillance and treatment)	\$13,210	\$3,907	\$9,303	(\$813)	\$12,397	\$16.25	100%	\$3.094

## 11. Reentry Courts

- a. A reentry court is a court that manages the return to the community of individuals being released from prison, using the authority of the court to apply graduated sanctions and positive reinforcement and to marshal resources to support the prisoner's reintegration, much as drug courts do, to promote positive behavior by the returning prisoner. The expectation is that the focus on reentry issues in the courts will help reduce the recidivism rate of returning prisoners and will encourage a broad-based coalition to support the successful reintegration of those offenders.
- b. Available in three counties in Oregon – Multnomah, Lane and Josephine.
- c. Cost/Benefit Analysis

Program name (1)	Total benefits	Taxpayer benefits	Non-taxpayer benefits	Costs	Benefits minus costs (net present value) (6)	Benefit to cost ratio	Chance benefits will exceed costs (8)	Taxpayer Benefits minus costs (=3-5) (9)
Reentry courts	\$16,912	\$5,153	\$11,760	(\$4,922)	\$11,990	\$3.44	95%	\$231

## 12. Inpatient or intensive outpatient drug treatment during incarceration/Therapeutic Communities (TCs)

- a. Research on prison TCs, including several meta-analyses, suggests that these interventions can reduce post-prison recidivism and relapse when combined with aftercare treatment following release. A systematic review examined 26 published and unpublished studies of prison drug treatment in North America or Western Europe since 1979, including counseling and drug education programs, in addition to TCs. Three-quarters of the studies had outcomes that favored the treatment group over the comparison group, with an overall mean odds ratio of 1.25

(equivalent to a modest reduction in recidivism from 50% to 44.5%). TC programs showed the strongest overall effect (mean odds ratio = 1.47).<sup>8</sup>

- b. Available/Not available in Oregon – Limitations, if any
- c. Cost Benefit Analysis

Program name (1)	Total benefits	Taxpayer benefits	Non-taxpayer benefits	Costs	Benefits minus costs (net present value) (6)	Benefit to cost ratio	Chance benefits will exceed costs (8)	Taxpayer Benefits minus costs (=3-5) (9)
Inpatient or intensive outpatient drug treatment during incarceration	\$13,085	\$3,651	\$9,434	(\$1,289)	\$11,796	\$10.15	98%	\$2,362
Therapeutic communities (in the community) for individuals with co-occurring disorders	\$16,448	\$4,872	\$11,576	(\$5,092)	\$11,357	\$3.23	87%	(\$220)
Therapeutic communities (during incarceration) for individuals with substance use disorders	\$11,092	\$2,966	\$8,126	(\$2,198)	\$8,894	\$5.05	96%	\$768

**13. Outpatient or non-intensive drug treatment during incarceration**

- a. This group of programs includes outpatient and non-intensive substance abuse treatment programs delivered to incarcerated individuals who have substance abuse problems. Treatment types include individual counseling, cognitive behavioral therapy, reflective journaling, and other approaches. Participants generally attend treatment for one to five months, with treatment up to five hours per day in brief programs and substantially less-frequent programming in long-term programs.
- b. Available/Not available in Oregon – Limitations, if any
- c. Cost Benefit Analysis

Program name (1)	Total benefits	Taxpayer benefits	Non-taxpayer benefits	Costs	Benefits minus costs (net present value) (6)	Benefit to cost ratio	Chance benefits will exceed costs (8)	Taxpayer Benefits minus costs (=3-5) (9)
Outpatient or non-intensive treatment in the community	\$10,340	\$3,071	\$7,269	(\$769)	\$9,572	\$13.45	100%	\$2,302

**14. Electronic monitoring (parole)**

- a. Officers choose the appropriate type of monitoring based on assessing an individual's risks, needs, and convictions. Parole officers use GPS monitoring for sex offenders and others that pose a more serious risk to the community. Ellison states that officers may also adjust the type of electronic monitoring or the restrictions imposed to enhance their ability to monitor a person who is not complying with his or her conditions of release. Officers may switch the type of

<sup>8</sup> Belenko, Steven, et al. *Treating Substance Use Disorders in the Criminal Justice System*. Current Psychiatry Reports, November, 2013.

monitoring or reduce restrictions on a parolee who is complying with his or her conditions of release and succeeding in the community. Parole officers review alerts sent by the monitoring devices the next business day and investigate every alert each business day.

b. Available/Not available in Oregon – Limitations, if any

c. Cost/Benefit Analysis

Program name (1)	Total benefits	Taxpayer benefits	Non-taxpayer benefits	Costs	Benefits minus costs (net present value) (6)	Benefit to cost ratio	Chance benefits will exceed costs (8)	Taxpayer Benefits minus costs (=3-5) (9)
Electronic monitoring (parole)	\$8,259	\$2,041	\$6,219	\$1,139	\$9,398	n/a	100%	\$3,180

### 15. Swift, Certain and Fair Supervision

a. An approach to criminal-justice supervision involving probation, parole, pre-trial diversion, and/or incarceration. SCF implementations typically have the following features:<sup>[1]</sup>

- i. Limited set of rules
- ii. Clear warnings
- iii. Close monitoring
- iv. Swift response to violations
- v. A modest consequence for every violation

b. Available/Not available in Oregon – Limitations, if any

c. Cost/Benefit Analysis

Program name (1)	Total benefits	Taxpayer benefits	Non-taxpayer benefits	Costs	Benefits minus costs (net present value) (6)	Benefit to cost ratio	Chance benefits will exceed costs (8)	Taxpayer Benefits minus costs (=3-5) (9)
"Swift, certain, and fair" supervision	\$9,150	\$2,552	\$6,598	\$68	\$9,218	n/a	87%	\$2,620

### 16. Risk Need and Responsivity

a. Risk Need and Responsivity is based on three principles: 1) the *risk principle* asserts that criminal behavior can be reliably predicted and that treatment should focus on the higher-risk offenders; 2) the *need principle* highlights the importance of criminogenic needs in the design and delivery of treatment; and 3) the *responsivity principle* describes how the treatment should be provided.

- i. **Risk principle:** Match the level of service to the offender's risk to re-offend.
- ii. **Need principle:** Assess criminogenic needs and target them in treatment.
- iii. **Responsivity principle:** Maximize the offender's ability to learn from a rehabilitative intervention by providing cognitive behavioral treatment

and tailoring the intervention to the learning style, motivation, abilities and strengths of the offender.

- b. Available/Not available in Oregon – Limitations, if any
- c. Cost/Benefit Analysis

Program name (1)	Total benefits	Taxpayer benefits	Non-taxpayer benefits	Costs	Benefits minus costs (net present value) (6)	Benefit to cost ratio	Chance benefits will exceed costs (8)	Taxpayer Benefits minus costs (=3-5) (9)
Risk Need and Responsivity supervision (for individuals classified as high- and moderate-risk)	\$9,592	\$2,947	\$6,645	(\$1,372)	\$8,220	\$6.99	98%	\$1,575

**17. Drug Courts**

- a. Drug courts are specialized court docket programs that focus on criminal defendants and offenders, juvenile offenders, and parents with pending child welfare cases who have alcohol and other drug dependency problems. Drug courts are usually managed by a non-adversarial and multidisciplinary team including judges, prosecutors, defense attorneys, community corrections, social workers and treatment service professionals. Support from stakeholders representing law enforcement, the family and the community is encouraged through participation in hearings, programming and events such as graduation.
- b. Available/Not available in Oregon – Limitations, if any
- c. Cost/Benefit Analysis

Program name (1)	Total benefits	Taxpayer benefits	Non-taxpayer benefits	Costs	Benefits minus costs (net present value) (6)	Benefit to cost ratio	Chance benefits will exceed costs (8)	Taxpayer Benefits minus costs (=3-5) (9)
Drug courts	\$13,926	\$4,888	\$9,038	(\$4,924)	\$9,002	\$2.83	100%	\$9,002

**18. Serious and Violent Offender Reentry Initiative (SVOR)**

- a. A collaborative Federal effort that concentrates on improving criminal justice, employment, education, health, and housing outcomes of adult and juvenile offenders upon their release from incarceration. The program is rated “No Effects.” The overall results of the evaluation did not show significant differences between participants and non-participants using measures of housing, substance use, and criminal behavior/recidivism for adult male, female offenders and juvenile male offenders.
- b. Available/Not available in Oregon – Limitations, if any
- c. Cost/Benefit Analysis

Program name (1)	Total benefits	Taxpayer benefits	Non-taxpayer benefits	Costs	Benefits minus costs (net present value) (6)	Benefit to cost ratio	Chance benefits will exceed costs (8)	Taxpayer Benefits minus costs (=3-5) (9)
Serious and Violent Offender Reentry Initiative (SVORI)	\$22,719	\$8,120	\$14,599	(\$14,535)	\$8,184	\$1.56	89%	(\$6,415)

**19. Cognitive Behavioral Therapy** (for individuals classified as high/moderate risk)

- a. Cognitive behavioral therapy (CBT) includes various components, such as cognitive restructuring, behavioral activation, emotion regulation, communication skills, and problem-solving. Treatment is goal-oriented and generally of limited duration. CBT emphasizes individual accountability and teaches participants that cognitive deficits, distortions, and flawed thinking processes cause criminal behavior. For this broad grouping of studies, a variety of “brand name” programs (e.g., Enhanced Thinking Skills, Moral Reconciliation Therapy, Reasoning and Rehabilitation, and Thinking 4 a Change) were delivered to adults in either an institutional or community setting for an average of 2.5 months. Studies evaluating CBT delivered specifically as sex offender treatment were excluded from this analysis.
- b. Available/Not available in Oregon – Limitations, if any
- c. Cost/Benefit Analysis

Program name (1)	Total benefits	Taxpayer benefits	Non-taxpayer benefits	Costs	Benefits minus costs (net present value) (6)	Benefit to cost ratio	Chance benefits will exceed costs (8)	Taxpayer Benefits minus costs (=3-5) (9)
Cognitive Behavioral Therapy (CBT) (for individuals classified as high- or moderate-risk)	\$8,817	\$2,732	\$6,085	(\$1,395)	\$7,422	\$6.32	100%	\$1,337

**Findings from Oregon:**

The following paragraphs highlight significant findings that relate directly to recidivism in Oregon:

1. While Oregon does not have an independent commission to measure the cost-effectiveness of government programs as Washington State does, in 2012 the Criminal Justice Commission conduct a limited analysis of programs aimed at reducing recidivism. That report, *Results First, Final Benefit-Cost Analysis Report on Department of Corrections* contained the following table:

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***Each recidivist in Oregon costs the state \$104,814. Reducing the recidivism rate by 1% for one year would save the State of Oregon \$4,300,000.***

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Program name	Benefits to cost ratio <sup>1</sup>	Oregon Program Expenses	Oregon Costs Avoided	Taxpayer benefits	Odds of positive return on investment
				Non-taxpayer benefits	
Cognitive behavioral therapy (high and moderate risk offenders)	\$7.54	(\$1,707)	\$12,867	\$3,111	100 %
				\$9,756	
Correctional education (basic or post-secondary) in prison	\$11.86	(\$1,778)	\$21,080	\$4,844	100 %
				\$16,236	
Inpatient/intensive outpatient drug treatment (incarceration)	\$4.06	(\$3,873)	\$15,726	\$3,783	100 %
				\$11,943	
Outpatient/non-intensive drug treatment (incarceration)	\$11.64	(\$1,309)	\$15,240	\$3,685	100 %
				\$11,554	
Vocational education in prison	\$12.03	(\$1,661)	\$19,989	\$4,524	100 %
				\$15,465	
Oregon Correctional Enterprises	\$5.20	(\$4,891)	\$21,350	\$4,898	100%
				\$16,452	

Based on these findings, *Results First* made the following four policy recommendations:

**Recommendation 1:** Additional research to determine Oregon-specific effects and examine fidelity to programming quality.

**Recommendation 2:** Examine potential program participants to determine barriers to program engagement and completion.

**Recommendation 3:** Increase vocational education program offerings.

**Recommendation 4:** Expand Oregon Correctional Enterprises (OCE) programs and provide additional employment programming.

2. In 1989, Oregon effectively eliminated parole, replacing it with post-prison supervision (PPS) for anyone entering the system after 1988. Under the terms of post-prison supervision, one cannot be returned to prison but one may be returned to jail to serve a term for a technical violation of the terms of post-prison supervision. Post-prison supervision may be characterized as “parole light.”

Under PPS, parole can be revoked for up to 180 days, although the vast majority are under 12 days. Significantly, however, returning to jail for a technical violation is not included under Oregon’s recidivism count as it does in many other states where technical violations may result in a return to prison (as opposed to jail). This has led some within the prison reform movement to suggest that Oregon undercounts recidivism.

3. Recidivism is extremely costly. According to the Oregon Department of Corrections, each recidivist in Oregon costs the state \$104,814. Reducing the recidivism rate by 1% for one year would save the State of Oregon \$4,300,000.<sup>9</sup>
4. The State of Oregon allocated nearly \$39,000,000 for the 2017-19 biennium for Justice Reinvestment Grant program to financially support Oregon counties to plan, implement, or expand initiatives that reduce recidivism, reduce prison population, increase public safety, and hold offenders accountable. Grant funds are provided in six broad categories:
  - Services - \$9,201,163
  - Supervision & Sanctions - - \$8,876,634
  - Treatment - \$8,397,362
  - Personnel & Support - \$4,954,248
  - Victim Services - \$4,094,845
  - Pretrial - \$3,337,996

Of these funds, Multnomah County received the following funds for the following programs:

Category	Program	Funding Received
Services	Mentoring	\$1,327,375
	Education and Employment	\$536,744
	Parenting	\$309,666
Supervision & Sanctions	Supervision	\$1,304,184
Treatment	Alcohol & Drugs	\$1,359,762
	Mental Health	\$157,324
Personnel & Support	Deputy District Attorney	\$552,269
	Training Program Management & Admin.	\$852,645
	Courts & Law Enforcement	\$463,494
Victims Services	General Victim Services	\$357,180
	Child Abuse and Neglect	\$15,546
	Domestic Violence & Sexual Assault	\$348,953

5. Work Release Programs - In FY- 01-02, Oregon Department of Corrections provided 749 inmate work programs. In FY- 06-07, we had increased to 1207. Last year, DOC achieved an all-time high at 1469 work opportunities within the prisons.

<sup>9</sup> Crapser, Nicholas. *Sponsors, Inc. Presentation*, 2017 National Association of Drug Court Professionals Conference.

6. Oregon currently offers **Offender Reentry Programs** in four counties: Multnomah, Washington, Jackson and Josephine. These Offender Reentry Programs provide drug treatment to inmates who have a high need for these services. DOC provides residential substance abuse or co-occurring disorder treatment program during incarceration at a DOC institution. Participants in drug treatment programs are adult offenders with a moderate or high risk to recidivate. In 2011, the Criminal Justice Commission studied program impact from these four programs. That preliminary analysis showed that offenders who participated in the Offender Reentry Program had a 33% drop in recidivism as measured by re-arrest compared to offenders who did not participate in the program. Participants in the program also showed a 27% drop in recidivism as measured by both felony and misdemeanor charges and a 33% drop in recidivism as measured by felony charges. A cost effectiveness analysis was not performed. This initiative appears to correspond to Inpatient or intensive outpatient drug treatment during incarceration/Therapeutic Communities described on pages 10 and 11 above.
7. Oregon established three “**reentry centers**” [**reentry courts**] in 2005. These centers were evaluated in 2013 by the Oregon Criminal Justice Commission. For all participants receiving services from the Reentry Centers, there was no significant difference in subsequent arrests or charges from the control group. These results could be expected because a large number of the participants received minimal services such as a referral or employment search assistance. Another evaluation was conducted for the subgroup of those participants that received the highest level of services, which included an action plan and full engagement in services available. For this participant group there was a marginally significant difference in the statutory arrest rate as compared to the control group. The treatment group showed a 25% drop in the arrest rate for statutory crimes. There was no significant difference in the total arrest rate. For new charges, the treatment group showed a 31% drop for the overall charge rate and this was statistically significant. Based on a 31% effect size, the subsequent cost benefit analysis showed that for every dollar invested in the program, a benefit of \$14.17 is realized in savings from the criminal justice system and avoided victimizations.
8. Oregon launched what the Oregon Justice Commission describes as a highly successful program to address recidivism known as **Short Term Trans Leave**. Oregon Administrative Code defines Short Term Trans Leave as “a period of leave not to exceed 90 days preceding an established release date designed to provide inmates with transitional opportunities that promote successful reintegration into the community.”<sup>10</sup> In 2017, the State of Oregon expanded this program, extending the period of Short Term Trans Leave to 120 days.

Nationally, one in five ex-offenders max out their sentences. As a consequence, there is no supervision upon release. In New Jersey, one study suggested that ex-offenders *released under supervision* were 36% less likely to recidivate.<sup>11</sup> Oregon is one of eight states that releases fewer than one in ten prisoners unsupervised. Indeed, Oregon abolished parole in

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<sup>10</sup> Oregon Administrative Rule, Chapter 291, Division 63

<sup>11</sup> Pew Charitable Trusts. *Max Out: The Rise of Prison Inmates Released without Supervision*. June, 2014.

1989 and now operates under a determinate sentencing structure. For sentences of 12 months or more that were imposed after Nov. 1, 1989, the state requires a period of post-release supervision with the length determined by offense type (the Short Term Trans Leave program described above). In 1980, Oregon released 10 percent of its offenders unconditionally, but by 2012 that number had dropped to 0.4 percent.<sup>12</sup> This policy, in particular, contributes to Oregon's reputation for having one of the lowest recidivism rates in the nation.

Between January 2014 and April 2018, the State of Oregon Department of Corrections reports 5,479 releases to the STTL program, saving over 340,817 prison bed days resulting in four-year savings to the State of Oregon of nearly \$29,000,000.

9. Marion County experiences the highest rate of prison admissions in the State of Oregon. In response, the Marion County Sheriff's Office, in partnership with the Marion County District Attorney's Office and Bridgeway Recovery Services, constructed the SB 416 program to develop and implement evidence-based strategies to improve the supervision of probationers and reduce recidivism. The program focuses on prison-bound people who commit nonviolent drug and property crimes. The mission of SB 416 is to reduce recidivism, protect the public, and hold offenders accountable by providing intensive community supervision and case management, substance-use treatment programming, and mentoring services, as well as direct access to employment services, housing, education, and transportation.

Five objectives frame the program:

- Develop an evidence-based sentencing program using risk and needs assessments.
- Develop partnerships with the district attorney's office and the courts.
- Provide evidence-based cognitive, motivation, substance-use treatment, and mentoring services.
- Provide an appropriate level of case management that ensures coordinated delivery of client services.
- Collect and analyze project data and related outcome measures.

Eligibility:

- nonviolent property and drug offenders
- residents of Marion County
- medium to high risk, as identified by the Public Safety Checklist (PSC, an actuarial risk assessment tool that uses offender characteristics to predict recidivism) and the Level of Service/Case Management Inventory (LS/CMI) risk and needs assessment
- substance-use issues and motivation to receive programming

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<sup>12</sup> Ibid.

Excluded from the program:

- person-to-person offenders (such as violent offenders and sex offenders)
- offenders with serious mental health conditions

A preliminary evaluation of this program is due out by end of year 2018.

10. Family Sentencing Alternative Pilot Program – Established by HB 3035 in 2015, FSAPP allows eligible non-violent primary parents facing prison sentences to continue their parenting role by being diverted from prison and participating in intensive supervision, treatment, and programs geared toward parenting and families. The program promotes the unification of families, prevents children from entering the foster care system, and reduces the chances individuals and their children will become involved in the criminal justice system in the future. Five counties are participating in the pilot: Jackson, Lane, Marion, Multnomah, and Washington.

Since the inception of the pilot in January 2016, 133 individuals have participated in the program. Together, these participants are the primary caregivers to 245 minor children who would otherwise be involved in the foster system. This program is being reviewed in 2018 and a preliminary report shall be issued by end of year.

11. Ed Latessa, a criminal justice professor from the University of Cincinnati, has studied recidivism extensively. His seminal study, *What Works and What Doesn't in Recidivism*, suggests that programs to address recidivism must focus on cognitive behavioral change rather than education. This is the focus of Jeremiah Stromberg's team of evaluators. They evaluate Oregon programs across a half dozen domains such as clinical oversight, management, curriculum fidelity, group dynamics, etc. and rank them from outstanding to failing and then provide technical assistance to struggling programs. However, Oregon has only two evaluators for the nearly 1,000 programs across the State of Oregon. Only 200 of these programs receive state funding that actually require a review. According to Stromberg, with five or six evaluators, they could significantly improve program outcomes.
12. According to Stromberg, Oregon needs more programs that are responsive to people based on race, gender, ethnicity. These programs typically have higher rates of attendance/participation. But, again according to Stromberg, these programs are universally not the evidence-based, cognitive-based programs that have proven most highly effective. According to Stromberg, "While many programs attempt to provide responsive approaches and techniques, many times, I have found they deviate from traditionally accepted approaches that have been proven to change behavior and reduce recidivism. I don't believe they should be abandoned, but we need to find more appropriate ways to evaluate their impact and success, and ensure they incorporate methodologies that focus on criminogenic risks and cognitive behavioral change."

13. According to Stromberg, the average case load for probation/parole officers is 65 vs. a recommended case load of 50, although certain intensive programs have lower caseloads. “It’s manageable. What is not manageable, however, is the computer system that is used to track everyone. It’s a 1992 IBM COBOL system requiring multiple re-entry of data.” According to Stromberg, it is inefficient, inhibits collaboration, and makes research exceedingly difficult.
14. In 2015, Multnomah County adopted “**ban the box**,” prohibiting employers from inquiring about the arrest history of candidates for employment prior to a job offer. Subsequently, the State of Oregon adopted similar legislation. As Wikipedia explains, “The premise of ban the box is that anything that makes it harder for ex-offenders to find a job makes it likelier that they will re-offend, which is bad for society.” However, several studies now suggest that an perverse consequence of ban the box legislation may be a rise in discrimination in hiring practices. Specifically,

*In a recent paper from the National Bureau of Economic Research, Jennifer L. Doleac of the University of Virginia’s Frank Batten School of Leadership and Public Policy and Benjamin Hansen of the University of Oregon looked at how the implementation of ban-the-box policies affected the probability of employment for young, low-skilled, black and Hispanic men. They found that ban-the-box policies decreased the probability of being employed by 5.1 percent for young, low-skilled black men, and 2.9 percent for young, low-skilled Hispanic men.<sup>13</sup>*

### **Policy Opportunities:**

**Employment** is identified as one of the key factors in reducing recidivism. A Rand Corporation study found that 59 out of 100 employers filling an entry-level job would consider hiring someone who has one nonviolent felony conviction with the incentive of a baseline tax credit. Adding a post-conviction certificate verifying work performance history increases that number by 37 percent to 81 out of 100 employers. Increasing the baseline tax credit to 40 percent of a worker’s wage (up to \$5,000) increases that number by 30 percent, to 77 out of 100 employers.

With a baseline staffing agency discount fee program, 43 out of 100 employers filling an entry-level position would consider hiring someone who has one nonviolent felony conviction. Adding a guaranteed replacement worker program increases that number by 69%, to 73 out of 100 employers. Doubling the baseline staffing agency fee discount increases that number by 39%, to 60 out of 100 employers.<sup>14</sup>

**Family Group Conferencing** has been described as a mediated formal meeting between family members and other officials such as social workers and police in regards to the care and protection of a child or adolescent who has engaged in criminal behavior. According to a study conducted by the Vera Institute of Justice, one of the preeminent criminal justice think tanks in

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<sup>13</sup> Semuels, Alana. *When Banning One Kind of Discrimination Leads to Another*, The Atlantic. August 4, 2016.

<sup>14</sup> Hunt, Priscilla, et al. *Incentivizing Employers to Hire Ex-Offenders*.  
[https://www.rand.org/pubs/research\\_briefs/RB10003.html](https://www.rand.org/pubs/research_briefs/RB10003.html)

the United States, Family Group Conferencing has been shown to reduce recidivism by up to 43%.<sup>15</sup>

### **Additional Questions to be explored:**

1. What percentage of offenders have access to reentry centers? What percentage of those offenders with access to reentry centers are eligible for the highest level of services? What is the potential cost and potential financial impact of expanding the reentry court option to all prisoners?

### **Further Considerations:**

1. While the goal of measuring “impact” is a worthy one, considerable social science research provides a cautionary tale on the limitations of impact measurement.<sup>16</sup>
2. As suggested above, the Portland Citizens Crime Commission has identified four key initiatives which have historically translated into three principle criminal justice topics of concern:
  - Homelessness
  - Recidivism
  - Cyber security

Among its four key initiatives, the CCC has called out “looking beyond the systems to actively address the roots of crime.” Interestingly, of the three criminal justice topics that the CCC has identified as among its primary concerns, it may be argued that two of them (homelessness and recidivism) have the same root cause (participation in the foster care system). It is well known, for example, that 80% of state and federal prisoners have spent some time in the nation’s foster care system<sup>17</sup>. Similarly, it is well known that between 40-50% of individuals who matriculate out of the foster care system become homeless within 18 months.<sup>18</sup> According to Foster Focus, the nation’s only monthly magazine devoted to foster care, 50% of the homeless population has spent time in the foster care system.<sup>19</sup>

Similarly, there is a strong relationship between homelessness and incarceration. In a 2008 study of the U.S. jail population in 2002, 15.3 percent had been homeless at some point the year before incarceration—up to 11.3 times the estimate for the general adult population. For those with a

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<sup>15</sup> Waltman-Spreha, Kelly. *Examining the Relationship Between Family Group Conferencing and Recidivism*, Think Justice Blog, August, 5, 2013.

<sup>16</sup> Gugerty, Mary Kay and Karlan, Dan. *Ten Reasons Not to Measure Impact – and What to Do Instead*, Stanford Social Innovation Review. Summer, 2018.

<sup>17</sup> From <http://www.fostercare2.org/ask-the-pros-2/>

<sup>18</sup> Ibid.

<sup>19</sup> O’Neile, Shalita. *Foster Care and Homelessness*. Foster Focus. Volume 5, Issue 3.

mental illness, the rates of homelessness are even higher—about 20 percent.<sup>20</sup> Finally, it is estimated that 50% of individuals matriculating out of the Oregon penal system become homeless, a potential technical violation,<sup>21</sup> which could potentially result in jail time.

While it is notoriously difficult to “rank” foster care systems, such as they exist, Oregon’s foster care system typically ranks as one of the worst systems in the nation. One such ranking places Oregon 42<sup>nd</sup> out of 51 systems.<sup>22</sup> Similarly, the Annie E. Casey Foundation ranked Oregon 35<sup>th</sup> of 50 states and DC in the United States for underprivileged children.<sup>23</sup> The 2015 Children’s Bureau of the Administration for Children and Families annual report on maltreatment within state foster care systems ranked Oregon 49<sup>th</sup> out of 51 systems for recurrences of maltreatment within six months of a prior episode.<sup>24</sup>

Given the nexus between homelessness and imprisonment and the foster care system coupled with the CCC’s commitment to addressing root causes, in addition to making specific recommendations to address current conditions that contribute to or exacerbate recidivism and/or homelessness, the CCC may want to explore opportunities for reforming the foster care system to ensure better outcomes – in terms of homelessness and recidivism – for the unfortunate children who are forced to enter this system.

### **Conclusions/Next Steps:**

While some of the CCC’s 2002 recommendations for addressing recidivism have been implemented, several significant recommendations remain that: recommendations. Of particular note are the recommendations for research into increasing the number of multicultural service providers to address the needs of our increasingly diverse prison population as well as the need to establish an independent, non-partisan entity to help government make cost effective funding decisions.

At the same time, a number of significant reforms have taken place in Oregon to address recidivism. While these reforms have been backed by research and appear to be common sense solutions to reduce the likelihood of recidivation, Oregon’s prison population has continued to rise in the face of sharply falling crime rates. Oregon’s recidivism rate remains at 30%.

While much is unknown regarding programs that are most effective in reducing recidivism, society’s understanding has advanced considerably in the 16 years since the CCC’s last report. The Oregon Legislature will convene its bi-annual long session in January, 2019. Should the CCC wish to have an impact on policy prior to the mid-2020s, the CCC may consider reconvening its Recidivism Reduction Task Force now, and hold hearings in the fall of 2018 with the goal of

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<sup>20</sup> National Reentry Resource Center. *NRRC Facts & Trends*. <https://csgjusticecenter.org/nrrc/facts-and-trends/>.

<sup>21</sup> Simon, Paul. *Reentry Housing Strategies and Best Practices*, 2017 Criminal Justice Conference.

<sup>22</sup> Richie Bernardo, *2017’s States with the Most Underprivileged Children*, *Wallet Hub*, 8/19/2017

<sup>23</sup> Klein, Rebecca, *These States Are the Worst States for Underprivileged Children*. 8/11/2014.

<sup>24</sup> Children’s Bureau of the Administration for Children and Families, *Children’s Maltreatment Data: Outcomes 1 & 2: Safety*. <https://cwoutcomes.acf.hhs.gov/cwdatasite/recurrence/index>.



producing a report with recommendations for the Oregon legislature in time to impact the 2019 long session.