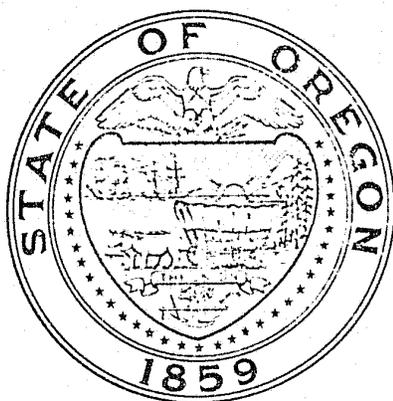


SUMMARY AND RECOMMENDATIONS DISTRICT 12

TASK FORCE ON CORRECTIONS CORRECTIONAL FEASIBILITY STUDY



DATA ANALYZED AND REPORT

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INTRODUCTION

A. Purpose of the Study

A consistent direction of change is evident in the United States today in penology and corrections. New practices and procedures being introduced across the country stem from several basic and seminal assumptions. Prominent among these are: 1) rehabilitation takes place more effectively outside of an institution; 2) maintenance of community ties facilitates reintegration into the community; and 3) treatment needs should be oriented according to the unique requirements of each individual rather than the nature of the offense.

These assumptions suggest that numerous institutional and procedural changes are required in corrections as well as throughout the criminal justice system. Many of these needed improvements were outlined in the President's Commission on Law Enforcement and Administration of Justice.

In order to examine some of these assumptions, to study their applicability to conditions in Oregon and to assess the feasibility of introducing new procedures in various districts, the present study has been undertaken. Recognizing the desirability of planned rather than haphazard change, the study proceeds through a logical sequence of: 1) gathering facts, followed by 2) analyzing and interpreting data, 3) developing recommendations, leading to 4) planning and implementation of desired change. Although the State study staff is primarily responsible for the first two steps in this process, local government officials and interested citizens carry responsibility, with the State staff, for the last two steps.

B. Background of the Study

The first report of the Feasibility Study noted that the spirit of correctional change is in the air. A number of changes and innovations are underway in the services to adult and juvenile offenders offered by the State Corrections Division in Oregon. On the national scene, the 1967 report of the President's Commission on Law Enforcement and Administration of Justice recommended a great number of changes and improvements in correctional services at all levels and stages of the correctional process in the United States.

A major theme of the President's Commission report was that too many offenders are being shunted off to state institutions who could be better dealt with in the local community. The Commission report recommended much wider use of community treatment programs such as probation. It also outlined a plan for community correctional centers for adults, located in specific communities, housing fifty inmates or less, and providing a host of treatment services and adjunct programs to incarcerated offenders and others under supervision in the community.

The Commission report had much to say about services to misdemeanor offenders. Stress was placed on the need for rehabilitative programs in local jails. The report also advocated wider use of release on own recognizance so as to keep persons out of jails. It also stressed the need for alternatives to jail sentences as a major disposition for convicted misdemeanants. Finally, the report urged that separate detention facilities be developed for juvenile offenders, ending the practice of incarcerating youths in jails and lock-ups.

Closely parallel recommendations specific to the State of Oregon are to be found in the 1966 report of the National Council on Crime and Delinquency, titled A Balanced Correctional System for Oregon. Some of the major recommendations of that report included the following: "That a comprehensive state-wide plan for regional juvenile detention be developed; that the Corrections Division prepare a long-range plan for the development of regional institutions to replace city and county jails; and that the Parole and Probation field staff be increased in order to make possible a markedly greater use of probation and parole for both felons and misdemeanants."

These themes indicate the philosophical background of the Feasibility Study. This project was undertaken as an effort to find ways to bring about important improvements in the correctional services to youthful offenders and misdemeanants on a local level. The Feasibility Study started off in agreement with national opinion which holds that effective correctional treatment or rehabilitation cannot often be conducted within jail facilities as they are now constituted. The Feasibility Study began by granting the validity of arguments holding that offenders should be given treatment within the local community whenever possible. The study also took as self-evident the argument that rehabilitation is frequently most effectively carried on outside of custodial institutions rather than within. In short, the Feasibility Study represented an effort to find ways to maximize the rehabilitative impact of correctional services upon offenders at the local level. Thus, this study was seen by those who originated it as involving considerably more than an inquiry into detention and jailing practices.

The District 12 Correctional Feasibility Study was an investigation of the processing of people during the year 1970 through the courts and jails in Grant, Gilliam, Morrow, Umatilla and Wheeler Counties in the State of Oregon. The study was conducted to gather, analyze and display baseline data which would be the basis for an objective view of the correctional services in District 12 during 1970 and the basis with which to begin improvement of those services to the misdemeanant.

Following the data collection and data display, the District 12 Technical Advisory Committee became involved with the Corrections Division study staff for the task of formulating recommendations for change, based on the Feasibility Study and others working together to implement those recommendations.

Two separate studies were carried out in District 12 pertaining to all phases of corrections, one study dealing specifically with Umatilla County Juvenile Department cases in 1970. The second study concerned presentation of other research findings on October 16, 1972, for District 12.

On January 23, 1973, at a District 12 Law Enforcement Council meeting in Pendleton, a committee was appointed by the chairman, John Mollahan, to begin work immediately with the Feasibility Study on the second phase, recommendations for implementation. The committee was composed of Mayor Eddie Knopp, Robert Hawk of Blue Mountain College, Umatilla County Commissioner Raymond Rees, Hermiston Police Chief Bob Shannon, Umatilla County Juvenile Director Jim B. Epley and Pendleton Police Chief Ernest Gallager.

On March 14, 1973, the subcommittee on the Recommendation Study met with the Feasibility Study staff and discussed the immediate priorities and

needs of the District and voted to submit recommendations to the next meeting of the Task Force on Corrections. Mr. Bill Deist, District Planner and Coordinator, met with the committee to direct the considerations for recommendations.

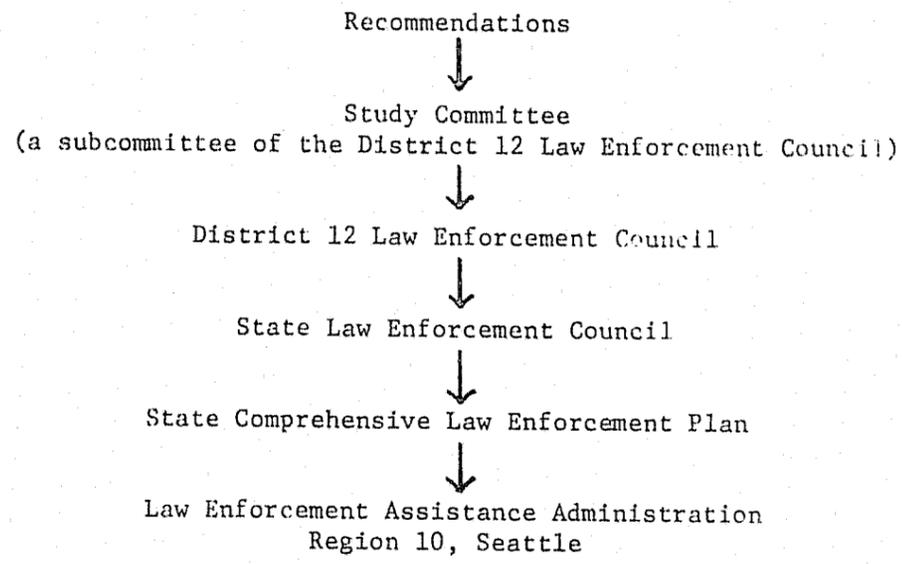
On April 9, 1973, the recommendations stated in this report were selected and decided upon by the Task Force meeting in Hermiston. Guidelines for future recommendations considerations were also adopted by the Council.

Primary concerns expressed were for better care of juveniles, increased use of programs and procedures which will divert people from jail detention, adaptation of treatment for alcohol-related offenders to accord with new legislation, improvement of jail facilities and a study on misdemeanant probation.

This report presents a series of recommendations based on the Correctional Feasibility Study Research Findings for District 12. The recommendations were developed by the individuals listed on the Acknowledgement page of this report, with the assistance of the Correctional Feasibility Study staff.

C. Implementation Stage

Since it is sometimes difficult to see how recommendations are finally implemented, the following schema is presented so that it is possible to follow the bureaucratic path of recommendations.



In addition to the bureaucratic pattern of a recommendation, a look needs to be taken at the role of the Correctional Feasibility Study staff and resources. The role of this group is that of a consultant resource to District people and to the State of Oregon's Law Enforcement Council.

ACKNOWLEDGMENT

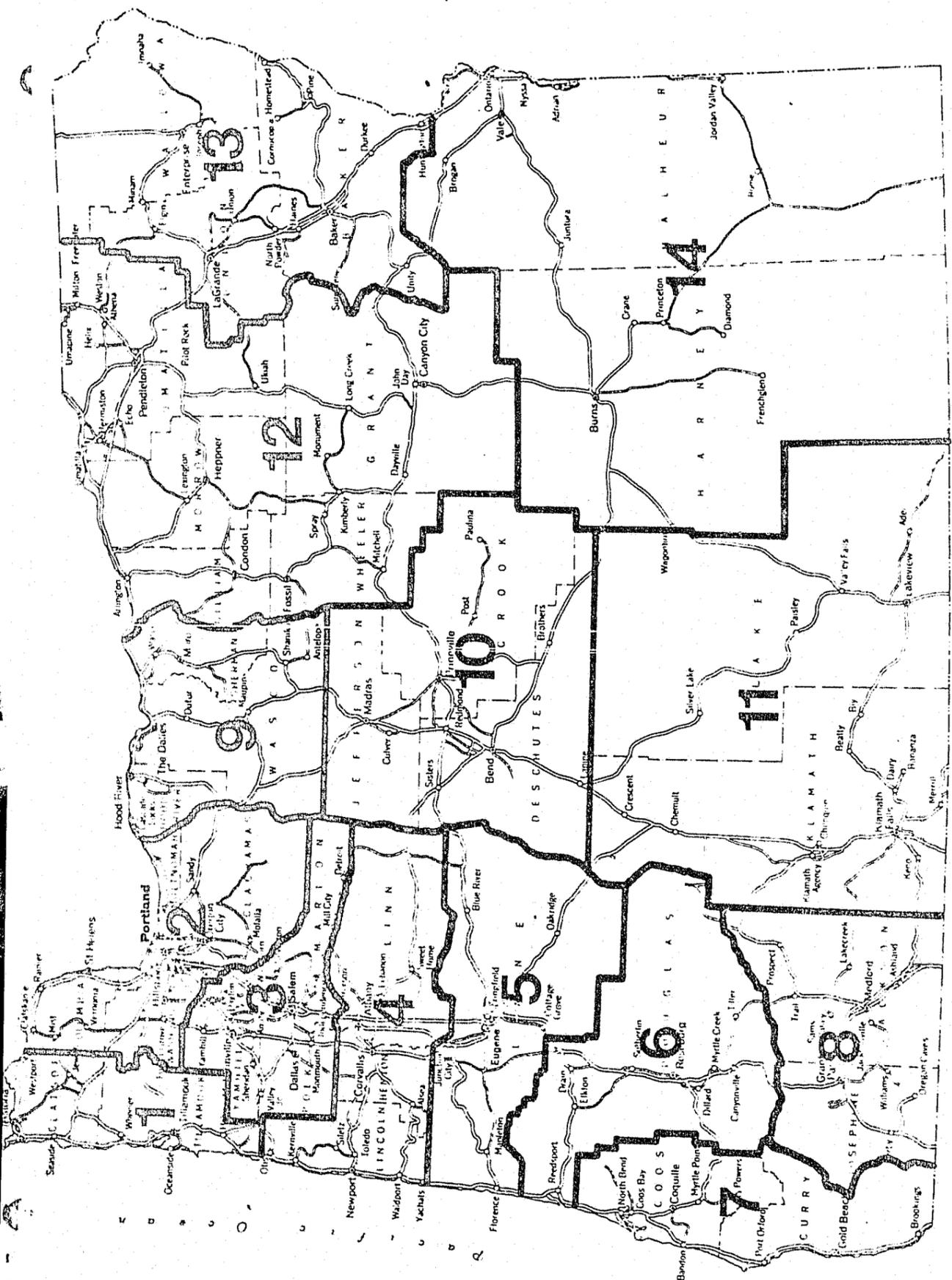
The Task Force members and resource people listed below have invested a great deal of time and effort toward putting together this comprehensive group of recommendations.

Task Force Members

- John Mollahan, Chairman, Sheriff of Morrow County
- Bill Deist, Law Enforcement Coordinator
- Jim Epley, Umatilla County Juvenile Director
- Ernie Gallaher, Chief of Police, Pendleton
- Bob Shannon, Chief of Police, Hermiston
- Raymond Rees, Umatilla County Commissioner

Resource People

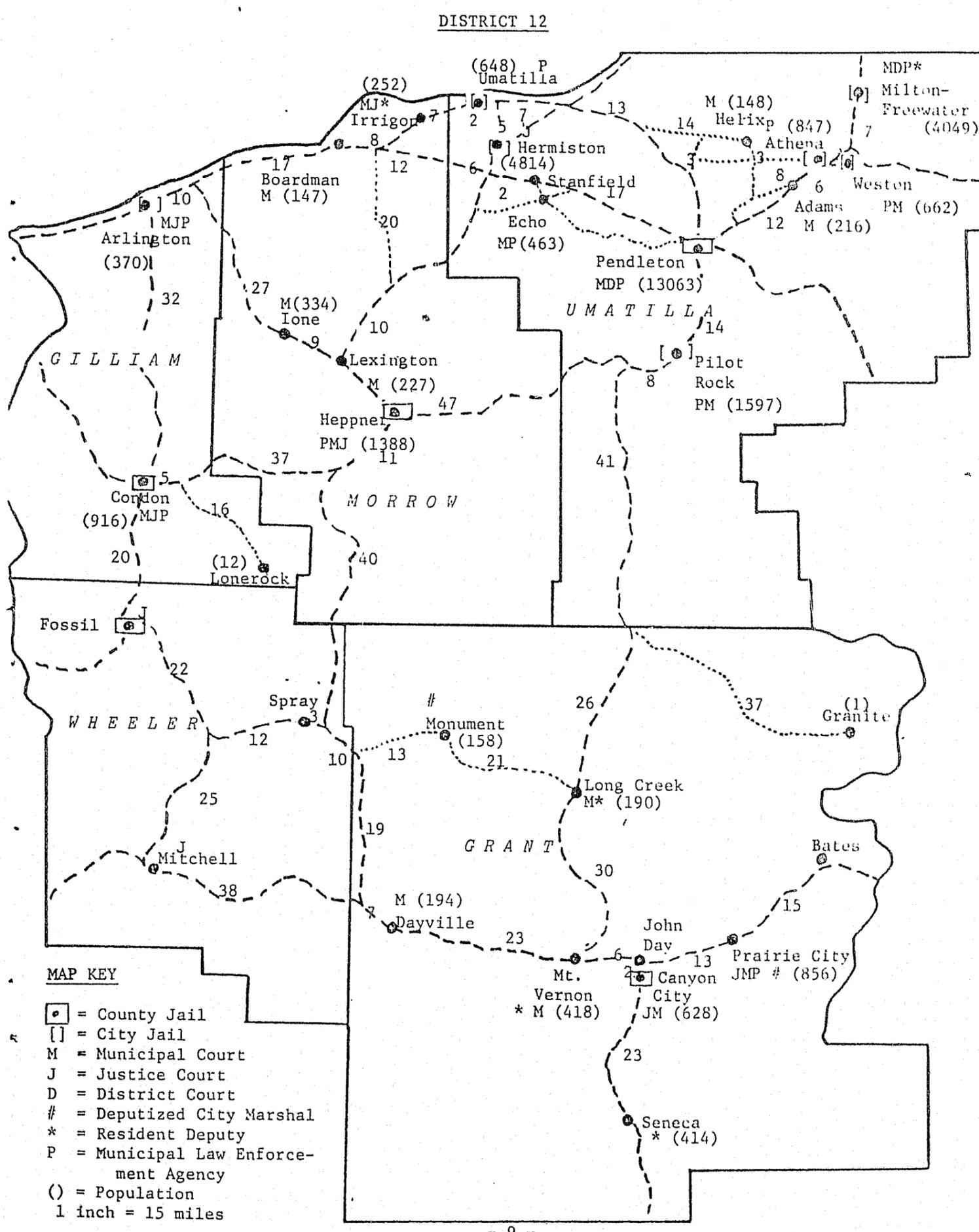
- Lester E. Belleque, Project Director, Feasibility Study
- Jerry Hawley, Project Consultant, Feasibility Study
- Robert Houser, Law Enforcement Council
- Waymon P. Rutledge, Project Consultant, Feasibility Study



State of Oregon DISTRICTS

Office of the Governor

— district boundary
 5 district number



RESEARCH FINDINGS

The detailed analysis of the 3,543 bookings in the seven jails in District 12 (Grant, Gilliam, Morrow, Umatilla and Wheeler Counties) in 1970 is contained in the report "Research Findings, District 12, Correctional Feasibility Study", dated September 20, 1972. That demographic and dispositional analysis revealed the following findings with respect to the composition and processing of the jail population for 1970.

Major Research Findings

	<u>Page</u> ^{1/}
<u>I. Crime</u>	
1. Information provided by seven jails reveal that 2,607 cases were involved, with 3,543 bookings, including 474 females.	11
2. Misdemeanor offenses contributed 72% of total crimes.	13
3. The age group 18 and under had the largest share of the total, 846 offenses.	14
4. Those under age 26 accounted for 2,009 or 57% of the District total of 3,543 cases.	14, 15
5. Alcohol-related crimes decreased from 1,411 in 1969 to 1,298 in 1971.	17
6. Out of a total of 367 drunk driving arrests, it was a first arrest for 350.	19
<u>II. Law Enforcement Agencies</u>	22
1. Pendleton City Police Department made 32% of the total arrests in the District during 1970.	23
2. Eighteen percent of the total arrests were made by the Milton-Freewater Police Department.	23
3. The Oregon State Police accounted for 16% of the total arrests and 11% were made by the Hermiston City Police Department.	23

^{1/} From "Research Findings, District 12, Correctional Feasibility Study", September 20, 1972, Oregon Corrections Division, Salem, Oregon.

<u>III. Pretrial Booking Data</u>	24
1. Fifty-seven percent, or 2,020 of the total 3,543 cases (321 female), spent part or all of one day in pretrial detention.	25
2. The Municipal and District Courts accounted for 50% or 1,878 of the total 3,756 <u>pretrial actions examined</u> . (A number of people received more than one pretrial action.)	27
3. Twenty-seven percent, or 1,005 cases (82 female) went to jail in lieu of bail.	27
4. Seventy-two percent, or 2,697 were District 12 residents.	28
<u>IV. Jails</u>	31
1. The District has a total of twelve jails. Information was provided by seven of these: Gilliam County, Grant County, Hermiston City, Milton-Freewater City, Morrow County, Pilot Rock City and Umatilla County. (For descriptions and detailed information of each, see individual county sections in Research Findings.)	
2. Umatilla County Jail received 2,006 of 3,543 cases. (Pendleton City began housing its prisoners at the Umatilla County Jail on July 1, 1971.)	34
3. Court by jail showed the Municipal Court had 34% or 1,215 (145 female) of a total of 3,543 cases.	34
4. District Court had 18% or 628 (63 female) cases.	34
5. Bookings by age and sex showed a total of 3,107 cases in 1969 and 3,077 in 1971. In 1970, 3,543 cases were booked. The male and female populations were both lower in 1971, while the juvenile male and female population was higher.	35
6. Forty-one percent, or 1,467 (246 female) of the total number of cases fell into the "Other" category, including cases not appearing in court for disposition, bail forfeiture, other pretrial action, transfers to other jurisdictions, failure to return on own recognizance and unknown.	34
7. Of a total of 3,543 persons, 1,492 had been in jail before; 1,067 were in jail for the first time.	36
8. Forty-nine percent of the total cases had a prior arrest record.	36, 37

	<u>Page</u>
9. Of the District's 3,543 bookings, the Caucasian group contributed 79% for a total of 2,800 cases. The American Indian group was second with 17% or 608 cases.	39
10. Seventy-one percent of the cases were residents of District 12.	42, 43
V. <u>Courts</u>	44 - 47
1. District 12 has four Circuit Courts, two District Courts*, nine Justice Courts and nineteen Municipal Courts.	
2. Disposition By Pretrial Action showed the following case dispositions:	51 - 54
a. Twenty-seven percent, or 1,005 (82 female) went to jail in lieu of bail.	
b. Sixteen percent, or 593 (82 female) were released on R.O.R.	
c. Twelve percent, or 446 (36 female) were released on bail.	
d. Ten percent, or 388 (108 female) went to jail without bail.	
e. Nine percent, or 323 (99 female) were released to parents or guardian.	
f. Seven percent, or 251 (14 female) were released to other jurisdiction.	

* District Judge serves court in Pendleton and Milton-Freewater.

I. THE 1970 UMATILLA COUNTY JUVENILE DEPARTMENT CASES

A. FINDINGS

In January 1971, a major disturbance occurred in the Umatilla County Jail. The Umatilla County Commissioners requested that the Oregon State Corrections Division study and make recommendations relative to the physical facilities at the Umatilla County Jail. A study team headed by Les Belleque, Project Director of the State Feasibility Study, conducted the study. It was completed and presented to the Umatilla County Commissioners in February 1971. A major recommendation was that juveniles not be detained in the county jail.

The acceptable criteria for detaining youngsters comes from an interpretation of ORS 419.575 which states that: "The Juvenile Court of each County shall designate the place or places in the County or at a reasonably short distance outside the County in which children are to be placed in detention or shelter care when taken into temporary custody. Except where inconsistent with the safety and welfare of the child or of others, a child taken into temporary custody shall be placed in shelter care rather than detention." An interpretation is that detention is the temporary care of children for whom secure custody is required for their own protection or that of the community, pending disposition or transfer to another agency or jurisdiction. Detention is used to control the overt, inappropriate, acting out behavior of a child, by placing them in secure, short-term custody.

The foundation for the use of detention is that detention is used as a last resort, to protect both the child and the community. The basic guidelines provided for operationalizing this premise are:

1. A child will be placed in secure custody where that child's freedom is a definite threat to the communities' inherent right to protection from encroachment on individuals' rights;
2. Where the children's behavior demonstrates that they are a definite destructive threat to themselves; and
3. Where it appears that the children's behavior indicates a very high potential for running away, and if they are not placed in secure custody, they will in fact run away immediately.

At a meeting held on November 5, 1971, at the Oregon State Corrections Division in Salem, it was agreed that the Feasibility Study would conduct a study and make recommendations for the handling of juveniles who are currently being detained in the Umatilla County Jail. This study is divided into five parts:

- I. Collection and analysis of data on youngsters detained by the Umatilla County Juvenile Department in 1970, which includes interviews with Umatilla County Juvenile Department Director Jim Epley.
- II. Meeting with the local Law Enforcement Council and others for further interpretation of the findings and the development of tentative recommendations.
- III. Developing a report of recommendations.
- IV. Reaching consensus on the recommendations.
- V. Assistance in implementing the plan, including working with state and federal agencies for funding purposes.

The analysis of the data¹ presented in the report in respect to juvenile department cases revealed the following:

Major Research Findings

1. The majority of cases coming to the attention of the Juvenile Department do not involve detention. Of a total of 1,758 youngsters, 1,282 were not detained and 476 were detained. Plus, approximately 27% of youth referred to the Umatilla County Juvenile Department were detained and 73% were not detained.
2. The most common arrest charges for detained youngsters were: Running away-42%; and Minor in possession-52%. When non-detained youth were examined, however, those two arrest charges were also most frequent.
3. Only a negligible portion of youngsters detained were twelve years of age or younger (1%).
4. Eighty-two percent, or 391 of the 476 youngsters detained were Caucasian; 16%, or 76 were Indian; and 2% or 9 youngsters were neither Caucasian nor Indian.
5. The report indicated that approximately 1/3 of those youngsters detained stayed for less than one day, 1/3 stayed from one to three days and the remaining stayed for at least four days or for an unreported length of time. A supplemental report on detention indicated the average length of stay was three days.
6. Being the center of population, the Pendleton Police Department was the largest arresting agency for youngsters detained in the county

^{1/} For more specific detail, refer to Report of Findings and Recommendations, Umatilla County Juvenile Department Cases, 1970, prepared by D. R. Rinehart, Consultant to the Feasibility Study, dated April 14, 1972.

jail. One-fifth of those detained were found to be taken into custody by the Oregon State Police and other areas made up the remaining number of those in temporary custody.

7. Of those youngsters detained, 41% had either prior arrests or prior detention.
8. The majority of detained youngsters were county residents, (65%). Eighteen percent were from out of the State of Oregon and 13% were from counties other than Umatilla.
9. Most detained youngsters were between sixteen and seventeen years of age and over twice as many boys were involved as girls.

B. RECOMMENDATIONS

Based on the findings of the Correctional Feasibility Study concerning the Umatilla County Juvenile Department cases, recommendations are presented with implementation as the goal. As indicated in the report, the current county jail detention facility is totally inadequate for the detention of youngsters. All efforts must be made to alleviate this situation as it was clear in the report that an alternative to county jail detention must be provided. The recommendations of Phase I will be the number 1 priority for District 12. The facility was proposed in line with the recommendations and will be on a regional basis.

It is the recommendation of the Task Force Committee that:

1. A series of facilities be planned which would provide a range of alternatives from an "open setting" to a "secure facility". Although there is already existing a foster home - shelter care program, increased use of this type of resource is recommended. The range of programs and facilities presently existing or being proposed would include:

- a. Detention facility - this facility would provide the necessary controls and security for those youngsters whose problems require close supervision. It is envisioned that this might be a facility to handle ten to fifteen youngsters.
- b. Foster homes, operated by foster parents, for youngsters who are able to function in an "open setting" and maintain themselves in school and utilize other community resources.
- c. Shelter care operated by husband and wife who would provide care for youngsters who are not in need of close substitute parent relationships but require more diluted group relationships.
- d. Shelter care operated by the county, staffed by child care workers for the older youngsters whose care and supervision needs are based on a less personal mother and father relationship; however, they do not require the security afforded by a detention home.

In both shelter care facilities, the emphasis would be to provide security through programs, not locked doors.

2. That the Umatilla County Juvenile Department and Umatilla Indian Agency continue to work together with an emphasis to review the large percentage of Indian youngsters detained and to determine if alternatives to detention could be arranged such as, foster care, shelter homes or group homes.

This action would provide an in-depth assessment of the program and facility needs for the Indian youngsters who require something other than their own home prior to court action. There also should be an

exploration of what financial and staff resources could be provided by the Umatilla Indian Agency and other sources.

3. That the problem of runaways which make up a large percentage of cases currently detained be reviewed for possible alternatives to detention.
4. That the Umatilla County Juvenile Department locate its offices and Courtroom in a building other than the Courthouse.
5. That contractual arrangements be made with Union, Morrow, Willamette and other adjacent counties to provide regional detention care for youngsters from these counties.

II. MISDEMEANANT SERVICES & PROBATION

A. FINDINGS

Probation is used as often as prison as the sentence for persons convicted of felonies. It is reasonable to expect if sentencing alternatives to jail were available for misdemeanants, they too would be more widely used.

Misdemeanant offenses contributed to 72% of the total crimes, 2,557 of 3,543 total cases (310 females) in District 12 during 1970. See Table 1.

A misdemeanor probation program will provide a more rational basis for making sentencing decisions. It should also result in decreased use of jail as a sentencing disposition because judges will be able to use formal probation with the controls and services it provides instead of being forced to choose between the total custody of jail or the total freedom of the suspended sentence type of court probation, which is nothing more than the threat of a jail sentence if the offender commits a new violation.

TABLE 1
DISTRICT 12
JAIL BOOKINGS DATA, 1970
Offenses, By Jail And Sex

Offense	Gilliam County	Grant County	Morrow County	Umatilla County	Hermiston City	Milton-Freewater City	Pilot Rock City	Total ¹
Crimes Vs. Persons								
Homicide & Manslaughter	0	0	0	6 (2)	0	1	0	7 (2)
Sexual Assault	0	0	0	3	0	0	0	3
Robbery	0	3	0	10 (1)	0	0	0	13 (1)
Assault	1	2	1	41	6	16	3	70
Other	0	0	0	1	0	0	0	1
Subtotal	1	5	1	61 (3)	6	17	3	94 (3)
Crimes Vs. Property								
Burglary	4	6	0	40	19	9	0	78
Grand Larceny	0	2	0	71 (2)	2	7	1	83 (2)
Stolen Vehicle	0	0	0	9	5	2	0	16
Forgery	0	0	0	14 (4)	2	3	0	19 (4)
Fraud	0	7	0	64 (13)	4	4	0	79 (13)
Stolen Property	0	2	0	20	6	6	0	34
Other	0	0	0	1	0	0	0	1
Subtotal	4	17	0	219 (19)	38	31	1	310 (19)
Other Crimes								
Dangerous Drugs	0	1	0	33 (5)	2 (1)	2 (1)	0	38 (7)
Family Offenses ¹	1	1	0	23	0	2	0	27
Escape	3	1	0	17 (3)	3	2	0	26 (3)
Weapons	1	1	0	13 (1)	3	1	0	19 (1)
Other Sex Offenses	0	1	0	12 (3)	0	2 (1)	1	16 (4)
Arson	0	0	0	1	0	2	0	3
Contributing	4	4	0	22 (3)	4	9	1	44 (3)
Parole/Prob. Vio.	2	1	0	39 (2)	1	2	0	45 (2)
Other Felonies	2	1	0	10 (2)	0	2	0	15 (2)
Subtotal	13	11	0	170 (19)	13 (1)	24 (2)	2	233 (22)
Misdemeanor Offenses								
Traffic	23	10	37 (2)	132 (15)	19	268 (44)	37 (2)	526 (63)
Drunk	8	26 (2)	6 (1)	414 (48)	40 (2)	97 (2)	6	597 (55)
Drunk Driving	14	36 (3)	1	232 (29)	42 (4)	53 (4)	7	385 (40)
Petty Larceny	0	12 (1)	0	75 (18)	38 (13)	16 (5)	0	141 (37)
Minor In Possession	7 (1)	21 (2)	2	177 (36)	93 (13)	83 (11)	18 (1)	401 (64)
Disorderly Conduct	1	20 (1)	0	112 (16)	10	45 (1)	2	190 (18)
Justice ²	0	7 (1)	0	46 (7)	5	5	0	63 (8)
Game	0	1	0	7	0	0	26 (2)	34 (2)
Bail	0	1	0	3	0	0	0	4
Others	6	7 (1)	9	123 (16)	26 (4)	35 (9)	10 (2)	216 (37)
Subtotal	59 (1)	141 (11)	55 (3)	1321 (185)	273 (36)	602 (76)	106 (7)	2557 (310)
Other Offenses								
Delinquency	1	14	0	152 (76)	41 (23)	24 (8)	0	232 (107)
Other Jurisdiction	0	19	0	83 (4)	6	9	0	117 (4)
Subtotal	1	33	0	245 (80)	47 (23)	33 (8)	0	349 (111)
TOTAL	78 (1)	207 (11)	56 (3)	2006 (306)	377 (60)	707 (86)	112 (7)	3543 (474)

NOTE: Percentages other than 100 result from rounding to the nearest whole number. () = Females.
1 Family Offenses include: Failure To Support, Desertion, Neglect and Abuse.
2 Justice includes: Contempt Of Court, Perjury, Failure To Respond To Subpoena (or Warrant), etc.

The misdemeanor probation program can provide the lower court judges with accurate, verified presentence information in the form of a "short form" probation report. Judges need this information in order to select proper sentencing alternatives. The program can also expand the number of sentencing alternatives available to the court. This primarily involves a variety of misdemeanor probation services. Casework services to persons placed on probation will be through the use of (a) probation officers; (b) casework aides; (c) volunteers; and (d) other forms of community involvement.

The misdemeanor probation program, in turn, will produce savings of its own. Because probation is one-tenth as costly as jail, the reduction in jail costs and the savings in public assistance payments to the families of incarcerated offenders will help the program pay its own way. The real savings, however, will come over a longer period as the revolving door syndrome of the misdemeanor who is continually in and out of the courts and jail is corrected. Helping the misdemeanants care for themselves, to find the community services they need, should reduce recidivism.

B. RECOMMENDATIONS

The consideration of misdemeanor probational services is proposed for District 12. The following issues will be considered in an investigation by the Corrections Division Feasibility Study staff to determine the extent of need and operational functions of the program: (1) Will the judges use the program? (2) How many clients will this involve? (3) Who will take financial responsibility when federal funding expires? Will the State assume this responsibility? No. (4) Who will the district coordinator for this misdemeanor program be under, administratively?

III. COUNTY AND CITY JAILS

A. FINDINGS

1. A jail should be considered as a correctional facility for the reception and confinement of inmates, provided, maintained and operated by a county or city. A jail may serve as a lock-up or a facility for the temporary detention of arrested persons or inmates.
2. The jail should be viewed as having two separate and distinct features: (a) pretrial detention of those who cannot be safely released into the community or whose appearance in court cannot otherwise be guaranteed; and (b) confinement and post-sentencing treatment to those who have been sentenced. For legal, moral and financial reasons, the sentenced and unsentenced should remain apart; their needs are different, their rights are different and the reasons for their custody are different. Those being detained for trial are not adjudged criminals, they are merely suspects. Those who have been convicted and are awaiting sentence are, in the legal sense, criminals, but many will be released into the community on probation instead of being sentenced to jail. The demands on the custodial staff for these unsentenced prisoners are entirely different than those for the sentenced. These prisoners need to be free to have pertinent visitors, free to confer with counsel, free to seek medical, psychiatric and other services. Little programming for these prisoners is required. The custodial staff has largely housekeeping and jail-court transportation functions because this group of prisoners is deprived of its freedom only to insure appearance in court for trial or sentencing.

In the case of those who have been sentenced to jail, who have been transferred to the jail from state or federal facilities or who have been taken into custody for parole violation, their freedom has been temporarily removed so that they can be treated. This treatment is a prime function of the jail for sentenced prisoners. It is a treatment jail, the other is a detention jail. Treatment, as such, is an attempt to help the offender adjust to society, the community and himself. The treatment jail should provide classification of prisoners: what custody is needed, what type of programming is indicated and how should the offender be reintegrated into the community and a wide spectrum of treatment programs including educational and work release.

3. In regard to the foregoing statements, the county jails in District 12 are sub-standard in functioning as correctional facilities.

There is a severe need of adequate supervision and personal inspection of inmates. Additional facilities are needed to separate adult and juvenile, male and female. If these facilities are provided, an overall general security would improve. Additional staff is also necessary to bring this operation up to recommended levels.

Facilities are needed for adequate and better receiving of prisoners. Segregation from public view in the front office would improve booking procedures.

Visiting facilities to improve client and official visiting are needed in the district jails.

T.V. and voice communication are needed in the majority of the district jails.

In most of the facilities throughout the District, the plumbing, heating, electrical equipment and proper ventilation all need major improvements or even new construction. Restricted access to lodging facilities is needed when dealing with violent prisoners. Toilet facilities are inadequate and could lead to extreme unsanitary conditions (In one county jail, it was reported that when one toilet was flushed, the metabolic waste would come up in the toilet in the next cell.). New and better bunks are needed in both city and county jails.

These descriptive and informative comments are results of the May 7, 1973, Task Force Committee meeting in Heppner, Oregon, where all members concurred on details of this narrative.

These findings point to the need of a pre-design study to determine the definite areas that need improvement and the possible cost in bringing the county jails up to standard.

4. Summary of County Jails:

- (a) Gilliam County Jail

Gilliam County Jail prisoners are not held in the solidly constructed facility, built with the County Courthouse in 1955, because of the lack of supervision. Of the 78 cases booked in 1970, 76% were arrested for misdemeanor offenses and 23% for felonies and indictable misdemeanors. Sixty-one (one female) spent one day in jail, eight spent 2-3 days,

five spent 4-6 days and four spent 10-24 days. Thirty-seven percent were known to have prior arrests and 67% were District 12 residents.

(b) Grant County Jail

Grant County Jail handled 207 cases in 1970, including 141 misdemeanor offenses and 11 other crimes (felonies and indictable misdemeanors). In addition to the Federal and State agencies, Grant County has two municipal law enforcement agencies. One hundred of the total 207 cases spent one day in jail and 72 spent two to three days. Eighty-three or 40% of the total 207 cases had been in jail previously and 57% were District 12 residents.

(c) Morrow County Jail

Morrow County transfers, as soon as possible, their prisoners to the Umatilla County Jail, 60 miles distant. The total amount of cases handled by Morrow County Jail in 1970 was 56. This included one crime against a person and fifty-five misdemeanor offenses. Morrow County has two resident deputies and a municipal law enforcement agency in Heppner. Forty-five or 80% were in-District residents and 21% had previous arrest records. Ninety-five percent of total cases spent one day in jail.

(d) Umatilla County Jail

Pendleton City consolidated its jailing into the Umatilla County Jail on July 1, 1971. This jail handled 2,006 cases in 1970. This included 1,321 misdemeanor offenses and 170 other felonies

and indictable offenses. Of the 2,006 cases, 50% spent one day in jail and 36% spent two to three days in jail. Sixty-nine percent were in-District residents and 50% of the total 2,006 cases had prior jail experience.

(e) Wheeler County Jail

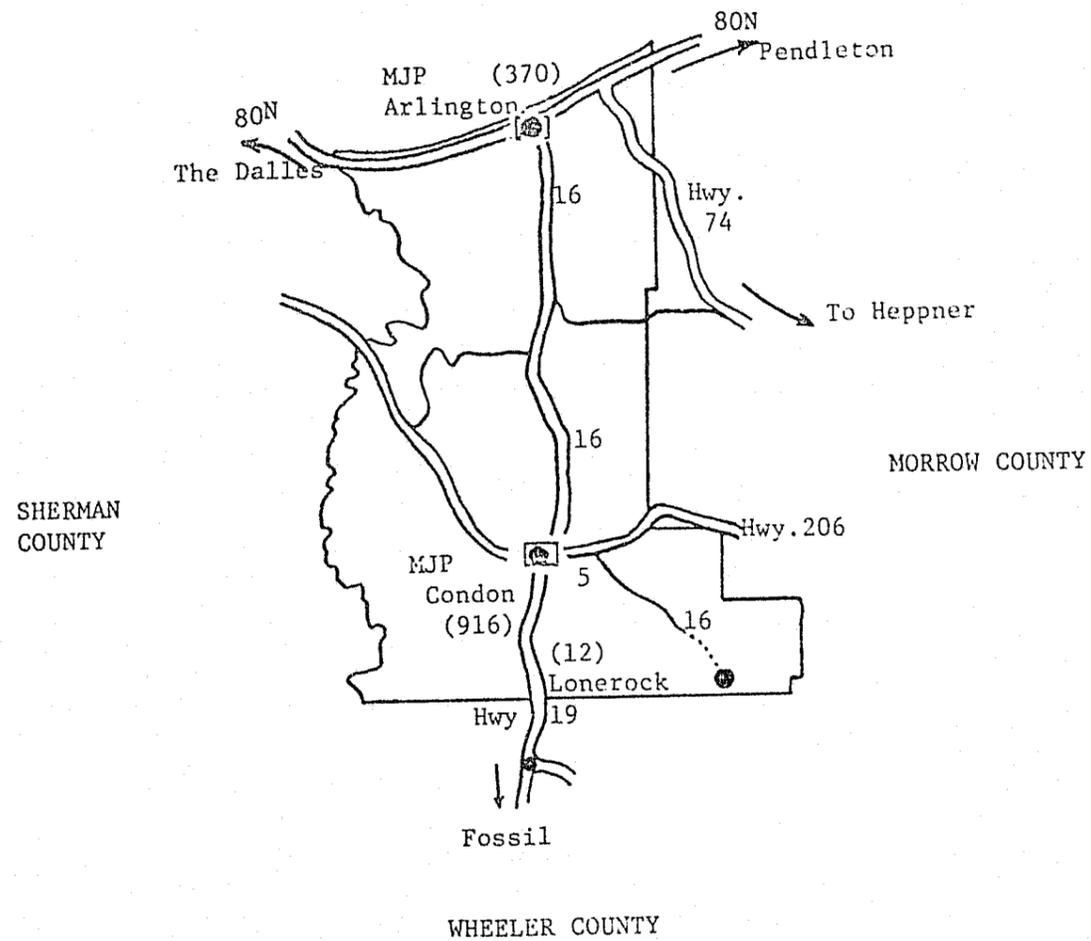
Wheeler County Courthouse was built in 1901. This jail is used for temporary detention only. There is no twenty-four hour supervision and no medical doctor is available. Jail booking information was not collected due to its small number, but the two Justice Courts, Fossil and Mitchell, presented information which was put in table form that can be studied in detail on pages 162 through 167 in the research findings report.

The following recommendations would enhance and improve the overall function of the jails in District 12.

B. RECOMMENDATIONS

It is recommended by the Task Force that the five county jails be retained and brought up to existing standards. It may be possible for Wheeler and Gilliam Counties to maintain holding facilities but still combine in a cooperative correctional effort due to the closeness of their respective county seats. It is further recommended that cities under 4,000 population use their jails for holding facilities and not for sentencing.

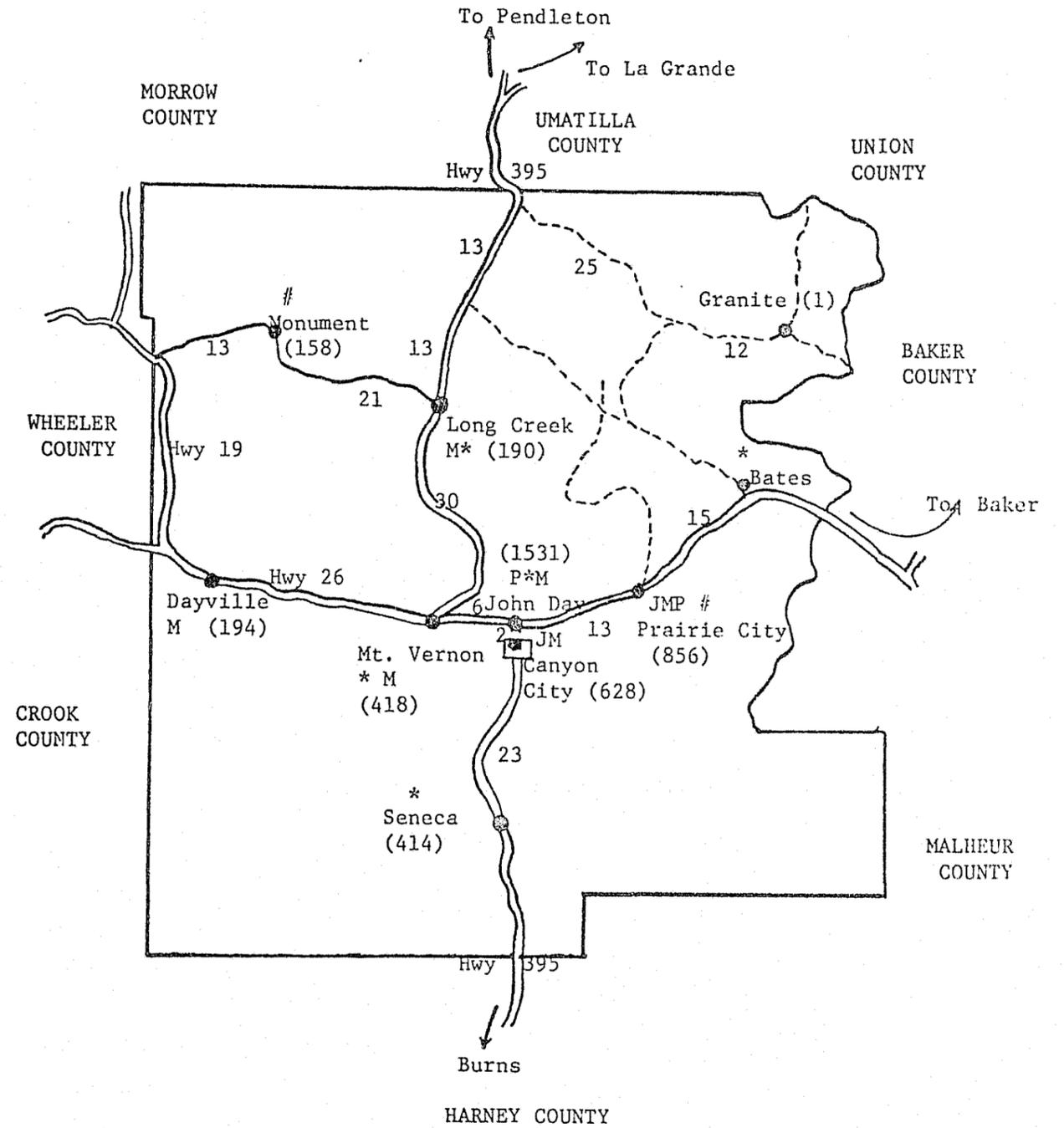
GILLIAM COUNTY



MAP KEY

- ☐ = County Jail
- ☐ = City Jail
- M = Municipal Court
- J = Justice Court
- D = District Court
- # = Deputized City Marshall
- * = Resident Deputy
- P = Municipal Law Enforcement Agency
- () = Population
- 1 inch = 15 miles

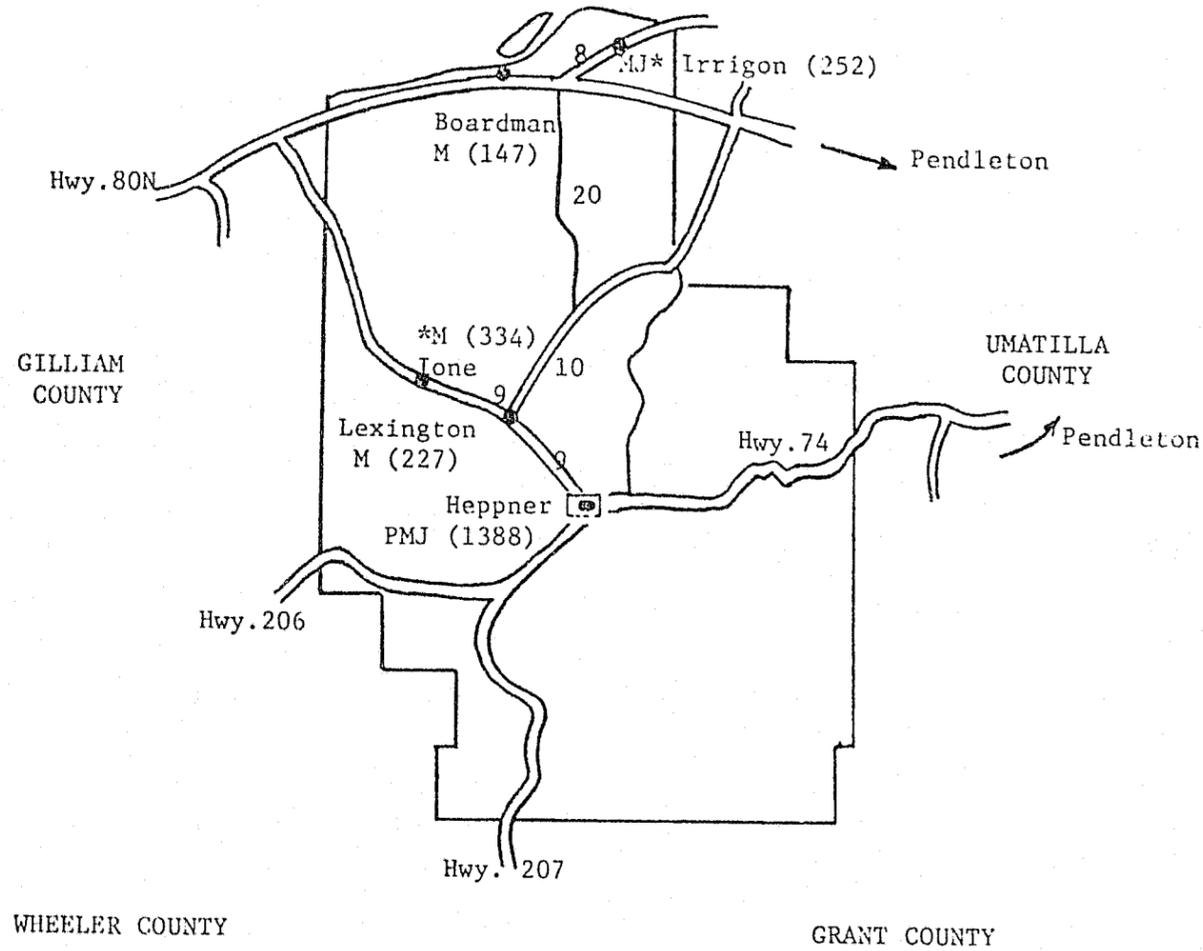
GRANT COUNTY



MAP KEY

- ☐ = County Jail
- ☐ = City Jail
- M = Municipal Court
- J = Justice Court
- D = District Court
- # = Deputized City Marshall
- * = Resident Deputy
- P = Municipal Law Enforcement Agency
- () = Population
- 1 inch = 15 miles

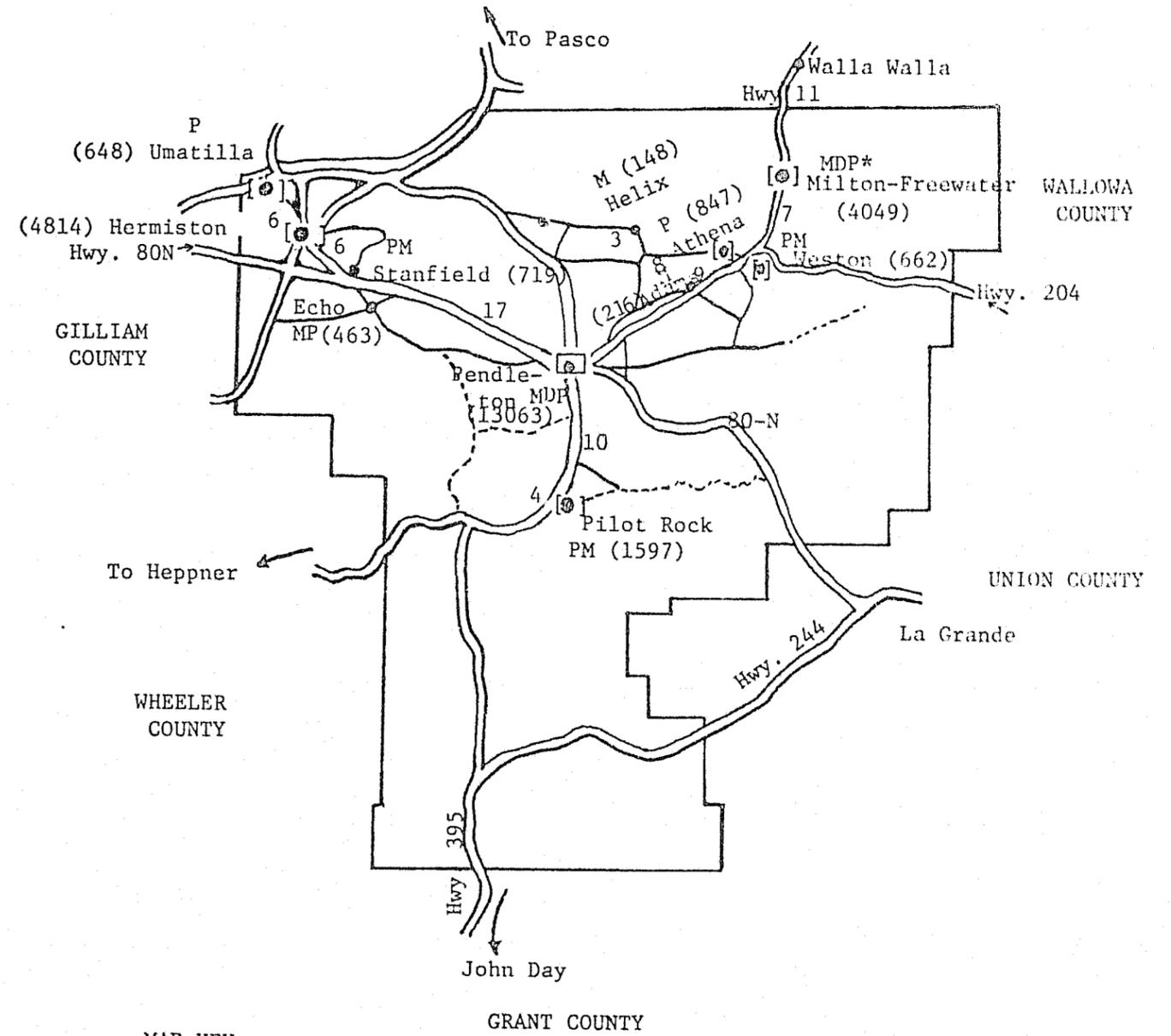
MORROW COUNTY



MAP KEY

- ☐ = County Jail
- = City Jail
- M = Municipal Court
- J = Justice Court
- D = District Court
- # = Deputized City Marshall
- * = Resident Deputy
- P = Municipal Law Enforcement Agency
- () = Population
- 1 Inch = 15 miles

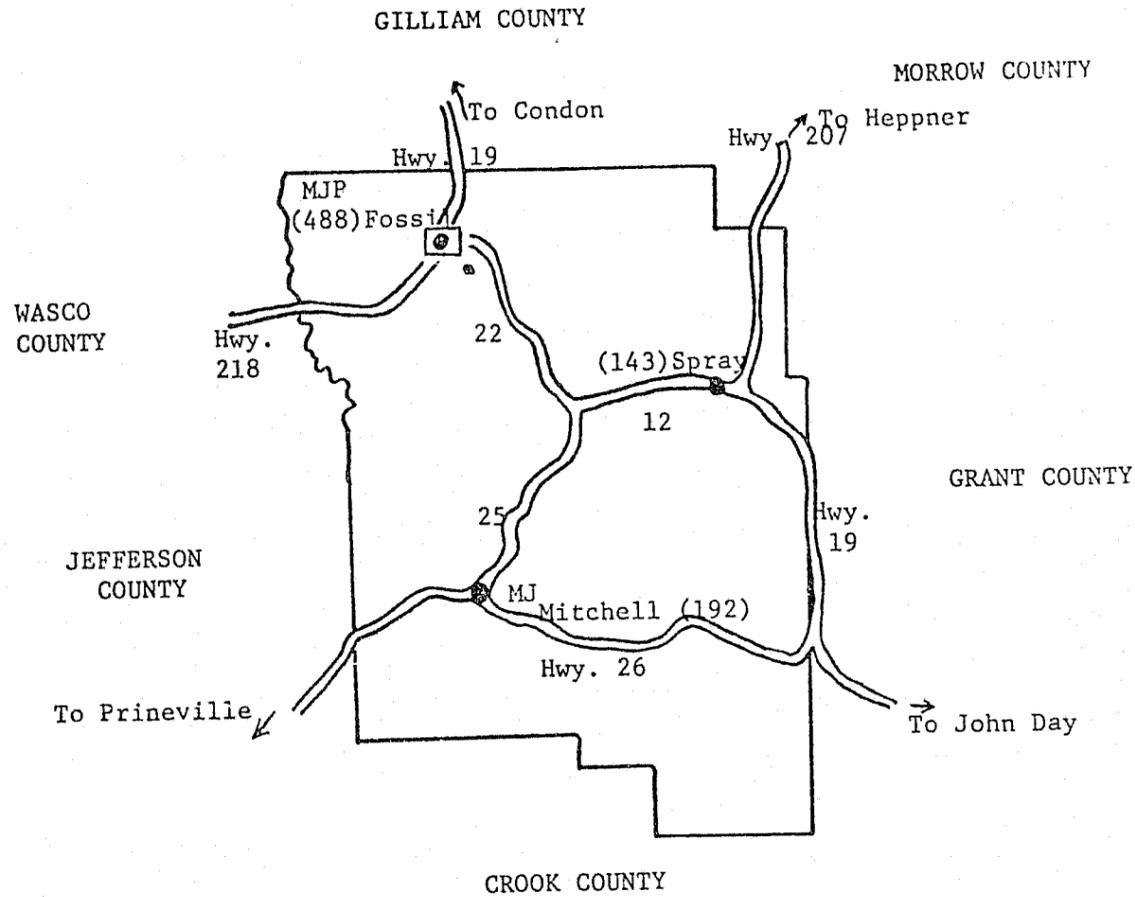
UMATILLA COUNTY



MAP KEY

- ☐ = County Jail
- = City Jail
- M = Municipal Court
- J = Justice Court
- D = District Court
- # = Deputized City Marshall
- * = Resident Deputy
- P = Municipal Law Enforcement Agency
- () = Population
- 1 inch = 15 miles

WHEELER COUNTY



MAP KEY

- | | | | |
|----|-------------------|--------|------------------------------------|
| ⊠ | = County Jail | # | = Deputized City Marshall |
| [] | = City Jail | * | = Resident Deputy |
| M | = Municipal Court | P | = Municipal Law Enforcement Agency |
| J | = Justice Court | () | = Population |
| D | = District Court | 1 inch | = 15 miles |

IV. ALTERNATIVES TO DETENTION

A. FINDINGS

Analysis of the 3,543 jail bookings in District 12 gives evidence of the need for a variety of specialized programs and facilities, most of which are not now available. Some programs are needed to keep people out of jails who do not need to be there; others to provide human and effective services for those who need varying degrees of custody.

The analysis of jail bookings strongly suggests that many persons booked into jails throughout the District do not need jail, either for immediate public safety, to insure appearance in court or to insure nonrepetition of the offense. High percentages of those booked into jail and subject to pretrial action by the courts were released pending initial court disposition (Tables 2 and 3). Forty-nine percent of the bookings had prior arrests and 42% had prior jail time. Thus, in a large number of cases, arrest or jail experience does not seem to prevent recurrence (Tables 4, 5 and 6). Of those who remained in jail until initial court disposition, average length of stay was one to three days. Seventy-two percent of those booked into jail were local, in-District residents. Many of these probably had jobs, property or family ties that would suggest they were good risks for citation or release pending court disposition.

TABLE 2
DISTRICT 12
JAIL BOOKINGS DATA, 1970
Pretrial Action, By Court

Court	Charges Dropped		Released On Own Recognizance		Released To Parent Or Guardian		Released On Bail		Jail In Lieu Of Bail		Jail, No Bail		Released To Other Jurisdiction		Other And Unknown		Total		Percent	
Justice Court	0		24	(3)	0		18	(1)	73	(4)	0		0		5		120	(8)	3%	(2%)
Municipal Court	0		380	(54)	82	(26)	133	(9)	501	(43)	38	(15)	0		106	(9)	1240	(156)	33%	(30%)
District Court	0		80	(11)	2		87	(7)	360	(30)	10	(1)	3	(1)	96	(13)	638	(63)	17%	(12%)
Circuit Court	0		11	(1)	0		16	(4)	41	(4)	9		3		14	(2)	94	(11)	2%	(2%)
Juvenile Court	0		0		9	(1)	0		1		11		0		0		21	(1)	1%	(-%)
Unknown	21	(5)	98	(13)	230	(72)	192	(15)	29	(1)	320	(92)	245	(13)	508	(74)	1643	(285)	44%	(54%)
TOTAL	21	(5)	593	(82)	323	(99)	446	(36)	1005	(82)	388	(108)	251	(14)	729	(98)	3756	(524)	100%	(100%)
PERCENT	1%	(1%)	16%	(16%)	8%	(19%)	12%	(7%)	27%	(16%)	10%	(21%)	7%	(3%)	19%	(19%)	101%	(102%)		

NOTE: Released To Other Jurisdiction includes Released To Immigration, Released To Military, Released To Corrections Division.
() = Female.
The "unknown" line represents cases such as Failure To Return On Own Recognizance, Bail Forfeiture, Transfers To Other Jurisdiction, etc. These are cases which did not return to court for final disposition. This line indicates those cases where the jail records did not indicate the court of jurisdiction.

TABLE 3
DISTRICT 12
JAIL BOOKINGS DATA, 1970
Pretrial Court Action, By Residence

Residence	Charges Dropped		Released On Own Recognizance		Released To Parent Or Guardian		Released On Bail		Jail In Lieu Of Bail		Jail, No Bail		Released To Other Jurisdiction		Other And Unknown		Total	
Oregon Resident Not In District 12	4	19%	39	7%	8	2%	54	12%	114	11%	31	8%	49	20%	67	9%	366	10%
Non-Oregon Resident	3	14%	67	11%	21	6%	89	20%	215	21%	49	13%	115	46%	104	14%	663	18%
District 12 Resident	14	67%	486	82%	294	91%	303	68%	670	67%	304	78%	83	33%	543	74%	2697	72%
Unknown	0	-%	1	-%	0	-%	0	-%	6	1%	4	1%	4	2%	15	2%	30	1%
TOTAL	21	100%	593	100%	323	99%	446	100%	1005	100%	388	100%	251	101%	729	99%	3756	101%
PERCENT	1%		16%		9%		12%		27%		10%		7%		19%		101%	

NOTE: Percentages other than 100 result from rounding to the nearest whole number.

Released To Other Jurisdiction includes Released To Immigration, Released To Military, Released To Corrections Division.

"Other And Unknown" refers to those cases which were given final disposition without separate pretrial action. It also includes unknowns.

TABLE 4
 DISTRICT 12, ALL JAILS
 JAIL BOOKINGS DATA, 1970

Jail By Prior Jail

<u>Jail</u>	<u>Yes</u>	<u>No</u>	<u>Unknown</u>	<u>Total</u>
Gilliam County Jail	8	45	25	78
Grant County Jail	80	35	92	207
Morrow County Jail	3	5	48	56
Hermiston City Jail	207	91	79	377
Milton-Freewater City Jail	214	352	141	707
Pilot Rock City Jail	37	14	61	112
Umatilla County Jail	943	525	538	2006
TOTAL	1492	1067	984	3543
PERCENT	42%	30%	28%	100%

TABLE 5
 DISTRICT 12
 JAIL BOOKINGS DATA

Prior Arrest, Prior Jail: A Comparison Of Nine Districts

<u>District</u>	<u>Prior Arrest</u>				<u>Prior Jail</u>			
	<u>Yes</u>	<u>No</u>	<u>Unknown</u>	<u>Total</u>	<u>Yes</u>	<u>No</u>	<u>Unknown</u>	<u>Total</u>
District 1	638	700	1,086	2,424	576	727	1,121	2,424
District 2*	18,104	9,536	4,564	32,204	3,960	7,680	20,564	32,204
District 3	4,188	1,470	735	6,393	3,503	1,843	1,047	6,393
District 6	2,004	954	893	3,851	1,786	983	1,082	3,851
District 8	2,790	1,558	1,664	6,012	2,747	1,596	1,669	6,012
District 9	632	326	894	1,852	500	332	1,020	1,852
District 10	1,423	827	493	2,743	1,277	938	528	2,743
District 12	1,745	835	963	3,543	1,492	1,067	984	3,543
District 13	531	166	1,195	1,892	494	185	1,213	1,892
TOTAL	32,055	16,372	12,487	60,914	16,335	15,351	29,228	60,914
PERCENT	53%	27%	20%	100%	27%	25%	48%	100%

* District 2 represents an estimated number of bookings. The actual data collected there were sample months-- March, July, November 1971.
 Districts 3 and 9 are for calendar year 1969; Districts 1, 6, 10, 12 and 13 are for 1970; and Districts 2 and 8 are 1971 data.
 For District designation see map on page 4.

TABLE 6
 DISTRICT 12, ALL JAILS
 JAIL BOOKINGS DATA, 1970

Jail	Jail, By Prior Arrest			Total
	Yes	No	Unknown	
Gilliam County Jail	29	28	21	78
Grant County Jail	83	32	92	207
Morrow County Jail	12	0	44	56
Hermiston City Jail	238	66	73	377
Milton-Freewater City Jail	335	235	137	707
Pilot Rock City Jail	37	14	61	112
Umatilla County Jail	1011	460	535	2006
TOTAL	1745	835	963	3543
PERCENT	49%	24%	27%	100%

The Oregon State Corrections Division Work Release Program has demonstrated that a good number of adult felons can be safely released from institutionalization, to live and work in the outside community. It is reasonable to believe there is some parallel in benefits to be derived by participating in such a program by misdemeanants.

The jailers and law enforcement officers themselves are aware that many prisoners are probably trustworthy enough and would be better served by allowing them to work in the community during the day and return to a minimum security facility at night.

Assistance in securing employment, education or training and a place to sleep at night may be just what is needed to begin reinstating many people to their communities. They would be close enough to the community to begin or maintain positive relationships with family, employers and friends. They would be paying taxes, earning money, paying part of their own board and room and keeping their family off public assistance programs, if permitted to participate in a work release program.

Relieving the jails of these selected prisoners would free the jails to provide better services to remaining prisoners.

County Work Release involves the release of minimum security prisoners, generally those without narcotic, escape or assaultive behavior patterns--to work in normal jobs in the community during the day. It can ease the offenders' return to the community, bridging the physical and

psychological gap between total custody and total freedom. Because it helps preserve the prisoners' self-respect and dignity and tends to prevent the deterioration that occurs with enforced idleness, work release also helps insure the prisoners' continued employability after release.

When the criminal justice system is detaining too many people, too often, techniques in addition to fine, bail and release on own recognizance, need to be developed to screen out offenders who do not need costly pretrial detention. The principle is to not let an offender penetrate into the criminal justice process any further than necessary and thereby conserve the resources of the courts and the jails. If an accused person can be released on bail or on his own recognizance by the court, then perhaps many should be released by the arresting officer after being cited and advised of the date and time of their court appearance--just as is done now with traffic citations. Unless an arrest is necessary to protect the community, the processes of the court, or the defendant, a misdemeanor suspect would be released at the scene of the offense.

The present process of arresting and booking almost all offenders is costly. It removes the officer from the street and his prime crime prevention--patrol duties, and forces him to assume a custodial transportation function; it causes loss of freedom to persons who will later be found innocent or have charges against them dropped; and possibly most costly of all, it has a debilitating effect on the offender, his family, and his employment. Use of citation-summons involve no real costs, just savings in both monetary and human resources.

B. RECOMMENDATIONS

It is recommended by the Task Force that the following programs and procedures which divert people from jail should be supported:

1. *Use of citations instead of arrests.*
2. *Work Release.*

V. ALCOHOL TREATMENT PROGRAMS

A. FINDINGS

Oregon Laws state: "The Oregon State Legislative Assembly finds alcoholism is an illness. The alcoholic is a sick person and should be afforded treatment for his illness. 'Alcoholic' means any person who chronically, habitually or periodically uses alcoholic beverages to the extent that they injure his health or substantially interfere with his social or economic functioning."

"No political subdivision in this State shall adopt any local law, ordinance, resolution or regulation that makes any of the following an offense, a violation or the subject of criminal or civil penalties or sanctions of any kind: a) public intoxication (some exceptions), b) public drinking, except as to places where any consumption of alcoholic beverages is generally prohibited, c) drunk and disorderly conduct, d) vagrancy or other behavior that includes as one of its elements either drinking in public or being a common drunkard or being found in specified places in an intoxicated condition." (Chapter 622, Oregon Laws, 1971.)

The full ramification of this new law will not be realized until it has been in effect for a period of time. Oregon Laws, Chapter 622, clearly gives the Mental Health Division responsibility for developing programs for many of the alcoholics who now spend time in jail. Realistically, law enforcement, corrections and the courts will remain involved with the alcoholic for a period of time after the July 1, 1972, date. However, these agencies should work closely with the Mental Health Division to develop and expand resources available to the alcoholic.

Typically, throughout the country, alcohol-related offenses run high in comparison to other offenses. It would be difficult to estimate how many other offenses were precipitated by excessive consumption of alcoholic beverages or how many went unrecorded. This is not exclusively an Oregon problem, nor is it a recent problem. The 1967 President's Commission on Law Enforcement and Administration of Justice reported " . . . 40 to 50% of the felons incarcerated in penal institutions in the United States have a drinking problem . . . One of every three arrests in America were for the offense of public drunkenness."

Programs should be designed that will provide separation of the offender whose primary offense is alcoholism, both during pretrial holding and for rehabilitative purposes. The ramification of this law puts the primary responsibility for alcoholics with the health and mental health authorities. District 12 criminal justice agencies shall actively support health and mental health authorities in their alcoholic prevention programs, detox centers and alcoholic treatment programs. Courts, law enforcement and

jails will continue to handle individuals whose offense is alcohol-related, but alcoholics should not be identified in this group and should be treated outside of the criminal justice system.

B. RECOMMENDATIONS

It is recommended by the Task Force that a District 12 Alcoholism Council be formed to coordinate services, referrals and information on alcoholism. This could include programs for drunk driving offenders, detoxification centers and many related programs.

TABLE 7
DISTRICT 12
JAIL BOOKINGS DATA, 1970
Alcohol-Related Bookings By Age

Age	Number Of All Bookings	Number Of Alcohol-Related Bookings	% Of All Bookings For Alcohol-Related Offenses	% By Age Of Alcohol-Related Bookings
Under 18	846	239	28%	17%
18 - 20	615	216	35%	16%
21 - 25	548	136	25%	10%
26 - 30	295	123	42%	9%
31 - 35	241	110	46%	8%
36 - 40	181	94	52%	7%
41 - 50	375	219	58%	16%
51 - 60	200	140	70%	10%
61 +	36	29	81%	2%
Unknown	206	76	37%	5%
TOTAL	3543	1382	39%	100%

NOTE: According to the President's Commission on Law Enforcement and Administration of Justice, one-third of all arrests are for public drunkenness, and half of the felony arrests are alcohol related.

TABLE 8
DISTRICT 12
JAIL BOOKINGS DATA 1969, 1971
Total Alcohol-Related Offenses, By Jail

Jail	Intoxicated In Public		Intoxicated On A Public Highway		D.U.I.L.		Drunk And Disorderly		Minor In Possession		Total	
	1969	1971	1969	1971	1969	1971	1969	1971	1969	1971	1969	1971
Umatilla County Jail	26	170	15	27	218	199	1	3	86	103	346	502
Pendleton City Jail *	507	207	0	0	83	31	0	0	93	45	683	283
Milton-Freewater City Jail	15	14	58	39	14	47	0	1	48	39	135	140
Hermiston City Jail **	33	44	0	18	18	99	0	2	160	93	211	256
Morrow County Jail	2	8	0	0	3	5	0	0	0	0	5	13
Arlington City Jail ***	-	1	-	3	-	25	-	0	-	0	-	29
Gilliam County Jail	0	0	0	0	3	3	0	0	0	0	3	3
Wheeler County Jail	0	0	0	0	0	0	0	0	0	0	0	0
Grant County Jail	2	4	3	7	22	43	0	0	1	18	28	72
TOTAL	585	448	76	94	361	452	1	6	388	298	1411	1298

* Pendleton City and Umatilla County consolidated all jailings into Umatilla County in July 1971.
** From F.B.I. reports.
*** Records were destroyed.

TABLE 9

DISTRICT 12

JAIL BOOKINGS DATA, 1970

Number Of Drunk Driving Arrests Per Individual, By Jail*

Jail	<u>1</u>	<u>2</u>	<u>3</u>	<u>4 or More</u>	<u>Total</u>
Gilliam County	13	0	0	0	13
Grant County	32	3	0	0	35
Morrow County	1	0	0	0	1
Umatilla County	206	9	0	0	215
Hermiston City	40	3	0	0	43
Milton-Freewater City	52	1	1	0	54
Pilot Rock City	6	0	0	0	6
TOTAL	350	16	1	0	367
PERCENT	95%	4%	-	-	99%

*Example Explanation: Thirteen people were jailed only once for Drunk Driving in the Gilliam County Jail during 1970. Grant County had three people who were jailed twice each for Drunk Driving during 1970.

NOTE: Percentages other than 100 result from rounding to the nearest whole number.

APPENDIX ONE (A)Preamble to Priorities

The following Priorities are attached to this report at the request of the District 12 Task Force Committee. They are the products of the local District and have not involved the direct consultation of the Feasibility Study.

District 12 PrioritiesPRIORITY #1

Abolish the use of jails in housing juvenile offenders and provide professional regional emergency shelter care centers. Also develop and implement regional custodial and treatment centers, thereby eliminating youth from being lodged in jails, except as a short-term hold, when necessary.

JUSTIFICATION

In Umatilla County alone, 517 juveniles were held in jail for detention purposes in 1972. This was a considerable increase over 1971 and is partly explained by increase in serious or felony-type law violations. In the City of Pendleton, they have had 310 offenses committed by people under 18 years of age. The two largest offenses were in the burglary-theft area (55 offenses) and the liquor law area (63 offenses). There is a great need to develop a regional program to handle these

types of people. In the other four counties, the same problem exists to a lesser degree due to less population. A Regional Youth Center project has begun and it is our goal to see it finished.

In 1970, there were 846 juveniles booked into District 12 jails. These were 24% of the District's bookings. In that year, 396 were booked in the Umatilla County Jail and, as mentioned earlier, 517 were booked in 1972. We feel that Umatilla County is not the only county which has had an increase. With delinquency rising, it is only logical that bookings into jails in all the District would rise too.

As far as Shelter Care is concerned, our figures are very lacking, with Umatilla County being the only one with information available. Umatilla County placed approximately 250 children in Shelter Care, and have a Girls Group Home which has a capacity of six girls plus a Boys Ranch where approximately fourteen new boys were placed in 1972. The Shelter Care facilities are the mom and pop variety and are not professional people. Therefore, we see a need for professional people to be involved 100% of the time in Shelter Care.

PRIORITY #2

Crime prevention and reduction. With burglary, larceny and theft area being the largest crime area according to FBI reports, we feel this area should be approached. Therefore, we propose to reduce crime in this area by 25% within the next five years.

JUSTIFICATION

In the City of Pendleton in 1972, there were 96 burglary, larceny-theft and auto-theft out of 101 Part I crimes. As this points out, the biggest crime factor in the city is this area. In the City of Hermiston, seventy-six of seventy-nine Part I crimes were in the burglary, larceny-theft and auto-theft area.

In 1970, there were 211 people jailed in District 12 for burglary, grand larceny, stolen vehicle and stolen property. These were only the people caught. If, in the City of Hermiston in 1972, only sixteen of seventy-six offenses were cleared, then it would appear that a great deal more than 211 offenses were committed in the District in 1970. If this is true all over the District as in Hermiston, then this would be an area to attack to prevent crime.

PRIORITY #3

Provide for the replacement or renovation of the jail facilities, District-wide, which do not currently provide reasonable safety, security or sanitation conditions. Further, the design for replacement or renovation will be predicted on the need to include physical space which will permit operation of rehabilitation-oriented programs. Establish minimum standards of training for individuals who are employed in these facilities.

JUSTIFICATION

With the possible passage of House Bill 2966, setting up standards for jails in the State, it is highly unlikely that more than a few jails in the District will meet these standards. In District 12, the jails range

in age from Wheeler County, which was built in 1901, to the Western Umatilla Public Safety Center in Hermiston, which was built in 1971-72. With the exception of the Safety Center and possibly the Umatilla County Jail, no jail in the District could meet the standards set forth in House Bill 2966. The findings of the recently completed Feasibility Study show a great lack in the area of jails in the District. In 1970, 3,543 people were booked into jails in District 12. It seems very likely that this number has increased since that time. The feeling in the District is that very few of our jails are suitable for animals, let alone humans. In this geographical area, many people feel the best place for a person who has committed a crime is the jail. For a law enforcement person to work with this type of community philosophy, adequate jails are needed.

PRIORITY #4

Identify, treat and attempt to eliminate causative factors of crime and juvenile delinquency. Emphasis will be toward early detection and treatment of high risk, truant, drop-out and delinquent-prone youth. Provide Federal funding and technical assistance to juvenile departments to reduce caseloads and expand direct services to supervise youths and train their families. Consolidate present juvenile courts to an estimated two departments utilizing the Circuit Court Judicial District as a guideline for consolidation. Juvenile jurisdiction will remain with the people who now hold it. Consolidation would separate judicial and administrative responsibility of the department: Improve community-based rehabilitation programs.

JUSTIFICATION

Juvenile delinquency continues to be a major problem. According to the Research Findings in District 12 by the Correctional Feasibility Study, 57% of the offenses were committed by people under twenty-six years of age and the majority of these were under eighteen years of age. In 1972, a total of 1,550 delinquency intakes were recorded in Umatilla County. In Grant County, there were 106 total cases in 1972 and, already this year, there are sixty cases, so the total there will be considerably higher. In Morrow County in 1972, there were eighty-six cases and the seriousness of the cases is on the incline. I have no present figures for Gilliam and Wheeler Counties. In District 12, according to the State 1973 Comprehensive Plan, there is a child risk population of 20,580. In 1971, the District's total referrals were 2,111. At the present time, there are two full-time departments and two part-time departments. The full-time departments are Umatilla County (four counselors and one director) and Morrow County since January, 1973, (one person). The two part-time departments are Grant County (one person who may become full-time) and Wheeler-Gilliam (one person). There are two Circuit Court Districts in District 12. One serves Grant, Wheeler and Gilliam plus Counties in District 10. The other covers Morrow and Umatilla Counties. At present, county courts have juvenile jurisdiction in Morrow, Gilliam and Wheeler Counties. The Circuit Court has juvenile jurisdiction in Grant and Umatilla Counties.

PRIORITY #5

Training of police officers is needed a great deal in District 12. We feel a Satellite Academy is needed in the District to serve these people. Therefore, we propose a program to develop a Satellite Academy in District 12 to serve as a training facility for police. This would be designed for training following the basic seven-week course at the Academy.

JUSTIFICATION

With five sheriffs' departments and sixteen municipal police departments in the District, training is a big problem. The sheriffs' departments vary in size from one man in Gilliam and Wheeler Counties to twenty men in Umatilla County. The police agencies vary in size from one man to twenty-three men in the Pendleton Police Department. With 113 people in the District involved full-time in the law enforcement field, there arises a great need for training, both basic and advanced. As it now stands, all training facilities are located in the Willamette Valley. Therefore, a department suffers an enormous cost factor not to mention loss of time when a man has to go for training. Since there is a Satellite Crime Lab in District 12 at the present time, we feel it would be feasible to establish a Satellite Academy here also. This could serve not only District 12 but also other districts which lie in the general area and/or closer to this area than to the Willamette Valley. With a training facility in this area, more personnel could become involved, thus giving District 12 better trained law enforcement personnel and, very likely, better service to the District citizens. This Academy would be designed to give refresher, advanced and specialized training. We feel it would be cheaper to bring instructors here than to send men there.

PRIORITY #6

With the rising incidents of Alcohol and Drug Abuse in District 12, it is felt the problem must now be faced. Therefore, we propose to work closely with other agencies involved in this field to reduce these incidents through use of special programs, centers and teams. These ideas will be formulated with reduction in

mind and will include location and operation of a Detox Center, the support of any existing programs and the development of ideas and programs to meet this need to reduce the offenses.

JUSTIFICATION

The change in the statutes concerning drunkenness is taking up more and more time with the handling of this person. Since he has not committed a crime by just being drunk, the officer involved must decide what to do with him. In some cases, the only answer is to lock him up until such time as he is sober. Therefore, one more body is in jail. With the establishment of a detox center in this area, a drunk man could be put there instead of crowding the jail. As it now stands, there is no place to put the man except jail and once he is released, there is no follow-up. Being drunk is not the only problem. We still must handle the drunk driver, the person on dope or anyone breaking liquor or drug laws. In the City of Pendleton in 1972, there were seventy-two arrests for driving under the influence, eighty-one arrests for liquor laws, seventy-two for drunkenness and sixty-seven for disorderly conduct which might be tied to alcohol, in part. There were twenty-five arrests for Narcotic Drug Laws, one arrest for Opium or Cocaine and their derivatives, seventeen arrests for Marijuana and six other arrests involving drugs. These were all people eighteen years of age and over. There were seventy-six arrests for alcohol-related offenses and eight arrests for drug offenses of people under eighteen years of age by the Pendleton Police Department. This totals 368 alcohol-related cases and twenty-nine drug law violations. Therefore, it is plain to see that these are a problem in Pendleton, and much the same story would be found if you investigated into the other areas of the District. Unfortunately, the statistics are not available at this time for the rest of the District.

PRIORITY #7

Provide effective, high quality, efficient legal services to all indigents in criminal cases through the establishment of public defenders' offices serving all the State. Possibly following the Circuit Court Districts but serving all levels of the judicial system in cities and counties. We feel this function should be financed by the State.

JUSTIFICATION

With the arising awareness of citizens of their rights, more and more are demanding court-appointed counsel. This is not only happening on major crimes but also on small traffic charges. With this, is coming a greater amount of appeals resulting in higher costs to the local agencies. Therefore, the problem arises of rising costs and use of court-appointed attorneys has cost far more than can be budgeted. The City of Pendleton Police Department budgeted \$500 for court-appointed counsel in the current budget. As of April 20, their costs were \$1,296.50. Therefore, they are \$796.50 over their budget. Tom Negus, Sheriff of Grant County, has stated that one major trial where their department has to pick up the legal costs would ruin them. Sheriff Negus is not alone in this belief. Many other small departments cannot stand large legal bills due to the small budget they have to operate on. Therefore, District 12 believes that a public defender's office should be developed with the State budgeting for this person.

PRIORITY #8

Reduce institutional containment through the increased use of Parole and Probation services at both the Felon and Misdemeanant levels. Establish a

District-wide service of supervision to misdemeanants on the premise that service at this level will contribute to diversion from all levels of the system.

JUSTIFICATION

According to Research Findings in District 12, developed by the Correctional Feasibility Study, 72% of the crimes in 1970 were misdemeanors. These misdemeanor offenses include traffic, drunk, drunk driving, petty larceny, minor in possession, disorderly conduct, justice (contempt of court, perjury, failure to respond to subpoena or warrant), game, bail and others. A breakdown of these data by jail shows that in 1970, Gilliam County had fifty-nine misdemeanor offenses or 76% of the total cases in the County. Grant County had 141 or 68%, Morrow County had fifty-five or 98%, Umatilla County had 1,321 or 66%, Hermiston had 273 or 72%, Milton-Freewater had 602 or 85%, Pilot Rock had 106 or 95%, for a District total of 2,557 misdemeanor offenses or 72% of the total cases in the District. In 1972, the Pendleton Police Department had approximately 1,067 misdemeanor offenses, Condon Police Department had fifty-nine misdemeanor arrests, John Day Police Department had 103 traffic and sixteen misdemeanor arrests, Morrow County had approximately forty misdemeanor arrests, Athena Police have approximately seven traffic arrests per month, and the Hermiston Police Department had 265 misdemeanor and 698 traffic arrests. As can be seen from these figures, misdemeanor offenses are a major problem area in District 12. Therefore, we have recommended in our Summary and Recommendations for District 12, the following: The consideration of misdemeanor probational services were proposed for District 12. The following issues will be considered in an investigation by the

Corrections Division Feasibility Study staff to determine the extent of need and operational functions of the program; 1) Will the judges use the program? 2) How many clients will this involve? 3) Who will take financial responsibility when Federal funding expires? Will the State assume this responsibility? 4) Who will the district coordinator for this misdemeanor program be under, administratively?

APPENDIX ONE (B)

In addition to the foregoing recommendations and district priorities which are the product of much study and consensus, the recommendations contained in this Appendix are recommended for consideration as goals in areas needing further study.

RECOMMENDATION NO. 1

Juvenile programs should be expanded to include services such as additional probation and parole officers and volunteers for work with juveniles.

RECOMMENDATION NO. 2

Use of volunteers in most levels of volunteer services should be explored, as it is now being used quite productively in many areas.

RECOMMENDATION NO. 3

Establish a position for obtaining pretrial and posttrial reports on which the court can base decisions (R.O.R., pre-sentencing, etc.).

RECOMMENDATION NO. 4

A position as described in Appendix Two may be a viable position for coordination of various misdemeanor services. This description was taken from Summary and Recommendations, District 9.

RECOMMENDATION NO. 5

A transportation officer might allow more economic use of facilities within the District.

RECOMMENDATION NO. 6

A central data collection and/or information system for the criminal justice agencies.

- a. This system would help local units collect and establish policies, forms and procedures.
- b. The central data collection agency (ies) would help standardize past forms, help collect commonly needed information and do special studies needed by the entire criminal justice system.
- c. The Collection Agency would develop and maintain a standard looking form used by all jails within the District (State).

Jail programs instituted in the Marion County Jail are described in Appendix Three. These are presented as a point of interest because of the fact that they demonstrate what can be done in a county jail without additional funds, staff or space.

APPENDIX TWO

COMMUNITY CORRECTIONAL AGENT

The Community Correctional Agent is to provide a variety of correctional services to the misdemeanor offender of the lower courts. Emphasis of this position is to interview and ascertain specific needs of the misdemeanor offender, provide client information to the courts upon request of the court, provide job opportunities to those misdemeanants who are placed on probation and work release and act as coordinator between public and private resource agencies that are able to assist the client in meeting his needs.

Distinguishing Features of Work

The Community Correctional Agent's work is primarily to provide correctional service to the misdemeanor offender at the local level. He makes practical application of the behavioral and correctional sciences to assist the client and his family to resolve problems so that he and his family will be able to legally fulfill their needs. He identifies and secures the cooperation of all community resources that are available to assist correctional clientele and coordinates these resources to serve the needs of the local correctional clientele. Upon the request of the court, the Community Correctional Agent will make preliminary investigation into employment, family, financial and other pertinent social economic factors to assist the court in decisions of release on his own recognition and case dispositions. He provides direct service to the correctional clientele for counseling, job finding and develops programs of work-education release and assumes the responsibility for supervision of the clients while participating in the various correctional programs.

Examples of work:

1. Develops programs for the local correctional clients of the district, such as work-education release and probation.
2. Secures employment for the client.
3. Makes investigation and recommendation to the court on ROR, probation and work release probabilities.
4. Supervises work release and probation clients.
5. Coordinates volunteer groups.
6. Maintains personal contacts with the misdemeanor clientele to assist them in social adjustments.
7. Provides direct clientele and family counseling and assists them in making contact with other helping agencies, such as Employment Office, Welfare Division, Vocational Rehabilitation Division, etc.
8. Seeks to motivate misdemeanor offenders to improve their occupational skills through education and vocational training programs.

Recruiting Requirements

Knowledge, Skill and Ability

Knowledge of current correctional practices and court procedures. Knowledge of jail operation and the procedures of supervising correctional clients. Knowledge of community resources and social agencies which could assist in the rehabilitation process. The ability to use effective interview technique and to analyze client needs and to conceptualize correctional programs for the client. The ability to work closely with law enforcement agencies, courts and other correctional agencies.

Experience and Training

A Bachelor's degree with major course work in the Social Sciences. Three years of progressively responsible experience in correctional work or any satisfactory equivalent combination of experience and training.

APPENDIX THREE

MARION COUNTY JAIL PROGRAMS

Contact has been developed with the following agencies to meet some of the needs of inmates incarcerated at the Marion County Jail.

1. EMPLOYMENT:

The Mid-Willamette Community Action Program is the directing agency for Vista volunteers and through this agency we have Jack Heinrich assigned as a Job Developer for the inmates. Mr. Heinrich has his Masters Degree in Business Administration and is totally devoted to his program. Jack assists the inmates in getting a job while they are incarcerated and also after they leave the institution. This provides former inmates someone to turn to for help after release, which probably prevents new crimes from being committed.

The Oregon State Employment Service has also provided an Employment Counselor, Mary Hudzikiewacz, and she brought visual aids and gave mass lectures on how to go about securing employment. She followed this up with individual counseling and established a file with the State of Oregon Employment Service.

2. G.E.D.:

Vic Snyder of the Community Action Program has been conducting G.E.D. classes in the County Jail for approximately six months. Thus far, five inmates have obtained their G.E.D. diplomas while incarcerated. These classes are open to unsentenced and sentenced prisoners, both male and female. Currently, we are in the process of establishing federal funding with the State of Oregon, providing certified teachers to take over the education program.

In conjunction with this, we have two volunteer librarians who are establishing an educational library.

A book drive has been conducted and we currently have approximately 2,000 books. The Lifers Club from the Oregon State Penitentiary are remodeling a storage room that will be utilized for our classroom and library.

3. MENTAL HEALTH:

A psychiatric social worker from the State Hospital is available to interview inmates with emotional disorders and make referrals to doctors for further examinations and treatment. We also have a Public Health Aide who visits the jail twice weekly and she is able to arrange for therapy with the Marion County Public Health Department as an outpatient. This is designed for those inmates who are in need of psychiatric treatment but do not need confinement to accomplish this goal.

4. DRUG COUNSELING:

We have a Vista volunteer who provides drug counseling either on a group basis or individual basis. The emphasis is on inmates who are just getting involved with drugs. This is a new program and further development is planned for this growing problem.

5. ALCOHOL:

We have a counselor on call basis from the Marion-Polk Council on Alcoholism who deals with those whose criminal activities arise out of abuse of alcohol.

6. VOCATIONAL:

Programs of this type are processed by our department in cooperation with the State Employment Service and the State Vocational Rehabilitation Division. Currently, we have one inmate going through the three-week evaluation at the Work Evaluation Center. They can provide schooling and living expenses for up to two years for inmates who qualify.

7. FAMILY COUNSELING:

Utilization of established family counseling services will be utilized by those inmates who are experiencing marital problems. Currently, one inmate is being processed for receiving these services.

8. JOB CORPS:

Contact has been made with the Job Corps representative. They are willing to assist first-time youthful offenders, although waivers must be obtained from their administration due to their regulations regarding criminal arrests. Court orders have been obtained for temporary release from custody so that the inmate may be tested and evaluated for the program. Releases may also be obtained for visits to Job Corps centers with possible programming the ultimate goal.

9. WORK RELEASE:

Work release is established in Marion County. We charge the inmate \$2.50 per day plus \$.50 per meal. Agreement is made with the employer to make all checks payable to the Sheriff's Office in order that our payment is secure. The inmate signs a form that outlines his restrictions, such as transportation arrangements, working hours, etc. Hopefully, this will take some families off Welfare and prevent new Welfare applicants. This is also designed to prevent inmates from losing gainful employment they may have had at the time of their incarceration.

To properly develop and maintain any rehabilitation programs, adequate staffing is a must. I have assigned one of the Corrections Officers as a Community Resource Officer, who happens to have a B.S. Degree in psychology. He coordinates all the activities of all programs and counselors. Currently, we have three practicum students working with the inmates, assisting with intake summaries, individual counseling and other inmate needs. Oregon College of Education and Chemeketa Community College provide students to assist in these programs.

The Federal and State governments are committed to community-based corrections programs. Therefore, we, at the Marion County Jail, are also committed to reduce the recidivism rate through meaningful rehabilitation programs.

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