

**SUMMARY AND  
RECOMMENDATIONS  
DISTRICT 14**

**TASK FORCE ON CORRECTIONS  
CORRECTIONAL FEASIBILITY STUDY**



DATA ANALYZED AND REPORT

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MAY 10, 1974

18211

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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 programs in various districts, the present study has been undertaken. Recognizing the desirability of planned rather than haphazard change, the study proceeds through a sequence of: 1) gathering factual data, 2) analyzing and interpreting that data, 3) developing recommendations for improvements, leading to 4) 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 lockups.

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, entitled, A Balanced Correctional System for Oregon. Some of the major recommendations of that report included the following: "That a comprehensive statewide 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 14 Correctional Feasibility Study was an investigation of the processing of people during the year 1972 through the jails in Malheur and Harney 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 14 during 1972 and the basis with which to begin improvement of those services to the misdemeanant.

Following the data collection and data display, the District 14 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.

On March 13, 1973, the Law Enforcement Planning Committee for District 14 requested the Feasibility Study staff to collect data from the four jails and prepare research findings for the year 1972.

On September 24, 1973, the Research Findings for 1972 were published and plans were formulated to conduct the second stage of the study, recommendations based on those findings.

On November 6, 1973, the Law Enforcement Planning Committee appointed a subcommittee to study the Research Findings and confer with the Feasibility Study staff for the purpose of determining appropriate recommendations for the overall improvement of corrections in District 14. This subcommittee is listed on the Acknowledgement page.

In January and February, 1974, 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 Law Enforcement Planning Committee.

On March 12, 1974, the recommendations stated in this report were selected and approved by the Law Enforcement Planning Committee. The committee requested the Feasibility Study staff to prepare these recommendations for presentation and adoption at the full committee meeting on May 14, 1974.

On May 14, 1974, the subcommittee presented the following recommendations to the Law Enforcement Planning Committee of District 14. They unanimously adopted this report.

Primary concerns were the updating of the existing jails to meet mandatory Jail Standards, effective July 1, 1974; establishing misdemeanant program services; medical services for Malheur County Jail with special consideration for mentally-disturbed prisoners; and a position established for a transportation officer.

This report presents a series of recommendations based on the Correctional Feasibility Study Research Findings for District 14. The recommendations were developed by the subcommittee members with the assistance of the Correctional Feasibility Study staff. The recommendations are not necessarily listed in the order of their priority.

ACKNOWLEDGEMENTS

The people listed below were selected by the Law Enforcement Planning Committee for District 14 as a study committee assigned with the task of developing recommendations for the District to effect correctional changes, based on the data collected by the Correctional Feasibility Study.

Frank Yraguen	Malheur County District Attorney
Robert G. Ingram	Malheur County Sheriff
Frank Hickey	Harney County Sheriff
James H. Jones	Ontario Chief of Police
Alvin A. Allen	Nyssa Chief of Police

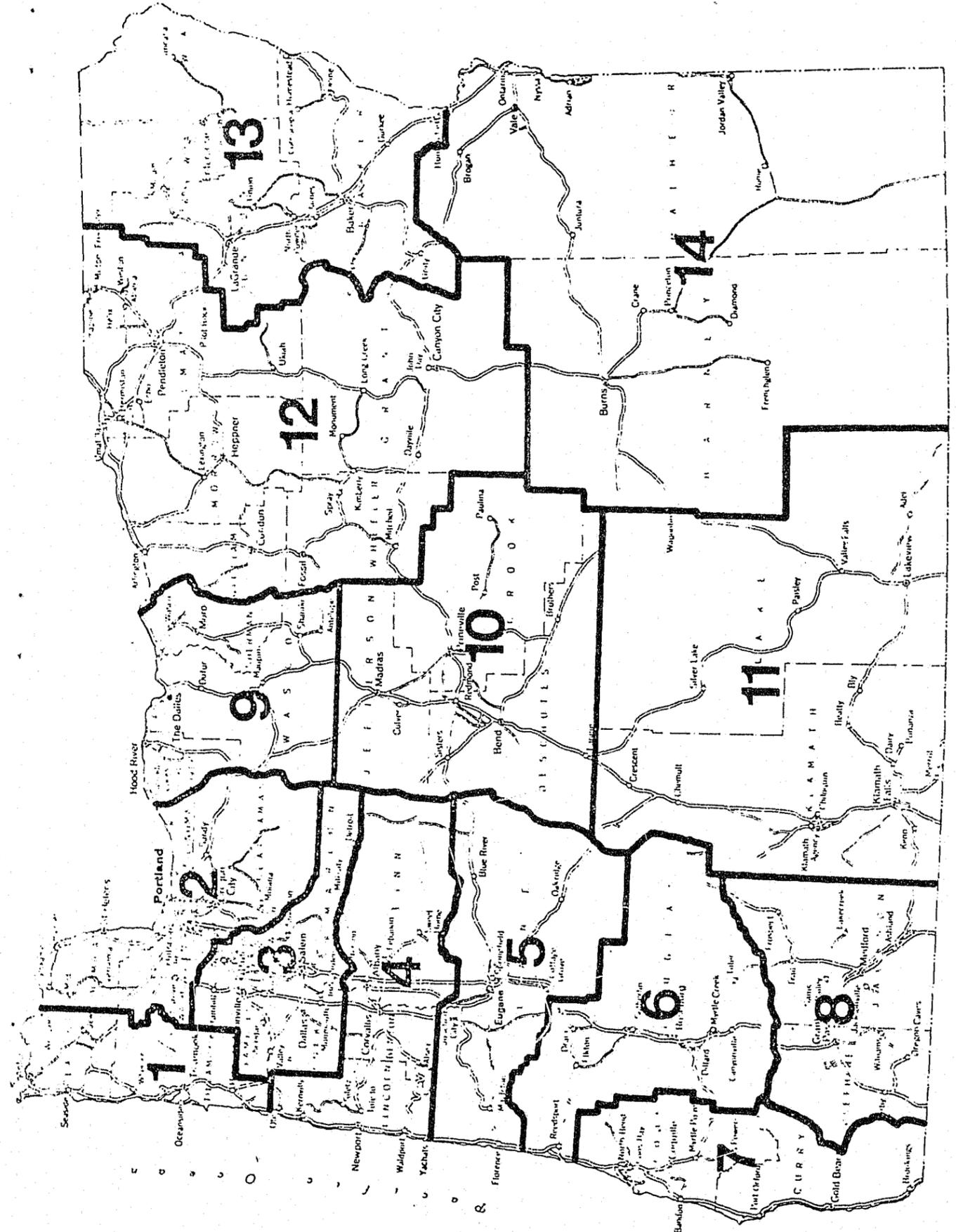
The following people are members of the Law Enforcement Planning Committee for District 14, who have the responsibility to determine correctional needs for the District and who have invested time and effort in putting together this group of recommendations.

TASK FORCE MEMBERS

Frank Yraguen, Chairman	Malheur County District Attorney
Alvin A. Allen	Nyssa Chief of Police
Bill Allen	Burns City Council
Fred Baker	Burns Chief of Police
Juanita Bellows	Justice of the Peace, Ontario
Orlin Culbertson	State Parole and Probation
Judy Dwyer	Law Enforcement Coordinator
Tom Edmondson	Vale City Council
Frank Hickey	Harney County Sheriff
Robert G. Ingram	Malheur County Sheriff
James H. Jones	Ontario Chief of Police
Kenneth Lowery	Vale Chief of Police
A. M. Rockwell	Harney County Juvenile Director
Al Starns	Superintendent of Schools, Harney County

Others who contributed time and effort toward this comprehensive group of recommendations, and who served as resource people, were:

- |                    |   |
|--------------------|---|
| James F. Bartlett  | Corrections Division Feasibility Study                            |
| Lester E. Belleque | Project Director, Corrections Division Feasibility Study          |
| Royal E. Cook      | Executive Secretary, Southeast Oregon Council of Governments      |
| Donald Dill        | Oregon Law Enforcement Council                                    |
| Jerry R. Hawley    | Corrections Division Feasibility Study                            |
| Robert Houser      | Oregon Law Enforcement Council                                    |
| Waymon P. Rutledge | Corrections Division Feasibility Study                            |
| Cherry Steinke     | Administrative Secretary, Southeast Oregon Council of Governments |



JULY 1968

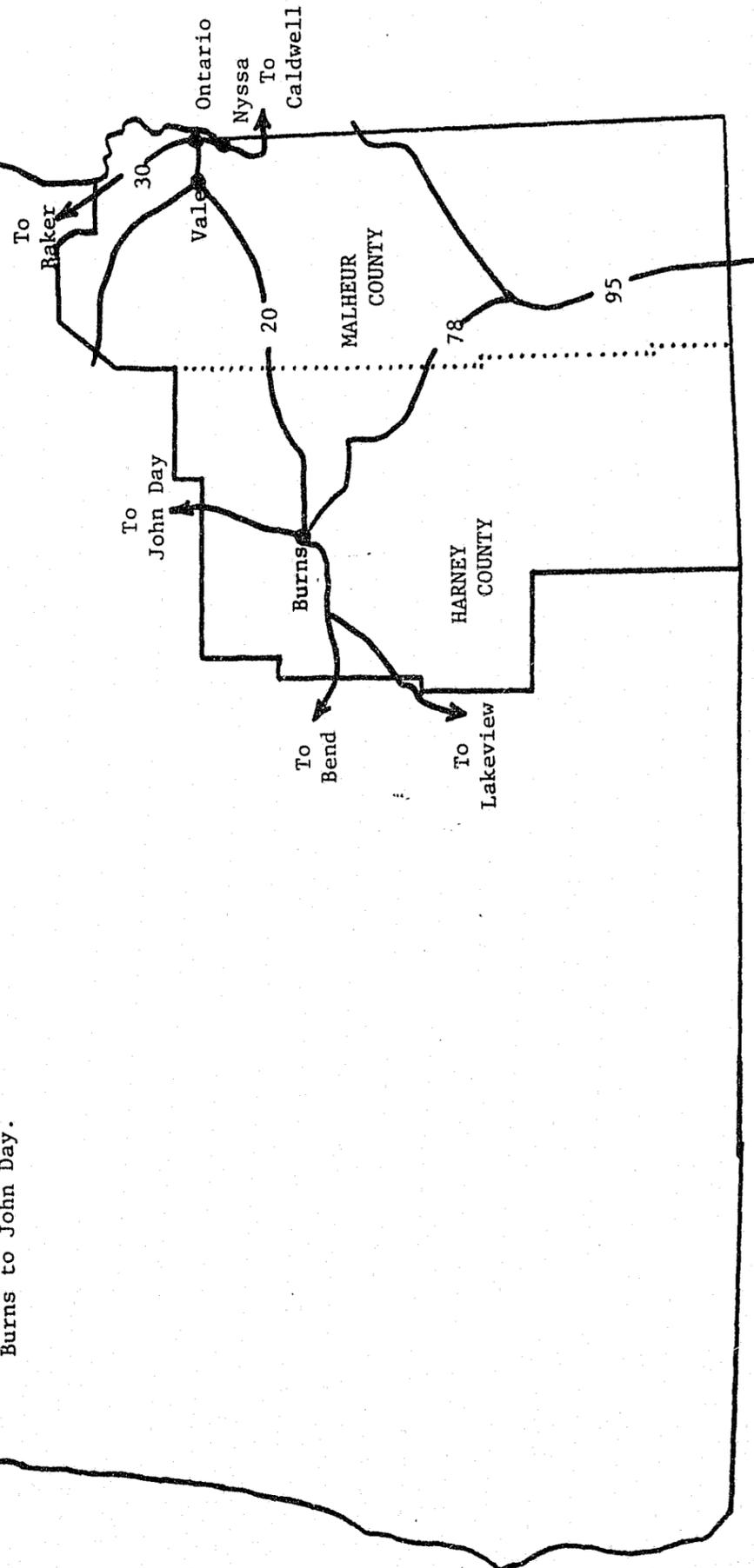
# State of Oregon DISTRICTS

Office of the Governor - Planning Section

— district boundary  
5 district number

There are four jails in District 14. The Harney County Jail is at Burns; the Malheur County Jail at Vale; and Municipal jails at Ontario and Nyssa in Malheur County.

There are 114 miles between Burns and Vale. The distance from Ontario to Baker City is 72 miles and 70 miles from Burns to John Day.



## RESEARCH FINDINGS

The detailed analysis of the 1,564 bookings in the four jails in District 14 (Malheur and Harney Counties) in 1972 is contained in the report, Research Findings, District 14, Correctional Feasibility Study, dated October 1, 1973. That demographic and dispositional analysis revealed the following findings with respect to the composition and processing of the jail population for 1972:

### MAJOR RESEARCH FINDINGS<sup>1</sup>

#### I. CRIME:

1. Information provided by the four jails, Page 24, reveal that 1,564 booking actions were recorded, including 179 females.
2. Misdemeanor offenses contributed 67% (1,054 of 1,564) of the total bookings.
3. Misdemeanants under thirty years of age were responsible for 60% (946 of 1,564) of the total cases, with 37% (575 of 1,564) being in the eighteen to twenty-five age bracket.
4. The offenses with the highest amount of cases were: (1) Drunk Driving (313 of 1,564 or 20%); (2) Minor in Possession (152 of 1,564 or 10%); (3) Traffic (139 of 1,564 or 9%); (4) Disorderly Conduct (108 of 1,564 or 7%); and (5) Dangerous Drugs (93 of 1,564 or 6%) which was the highest felony booking.
5. Drunk driving offenses increased from 216 in 1971 to 313 in 1972, an increase of 31%.

1/ From "Research Findings, District 14, Correctional Feasibility Study" October 1, 1973, Oregon Corrections Division, Salem, Oregon.

II. LAW ENFORCEMENT ARRESTING AGENCIES:

1. The Ontario City Police Department made 36% (566 of 1,564) of the total arrests in 1972.
2. The Oregon State Police accounted for 27% (420 of 1,564) of the total arrests in 1972.

III. JAILS:

1. For descriptive information concerning the four District jails, refer to RECOMMENDATION #1. (See pp. 13-19, Research Findings.)
2. Ontario City Jail received 634 of 1,564 cases, or 41% of the total bookings.
3. Malheur County Jail received 471, or 30% of the total.
4. Harney County Jail received 352, or 23% of the total.
5. Nyssa City Jail received 107, or 7% of the total.

IV. JAIL POPULATION:

1. Sixty-eight percent (1,065 of 1,564) of the total cases were under thirty-six years of age. Those eighteen to twenty-nine years of age were 19% of the total bookings (303 of 1,564), (Table 2).
2. District 14 booked a sum of people equal to 5% (52 per 1,000) of its total population (Table 3).

3. Sixty-one percent (957 of 1,564) of the total cases were Caucasian and 29% (453 of 1,564) were of Mexican descent (Table 4).
4. Fifty-eight percent (908 of 1,564) were District residents (Table 6).
5. Thirty-two percent (498 of 1,564) were out-of-state residents with Malheur County and Ontario City accounting for 80% (398 of 498) of the out-of-state bookings (Table 6).
6. District 14 has the highest percentage of out-of-state residents (32% of bookings) compared to other Districts, and the lowest in-state transients (8% of bookings) (Table 7).
7. June was the high population month for the jails in Malheur County, with April as the high month for Harney County, concerning average daily population (Tables 9 & 10).
8. Low month for average daily population was January for Malheur County and Ontario City Jails, December for Nyssa City Jail and November for Harney County Jail (Tables 9 - 12).
9. The annual, average daily population for pre-trial cases was 91.3% and 9.4% for sentenced cases (Tables 13 - 16).

V. PRE-TRIAL ACTIONS:

1. Twenty-five percent (384 of 1,564) were jailed in lieu of bail (Table 17).
2. Nineteen percent (297) were released on bail (Table 17).
3. Five percent (78) were released on their own recognizance (Table 17).

4. Ontario City Jail showed 634 (41%) pre-trial actions with 190 being released to other jurisdictions and 139 being jailed in lieu of bail (Table 18).
5. Malheur County showed action in 30% (471) of cases with the highest number being released to the immigration authorities (27%) (Table 18).
6. Ages eighteen to twenty showed the highest number of cases (303), 19% of 1,564 (Table 19).
7. Bail in the \$106-\$350 bracket was used most often (105 or 37%) (Table 20).
8. The Justice Court showed high in the above bail range (72), with the Municipal Court high in the \$51-\$105 area, showing 88% (66) of the total 75 (Table 20).
9. Ontario City showed 53% (40 of 75) posted bail in the \$51-\$105 range (Table 21).
10. The Municipal Court showed high percentage of 60% jailed in lieu of bail with 232 of 384 (Table 22).
11. Ontario City showed 35% (134) of the total for those jailed in lieu of bail (Table 23).
12. Eighty-five percent (1,334) of the pre-trial detainees stayed in jail three days or less (Table 24).

#### VI. COURTS:

1. Twenty-eight percent (442 of 1,564) of the total bookings were fined (Table 25).
2. Fourteen percent (218 of 1,564) of the total bookings were jailed (Table 25).
3. Four percent (69 of 1,564) of the total bookings received local probation (Table 25).
4. Justice Courts handled 30% (463 of 1,564) of the total bookings (Table 25).
5. The Municipal Courts handled 27% (418 of 1,564) of the total bookings (Table 25).
6. The \$201+ fine category was used 40% of the time, primarily by the Justice Courts, and the \$51-\$199 fine category was used by the Courts 38% with the Municipal Courts accounting for 48% (122 of 254) of these (Table 26).
7. The Justice and Municipal Courts levied 88% of the fines (390 of 442) (Table 26).
8. Malheur County Jail housed 43% of the sentenced prisoners (106 of 248), and 96% (102) of those served six days or more. Serving six to twenty days were 40% (98) of the sentenced population (Table 27).

R E C O M M E N D A T I O N # 1

JAIL FACILITIES

AND

PROGRAMS

SUMMARY OF MANDATORY JAIL STANDARDS

Each local correctional facility must provide the following services according to Oregon Laws 1973, Chapter 740, Section 3, Jail Standards, effective July 1, 1974. Briefly, these standards provide:

1. Twenty-four hour supervision and personal inspection of each person confined at least once each hour with a female supervisor present to attend each female prisoner;
2. The prohibiting of firearms in the security area except in time of emergency as determined by the administrator of the local facility;
3. Three meals be served each day inside the facility to each prisoner;
4. That no physical punishment be administered to any prisoner at any time;
5. That prisoners' written communications to the Governor, jail administrator, Attorney General, judge or his own attorney be uncensored.
6. That each prisoner be provided with rules and regulations of the facility regarding his behavior;
7. Safety and security in accordance with the established Uniform Building Code; and
8. Publication of plans to meet all types of emergencies.

I. JAIL FACILITIES AND PROGRAMS

1. HARNEY COUNTY JAIL

A. FINDINGS:

- (1) Facility - This single-story jail structure, which stands alone behind the Courthouse, has been in operation since 1962. Currently, the supervision is provided by a jailer and his wife, who live in the building.

Present inmate capacity for this facility is twenty, including juveniles. The County Court is considering housing juveniles in a minimum security area on the third floor of the Courthouse.

This facility provides an adequate physical plant in most respects; however, some safety and security factors need to be considered such as sally ports, weapon storage, tamper-proof lighting and a key-lock on the prisoner-visiting door. The shower facilities are not adequate for optimum supervision procedures.

- (2) Services - Medical services are adequate and include a local psychiatrist who provides counseling. A detoxification section in the hospital provides special treatment for offenders with alcohol problems.

Programs for inmates include religious services and counseling with special counseling provided by Alcoholics Anonymous. There is no program for physical recreation, only passive games inside the cell areas are played.

B. RECOMMENDATIONS:

(1) Facility - The administration must establish twenty-four hour supervision and personal inspections of each person confined at least once each hour, including a female supervisor to be present for searching female inmates or to be present whenever a female prisoner's cell is entered.

The administration should discontinue the system of the jailer and wife living within the building.

All entrances and exits to security sections of the detention facility should be provided with sally ports or safety vestibules. This is especially true of the main adult felon section.

(2) Services - It is recommended that the facility have a recreational program with able-bodied prisoners participating.

Educational opportunities should be made available to prisoners by utilizing volunteers from local resources or by providing tutors.

2. MALHEUR COUNTY JAIL

A. FINDINGS:

(1) Facility - This facility is constructed within the County Courthouse and has been in operation since 1964. The capacity of this facility is fifty-two and the physical plant is of good design and adequate in maintaining efficient operation for confined prisoners.

Some areas of concern are: lack of storage areas, the live-in jailer system, the condition of the toilets and showers, and the lack of space for adequate physical recreation.

(2) Services - There is a serious lack of medical services available for the inmates inside the facility. There is adequate room for medical diagnosis but it is extremely difficult to obtain physician's services inside the facility (refer to Recommendation #7 for more information).

Education training is available each week by the staff of the community college for those inmates who are interested.

Special counseling is provided by court appointment and alcohol program instruction is provided for those needing these services. There is no area for physical recreation.

B. RECOMMENDATIONS:

(1) Facility - The physical plant should be surveyed regarding what areas could be used for additional storage space.

Toilets and showers should be replaced where necessary.

The present system of the jailer and his family living in the jail should be discontinued.

(2) Services - Medical services should be made available to prisoners inside the facility and provision for mentally disturbed prisoners should be adequate for security and safety to both the prisoner and staff (refer to Recommendation #7 for more information).

Recreation space and opportunity for physical exercise should be made available. The administration should provide recreational opportunities and equipment and, when climatic conditions permit, recreation or exercise in the open air. Outdoor recreational facilities should be considered and be used to the maximum extent practicable. Properly organized recreation and leisure-time programs should be scheduled in the dayrooms, exercise yards, multipurpose rooms and other available space to provide equal opportunities for all inmates to participate in programs of their choice and abilities.

Possible areas for outdoor recreation could be:

a. A screened-in area next to the present apartment of the jailer. Consideration of inmate privacy from public eye

should be considered and proper supervision should be maintained.

b. Additional construction on top of the Courthouse with private jail stairway or elevator to the area. A closed-in section could provide for a variety of outdoor exercise, such as volleyball, basketball, badminton, shuffleboard, etc.

c. A scheduled program for minimum security to use available areas such as public school facilities for active recreation, even to active competition between organized teams, utilizing outside groups, is desirable and should be provided for when practical and possible.

Inside recreation could be provided for by using an area with a set of weights and a mat for wrestling. A pair of boxing gloves could be of sincere interest to other inmates. Table tennis, pool, cards, dominoes, puzzles of all types, checkers, chess, motion pictures, arts and crafts, etc., should be considered as possible recreational and physical exercise activities.

Volunteers (example: college students) for the supervision of recreational activities could be used where budgets do not permit the employment of a corrections officer to supervise these programs.

3. NYSSA CITY JAIL

A. FINDINGS:

(1) Facility - This jail was built in 1938 in the basement of the City Hall. The inmate capacity is seven. Supervision consists of twenty-four hour, periodic checks. Smoke detection equipment is installed in the male and female cells.

Security has been improved by a heavy screen installed in the hallway between the female cell, booking room and male cell area. The screen can be locked from either side, allowing the officer to control any problem that may arise.

(2) Services - A nearby medical clinic provides assistance for medical emergencies. Three restaurant meals are served each day for working prisoners and two meals are served each day for non-working prisoners.

B. RECOMMENDATIONS:

*It is recommended that this facility be used only as a lockup, with sentenced prisoners being transferred to the Malheur County Jail in Vale. For those prisoners being detained, it is mandatory that the facility provide twenty-four hour supervision with personal, hourly checks, and three meals served to each prisoner daily.*

4. ONTARIO CITY JAIL

A. FINDINGS:

On April 2, 1973, the Ontario City Council decided to use this jail only as a lockup, for temporary detention. All prisoners requiring detention of more than eight hours are transferred to the Malheur County Jail in Vale.

Those prisoners detained are served two restaurant meals a day, the dispatchers provide twenty-four hour supervision, a matron is on duty when needed and the medical hospital, four blocks away, provides services for sick prisoners.

B. RECOMMENDATIONS:

*The present operation for this lockup facility should continue and prisoners who are detained for a day-period, must be served three meals.*

R E C O M M E N D A T I O N # 2

TREATMENT OF PRISONERS

WITH

ALCOHOL AND MENTAL PROBLEMS

## II. TREATMENT OF PRISONERS WITH ALCOHOL AND MENTAL PROBLEMS

### A. FINDINGS:

Table 1 displays offense by jail and by sex. Drunk driving was the offense with the highest number of bookings, 313 of 1,564, or 20% of the total. Minor in possession was second with 152 of 1,564, or 10% of the total bookings. This apparently is the trend in most all areas of the country, alcohol-related offenses running high in comparison to other offenses.

Table 2 shows comparison of District 14 with eleven other districts in Oregon concerning alcohol-related bookings. District 14 is shown as having a higher percentage (37%) of alcohol-related bookings than other districts but an average percentage (43%) for drunk and alcohol-related bookings, which includes driving while intoxicated, drunk and disorderly, minor in possession and vagrancy.

Tables 3A to 3H display alcohol-related offenses for District 14 for the years 1969 to 1971. In 1971, there were 216 bookings for drunk driving, compared to 313 in 1972, an increase of 31%.

The 1967 President's Commission on Law Enforcement and Administration of Justice reported that, "...40 to 50% of the felons incarcerated in penal institutions in the United States have a drinking problem..." Since many felons commit misdemeanors before more serious crimes, alcohol could be a dominating influence in the pattern of crime consistency.

There is a definite need of treatment resources in Malheur County for mental cases involved in crime. Law enforcement officials are concerned about the lack of staff and facilities to adequately secure and treat the mental case who needs custody and security because of his crime. Presently, there is no contract or agreement between law enforcement agencies and hospital authorities for sufficient security and treatment of the mental case. It is difficult to maintain twenty-four hour security on the prisoner in the hospital because of the lack of staff available from the police agency and the hospital staff unavailable and untrained to maintain necessary security.

According to the Eastern Oregon Family Services Clinic, medical assistance and examinations are given for selective offenders with classification of needs. Thus, offenders who need maximum security are examined and lodged in the Malheur County Jail. Information available reveals that the hospital in Ontario is not staffed nor facilities available to properly house or treat severe cases of security-mental cases.

The need exists for law enforcement officials of Malheur County and local physicians to work together, with community input, in working toward a suitable program for this classification of offenders.

TABLE 1  
DISTRICT 14  
JAIL BOOKINGS DATA, 1972

Offense by Jail, by Sex

Offense	Harney County			Malheur County			Nyssa City			Ontario City			Total		
Homicide	1		-%	1		-%	0		-%	1		-%	3		-%
Kidnapping	1		-%	0		-%	0		-%	0		-%	1		-%
Sexual Assault	0		-%	3		1%	1		1%	1		-%	5		-%
Assault	2	(1)	1%	2		-%	1		1%	10	(1)	2%	15	(2)	1%
Burglary	9	(2)	3%	7		1%	1		1%	5		1%	22	(2)	1%
Grand Larceny	1		-%	2		-%	0		-%	0		-%	3		-%
Stolen Vehicle	12	(1)	3%	10		2%	0		-%	5	(1)	1%	27	(2)	2%
Forgery	0		-%	3		1%	0		-%	1		-%	4		-%
Fraud	12	(2)	3%	12	(3)	3%	0		-%	4	(2)	1%	28	(7)	2%
Embezzlement	1		-%	3		1%	0		-%	0		-%	4		-%
Stolen Property	1		-%	3	(1)	1%	0		-%	4		1%	8	(1)	1%
Dangerous Drugs	30	(6)	9%	42	(2)	9%	1		1%	20	(1)	3%	93	(9)	6%
Family Offenses	1		-%	4		1%	0		-%	3	(1)	-%	8	(1)	1%
Escape	0		-%	1		-%	2		2%	0		-%	3		-%
Weapons	1		-%	2		-%	0		-%	3		-%	6		-%
Other Sex Offenses	0		-%	3	(1)	1%	0		-%	1		-%	4	(1)	-%
Contributing	5		2%	3	(2)	1%	1		1%	1		-%	10	(2)	1%
Probation/Parole Vio.	4	(2)	1%	20	(4)	4%	0		-%	5		1%	29	(6)	2%
Other Felony	1		-%	5		1%	0		-%	1		-%	7		-%
Delinquency	14	(9)	5%	0		-%	0		-%	17	(9)	3%	31	(18)	2%
Traffic	22	(1)	6%	15	(1)	3%	4		4%	98	(30)	15%	139	(32)	9%
Public Intoxication	31		9%	9		2%	14		13%	40	(3)	6%	94	(3)	6%
Detoxification	3		1%	1		-%	0		-%	34	(1)	5%	38	(1)	2%
Drunk Driving	73	(5)	21%	97	(10)	21%	35	(2)	32%	108	(9)	17%	313	(26)	20%
Petty Larceny	11	(1)	3%	17	(5)	4%	3	(2)	4%	60	(14)	9%	91	(22)	6%
Minor in Possession	11	(1)	3%	16	(5)	3%	18		17%	107	(17)	17%	152	(23)	10%
Disorderly Conduct	18	(2)	5%	21	(2)	4%	19		18%	50	(2)	8%	108	(6)	7%
Justice	3		1%	10		2%	0		-%	1		-%	14		1%
Assault & Battery	5		2%	9		2%	0		-%	12		2%	26		2%
Other Misdemeanors	40		11%	2		-%	0		-%	6		1%	48		3%
Hold for Other Jurisdiction & Unknown	39	(5)	11%	148	(7)	31%	7		6%	36	(2)	6%	230	(14)	15%
TOTAL	352	(38)	100%	471	(43)	99%	107	(4)	101%	634	(94)	99%	1564	(179)	100%

NOTE: The female portion of each total is indicated in parentheses.  
Percentages differ from 100% due to rounding. Percentages less than 0.5% are omitted.

TABLE 2

DISTRICT 14  
JAIL BOOKINGS DATA

Comparison of District 14 With Eleven Other Districts:

Total Bookings, Booking Rate, Juvenile Bookings And Alcohol-Related Bookings

District <sup>1</sup>	Population	Bookings <sup>2</sup>	Bookings/1000	Percent Juvenile Bookings	Percent Drunk Bookings	Percent Alcohol-Related Bookings <sup>5</sup>	Percent Drunk And Alcohol-Related Bookings
DISTRICT 1	46,403	2,424	52	27%	10%	29%	39%
DISTRICT 2 <sup>3</sup>	946,770	32,204	34	8%	28%	19%	47%
DISTRICT 3	226,871	6,393	28	6%	19%	17%	36%
DISTRICT 4	151,445	4,459	30	19%	10%	27%	37%
DISTRICT 5	213,358	5,526	26	5%	21%	26%	47%
DISTRICT 6	71,743	3,851	54	15%	11%	18%	29%
DISTRICT 8	130,279	6,012	46	15%	15%	19%	34%
DISTRICT 9	35,459	1,852	52	12%	36%	24%	60%
DISTRICT 10	50,420	2,743	54	20%	28%	27%	55%
DISTRICT 12	60,575	3,543	58	24%	17%	27%	44%
DISTRICT 13	40,543	1,892	47	4	10%	27%	37%
DISTRICT 14	30,280	1,564	52	13%	6%	37%	43%

1 Refer to Page 8 for county designation of Administrative Districts.

2 Districts 3 and 4 are for calendar year 1969; Districts 1, 6, 10, 12, 13 are for 1970; Districts 2, 4, 5 and 8 are for 1971, District 14 for 1972.

3 District 2 represents an estimated number of bookings. Data collection was done for sample months-- March, July, November, 1971.

4 Not available.

5 Includes driving while intoxicated, drunk and disorderly, minor in possession of alcohol and vagrancy.

TABLE 3A

## DISTRICT 14

## JAIL BOOKINGS DATA 1969, 1971

Total Alcohol-Related Offenses, By Jail

<u>Jail</u>	<u>Intoxicated In Public</u>		<u>Intoxicated On A Public Highway</u>		<u>D.U.I.L.</u>		<u>Drunk And Disorderly</u>		<u>Minor In Possession</u>		<u>Total</u>	
	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>
Malheur County Jail	18	25	15	12	40	77	2	3	20	24	95	141
Ontario City Jail	172	110	0	0	22	53	1	0	106	115	301	278
Nyssa City Jail	78	92	1	2	15	17	0	0	11	15	105	126
Harney County Jail	81	69	11	2	29	69	21	16	2	15	144	171
TOTAL	349	296	27	16	106	216	24	19	139	169	645	716

TABLE 3B

## DISTRICT 14

## JAIL BOOKINGS DATA 1969, 1971

Total Alcohol-Related Offenses, By Jail & Sex

<u>Jail</u>	<u>Adult Male</u>		<u>Adult Female</u>		<u>Juvenile Male</u>		<u>Juvenile Female</u>		<u>Total</u>	
	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>
Malheur County Jail	69	112	5	6	21	21	0	2	95	141
Ontario City Jail	259	229	11	8	31	36	0	5	301	278
Nyssa City Jail	103	122	2	4	0	0	0	0	105	126
Harney County Jail	127	153	12	11	3	7	2	0	144	171
TOTAL	558	616	30	29	55	64	2	7	645	716

TABLE 3C  
DISTRICT 14

JAIL BOOKINGS DATA 1969, 1971

Alcohol-Related Offenses, By Sex, Age

<u>Age/Sex</u>	<u>Intoxicated In Public</u>		<u>Intoxicated On A Public Highway</u>		<u>D.U.I.L.</u>		<u>Drunk And Disorderly</u>		<u>Minor In Possession</u>		<u>Total</u>	
	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>
Adult Male	341	282	25	15	97	203	13	13	82	103	558	616
Adult Female	8	14	2	1	8	7	6	4	6	3	30	29
Juvenile Male	0	0	0	0	1	6	4	2	50	56	55	64
Juvenile Female	0	0	0	0	0	0	1	0	1	7	2	7
TOTAL	349	296	27	16	106	216	24	19	139	169	645	716

TABLE 3D  
DISTRICT 14

JAIL BOOKINGS DATA 1969, 1971

Jail By Number Of Bookings, Age, Sex

<u>Jail</u>	<u>Adult Male</u>		<u>Adult Female</u>		<u>Juvenile Male</u>		<u>Juvenile Female</u>		<u>Total</u>	
	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>
Malheur County Jail	242	376	19	24	90	144	21	41	372	585
Ontario City Jail *	395	368	22	17	159	53	30	10	606	448
Nyssa City Jail	148	174	12	11	0	0	0	0	160	185
Harney County Jail	204	364	21	39	26	61	5	23	256	487
TOTAL	989	1282	74	91	275	258	56	74	1394	1705

\* From F.B.I. reports.

TABLE 3E

## DISTRICT 14, HARNEY COUNTY JAIL

JAIL BOOKINGS DATA 1969, 1971

Alcohol-Related Offenses, By Sex, Age

<u>Age/Sex</u>	<u>Intoxicated In Public</u>		<u>Intoxicated On A Public Highway</u>		<u>D.U.I.L.</u>		<u>Drunk And Disorderly</u>		<u>Minor In Possession</u>		<u>Total</u>	
	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>
Adult Male	79	64	10	2	26	66	11	10	1	11	127	153
Adult Female	2	5	1	0	3	1	6	4	0	1	12	11
Juvenile Male	0	0	0	0	0	2	3	2	0	3	3	7
Juvenile Female	0	0	0	0	0	0	1	0	1	0	2	0
TOTAL	81	69	11	2	29	69	21	16	2	15	144	171

TABLE 3F

## DISTRICT 14, MALHEUR COUNTY JAIL

JAIL BOOKINGS DATA 1969, 1971

Alcohol-Related Offenses, By Sex, Age

<u>Age/Sex</u>	<u>Intoxicated In Public</u>		<u>Intoxicated On A Public Highway</u>		<u>D.U.I.L.</u>		<u>Drunk And Disorderly</u>		<u>Minor In Possession</u>		<u>Total</u>	
	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>
Adult Male	17	24	14	11	36	71	2	3	0	3	69	112
Adult Female	1	1	1	1	3	3	0	0	0	1	5	6
Juvenile Male	0	0	0	0	1	3	0	0	20	18	21	21
Juvenile Female	0	0	0	0	0	0	0	0	0	2	0	2
TOTAL	18	25	15	12	40	77	2	3	20	24	95	141

TABLE 3G

## DISTRICT 14, ONTARIO CITY JAIL

JAIL BOOKINGS DATA 1969, 1971

Alcohol-Related Offenses, By Sex, Age

<u>Age/Sex</u>	<u>Intoxicated In Public</u>		<u>Intoxicated On A Public Highway</u>		<u>D.U.I.L.</u>		<u>Drunk And Disorderly</u>		<u>Minor In Possession</u>		<u>Total</u>	
	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>
Adult Male	168	106	0	0	21	49	0	0	70	74	259	229
Adult Female	4	4	0	0	1	3	0	0	6	1	11	8
Juvenile Male	0	0	0	0	0	1	1	0	30	35	31	36
Juvenile Female	0	0	0	0	0	0	0	0	0	5	0	5
TOTAL	172	110	0	0	22	53	1	0	106	115	301	278

TABLE 3H

## DISTRICT 14, NYSSA CITY JAIL

JAIL BOOKINGS DATA 1969, 1971

Alcohol-Related Offenses, By Sex, Age

<u>Age/Sex</u>	<u>Intoxicated In Public</u>		<u>Intoxicated On A Public Highway</u>		<u>D.U.I.L.</u>		<u>Drunk And Disorderly</u>		<u>Minor In Possession</u>		<u>Total</u>	
	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>	<u>1969</u>	<u>1971</u>
Adult Male	77	88	1	2	14	17	0	0	11	15	103	122
Adult Female	1	4	0	0	1	0	0	0	0	0	2	4
Juvenile Male *	-	-	-	-	-	-	-	-	-	-	-	-
Juvenile Female *	-	-	-	-	-	-	-	-	-	-	-	-
TOTAL	78	92	1	2	15	17	0	0	11	15	105	126

\* Juveniles are not detained here; all are sent to Vale.

B. RECOMMENDATIONS:

*It is recommended that programs be developed and designed that will provide treatment of the offender whose primary offense is alcoholism or problems related to drinking.*

*Corrections should work closely with the Mental Health Division to develop and expand resources available to the alcoholic. Jacob Tanzer, past Director of Oregon's Department of Human Resources, stated that mental health care "is designed to build the local community's ability to care for mental health needs". District 14 criminal justice agencies should actively support the mental health authorities in their alcohol prevention programs, detoxification centers and alcohol treatment programs.*

*It is recommended that a District 14 Alcoholism Council be formed to coordinate services, referrals and information on alcoholism. This could include programs for drunk drivers, detoxification centers and other related programs.*

*It is also recommended that the District Law Enforcement Advisory Council, in conjunction with local support from the Council of Governments, establish and maintain contact with the Eastern Oregon Mental Health Agency in Pendleton and the Eastern Oregon Family Services Clinic in Ontario to assist local law enforcement agencies in handling offenders who have mental problems. (Refer to Appendix I for Oregon legislation related to Alcohol Abuse and Alcoholism.)*

R E C O M M E N D A T I O N # 3

RECORDS

### III. RECORDS

#### A. FINDINGS:

There is need for District 14 to have a district-wide, consistent system of keeping records on those who are processed through the justice system. In the statistics gathered and tabulated, there is always the category of the unknown. For example, in the data about Court Dispositions, the percentages for the "Unknown" and "Other" categories were 38% of the total bookings, and the data concerning those jailed in lieu of bail showed 58% in the "Unknown" category (Table 4).

The variation in record keeping hinders the necessary input or transfer of information about offenders and the way they move through the system. The information is not recorded or tabulated in ways which would provide the data required for sound planning and program operation. Data collectors have had difficulty in interpreting the information from jail ledgers, causing needless errors as different data processors attempt to analyze the information.

Programs can be altered to meet emergency and changing needs only when current, reliable data about the number of people going through the criminal justice system, length of time they are in the system, reason they are there, and generally what is happening to them under the system, is available.

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TABLE 4  
DISTRICT 14  
JAIL BOOKINGS DATA, 1972

Amount of Bail  
Jail in Lieu of Bail, by Court

<u>Amount of Bail</u>	<u>Justice</u>	<u>Municipal</u>	<u>Circuit</u>	<u>Juvenile</u>	<u>Total</u>	<u>Percent</u>
\$1-15	-	5	-	-	5	1%
\$16-25	3	-	-	-	3	1%
\$26-49	2	3	-	-	5	1%
\$50	-	1	-	-	1	-%
\$51-99	3	18	-	-	21	5%
\$100	3	-	-	-	3	1%
\$101-199	2	7	-	-	9	2%
\$200-299	14	3	-	-	17	4%
\$300	-	2	-	-	2	1%
\$301-499	39	25	-	-	64	17%
\$500	-	1	2	-	3	1%
\$501-999	-	1	-	-	1	-%
\$1000	1	-	-	-	1	-%
\$1001-3000	8	-	14	-	22	6%
\$3001-5000	1	-	2	-	3	1%
\$5001-10,000	-	-	-	-	-	-%
Over \$10,000	-	-	-	-	-	-%
Unknown <sup>1</sup>	<u>49</u>	<u>166</u>	<u>8</u>	<u>1</u>	<u>224</u>	<u>58%</u>
TOTAL	125	232	26	1	384	99%
PERCENT	33%	60%	7%	-%	100%	

Budget decisions are usually based on information about workload trends, projected impact of new programs, etc. Adequate budgets are lifelines of effective agencies and this kind of budget planning can only result from a reliable information base of record keeping, district-wide.

B. RECOMMENDATIONS:

*It is recommended that the jails in District 14 establish a uniform booking procedure which will provide a uniform base of information on those flowing through the criminal justice system.*

1/ "Unknowns" due to lack of information in jail records.

R E C O M M E N D A T I O N # 4

ALTERNATIVES

TO

DETENTION

IV. ALTERNATIVES TO DETENTION

A. FINDINGS:

The following analysis of the 1,564 jail bookings in District 14 gives evidence of the need for meaningful alternatives to detention, both for pre-trial and post-trial persons:

- Sixty-seven percent of the total bookings were misdemeanants (Table 5).
- Fifty-eight percent of the total bookings were residents of District 14 (Table 6).
- Sixty-eight percent of the total bookings were under the age of thirty-six (Table 7).
- Eighty-five percent of pre-trial detainees stayed in jail three days or less (Table 8).
- Twenty-five percent had dispositions of being jailed in lieu of bail (Table 9).
- Five percent were released R.O.R. (Table 10). (Table 11 shows Action by Court and Table 12 shows Action by Age.)
- Fourteen percent were sentenced to jail (Table 13).
- Four percent received local probation and 2% received Corrections Division probation (Table 13).
- Forty percent of jail sentenced prisoners served six to twenty days in jail (Table 14).

- Seventy-four percent of the total bookings were booked for the first time (Table 15).

1. Misdemeanant Citations:

From the preceding data, it could be said that the possibility of many of those who were booked had jobs, property and family ties and, this would suggest some could have been considered as good risks for misdemeanor citations in lieu of arrest. Unless the arrest is necessary to protect the community, the processes of the court, or the defendant, a misdemeanor suspect should be released at the scene of the offense.

The process of arresting and booking most 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, be released on R.O.R., and possibly most costly of all, it has a debilitating effect on the offender, his family and his employment. Use of citations involves no real costs, just savings in both monetary and human resources.

A good principle is to not let an offender penetrate into the criminal justice system process any farther than necessary to secure protection of society 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 with traffic citations.

2. Pre-Trial Release:

Research Findings data show that Release on Own Recognizance (R.O.R.) was used for seventy-eight of all total bookings (5%) (Table 10).

Of the pre-trial actions, 19% (297) were released on bail and 25% (384) were jailed in lieu of bail. Table 10 further displays pre-trial action by jail and Tables 11 & 12 show pre-trial action by court and age; 27% (102 of 384) of these actions for those jailed in lieu of bail were in the age bracket of eighteen to twenty years.

Ontario City Police had 35% (134) of the total 384 jailed in lieu of bail, with Ontario City Municipal Court processing 90% (121 of 134) of these actions (Table 16). Seventeen percent (64 of 384) of this category had bail set in the \$301-\$499 bracket (Table 4).

Table 17 demonstrates that 35% (105 of 297) of those released on bail paid \$106-\$350, and 80% (239 of 297) paid more than \$50 bail.

Table 8 reveals that 85% (1,334 of 1,564) of those in pre-trial stayed no longer than three days in jail, and 44% (700 of 1,564) were detained one day or part of one day. In this short period of

time, a person can lose their job, thus causing emotional and financial difficulty for the family, resulting in the county providing support for dependents. Family ties and personal reputation could suffer, making rehabilitation more difficult to achieve and realize.

3. Misdemeanant Probation:

The Research Findings data support the need for Misdemeanant Probation services in District 14. It would appear that more misdemeanants could be released back into the community under a supervised probation program.

The President's Crime Commission pointed out that the present correctional strategy that holds the greatest promise is that of reintegrating the offender in the community. The National Council on Crime and Delinquency has stated that only a small percentage of offenders, usually estimated to be 10% to 20%, really need to be behind bars for the safety of the community. The rest could be treated more effectively in the communities.

Placing an offender on probation allows him adjustment to community living with the assistance of controlled supervision and personal services, which affords the community a measure of protection.

The August 22, 1973, issue of CORRECTIONS DIGEST reported that probation, which is now in many areas the largest community-based

program, "will become the standard sentence in criminal cases, with confinement retained chiefly for those offenders who cannot safely be supervised in the community." This same report urges all states to develop probation for misdemeanants as an alternative to jail sentences.

No form of regular supervision of convicted misdemeanor offenders is available in District 14. The courts utilize bench-type probation and place many on probation to the sheriff.

The judge nor the sheriff has sufficient time to be available for adequate supervision for the probationer, and it is also difficult for the misdemeanor on bench or sheriff probation to report to the judge or sheriff. This present system does not offer effective probational adjustment for all potential clients.

Recent decisions by the Law Enforcement Planning Committee were to initiate Misdemeanant Probation for the City of Ontario with future plans to have a district-wide service.

4. Work Release for Misdemeanants:

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

Jailers and law enforcement officers 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 participating in community-based programs would free the jails in their effort to provide better services for 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 offender's return to the community, bridging the physical and psychological gap between total custody and total freedom. Because it helps preserve the prisoner's self-respect and dignity and tends to prevent the deterioration that occurs with enforced idleness. Work release also helps insure the prisoner's continued employability after release.

E. RECOMMENDATIONS:

It is recommended that the following procedures and programs, which divert people from jail, be initiated and supported:

1. Misdemeanant Citations in Lieu of Arrest.
2. Release on Recognizance:  
It is recommended that the court designate a "Release Assistance Officer" who will perform the duties outlined in ORS 133.860, Article 8, Section 147. These duties generally would involve the interviewing of offenders, verifying release criteria information and submitting report evaluations to the court. Release information may be used in recommending to the court that an offender be released on his own recognizance (ROR) agreement, a "Conditional Release" to some qualified supervision, or "Security Release". If the defendant is not released on his personal recognizance under Section 151 of this Act (ORS 133.860), or fails to agree to the provisions of the conditional release under Section 152, the magistrate "shall set a security amount that will reasonably assure the defendant's appearance (Section 153)."
3. Misdemeanant Probation Program with supervision and services to the misdemeanant offender.  
Present plans for establishing this service for Ontario City should continue and be implemented with an ongoing evaluation which will support a district-wide program in the near future.
4. Work Release for Misdemeanants.

TABLE 5  
DISTRICT 14  
JAIL BOOKINGS DATA, 1972  
Offense by Jail, by Sex

Offense	Harney County			Malheur County			Nysa City			Ontario City			Total		
Homicide	1		-%	1		-%	0		-%	1		-%	3		-%
Kidnapping	1		-%	0		-%	0		-%	0		-%	1		-%
Sexual Assault	0		-%	3		1%	1		1%	1		-%	5		-%
Assault	2	(1)	1%	2		-%	1		1%	10	(1)	2%	15	(2)	1%
Burglary	9	(2)	3%	7		1%	1		1%	5		1%	22	(2)	1%
Grand Larceny	1		-%	2		-%	0		-%	0		-%	3		-%
Stolen Vehicle	12	(1)	3%	10		2%	0		-%	5	(1)	1%	27	(2)	2%
Forgery	0		-%	3		1%	0		-%	1		-%	4		-%
Fraud	12	(2)	3%	12	(3)	3%	0		-%	4	(2)	1%	28	(7)	2%
Embezzlement	1		-%	3		1%	0		-%	0		-%	4		-%
Stolen Property	1		-%	3	(1)	1%	0		-%	4		1%	8	(1)	1%
Dangerous Drugs	30	(6)	9%	42	(2)	9%	1		1%	20	(1)	3%	93	(9)	6%
Family Offenses	1		-%	4		1%	0		-%	3	(1)	-%	8	(1)	1%
Escape	0		-%	1		-%	2		2%	0		-%	3		-%
Weapons	1		-%	2		-%	0		-%	3		-%	6		-%
Other Sex Offenses	0		-%	3	(1)	1%	0		-%	1		-%	4	(1)	-%
Contributing	5		2%	3	(2)	1%	1		1%	1		-%	10	(2)	1%
Probation/Parole Vio.	4	(2)	1%	20	(4)	4%	0		-%	5		1%	29	(6)	2%
Other Felony	1		-%	5		1%	0		-%	1		-%	7		-%
Delinquency	14	(9)	5%	0		-%	0		-%	17	(9)	3%	31	(18)	2%
Traffic	22	(1)	6%	15	(1)	3%	4		4%	98	(30)	15%	139	(32)	9%
Public Intoxication	31		9%	9		2%	14		13%	40	(3)	6%	94	(3)	6%
Detoxification	3		1%	1		-%	0		-%	34	(1)	5%	38	(1)	2%
Drunk Driving	73	(5)	21%	97	(10)	21%	35	(2)	32%	108	(9)	17%	313	(26)	20%
Petty Larceny	11	(1)	3%	17	(5)	4%	3	(2)	4%	60	(14)	9%	91	(22)	6%
Minor in Possession	11	(1)	3%	16	(5)	3%	18		17%	107	(17)	17%	152	(23)	10%
Disorderly Conduct	18	(2)	5%	21	(2)	4%	19		18%	50	(2)	8%	108	(6)	7%
Justice	3		1%	10		2%	0		-%	1		-%	14		1%
Assault & Battery	5		2%	9		2%	0		-%	12		2%	26		2%
Other Misdemeanors	40		11%	2		-%	0		-%	6		1%	48		3%
Hold for Other Jurisdiction & Unknown	39	(5)	11%	148	(7)	31%	7		6%	36	(2)	6%	230	(14)	15%
TOTAL	352	(38)	100%	471	(43)	99%	107	(4)	101%	634	(94)	99%	1564	(179)	100%

NOTE: The female portion of each total is indicated in parentheses. Percentages differ from 100% due to rounding. Percentages less than 0.5% are omitted.

TABLE 6  
DISTRICT 14  
JAIL BOOKINGS DATA, 1972

Jail by Residence

<u>Jail</u>	<u>District 14 Resident</u>		<u>Inside Oregon</u>		<u>Outside Oregon</u>		<u>Unknown</u>		<u>Total</u>	<u>Total Percent</u>
Harney County	210	60%	52	15%	87	25%	3	1%	352	23%
Malheur County	213	45%	41	9%	208	44%	9	2%	471	30%
Nyssa City	78	73%	-	-%	13	12%	16	15%	107	7%
Ontario City	407	64%	28	4%	190	30%	9	1%	634	41%
TOTAL	908	58%	121	8%	498	32%	37	2%	1564	101%

NOTE: Percentages differ from 100% due to rounding.  
Percentages less than 0.5% are omitted.

TABLE 7  
DISTRICT 14  
JAIL BOOKINGS DATA, 1972  
Jail, by Age and Sex

<u>Jail</u>	<u>0 - 17</u>	<u>18 - 20</u>	<u>21 - 25</u>	<u>26 - 30</u>	<u>31 - 35</u>	<u>36 - 40</u>	<u>41 - 50</u>	<u>51 - 60</u>	<u>61 +</u>	<u>Un- known</u>	<u>Total</u>
Harney County	52*(18) 15%	61 ( 2) 17%	57 ( 5) 16%	34 ( 5) 10%	27 ( 2) 8%	27 ( 1) 8%	58 ( 4) 16%	17 ( 1) 5%	17 5%	2 -%	352 ( 38) 23%
Malheur County	3 -%	86 (14) 18%	117 ( 7) 25%	62 ( 4) 13%	37 ( 4) 8%	40 ( 3) 9%	76 ( 6) 16%	26 ( 1) 6%	11 (3) 2%	13 (1) 3%	471 ( 43) 30%
Nyssa City	1 1%	32 ( 1) 30%	18 17%	9 8%	9 ( 1) 8%	10 9%	6 ( 1) 6%	6 6%	7 7%	9 (1) 8%	107 ( 4) 7%
Ontario City	155 (30) 24%	124 (18) 20%	80 (11) 13%	55 ( 3) 9%	46 ( 7) 7%	45 ( 5) 7%	68 (15) 11%	31 ( 1) 5%	17 (3) 3%	13 (1) 2%	634 ( 94) 40%
TOTAL	211 (48) 13%	303 (35) 19%	272 (23) 17%	160 (12) 10%	119 (14) 8%	122 ( 9) 8%	208 (26) 13%	80 ( 3) 5%	52 (6) 3%	37 (3) 2%	1564 (179) 98%

NOTE: Female portion of each category is indicated in parentheses. Unknowns due to lack of information available in jail records.

\* This data taken from jail records only, showing all people using the jail. The Juvenile Department records indicate 56 referrals with only 3 being in detention.

Percentages differ from 100% due to rounding. Percentages less than 0.5% are omitted.

TABLE 8  
DISTRICT 14

JAIL BOOKINGS DATA, 1972  
Days of Pretrial Detention, by Jail

<u>DAYS</u>	<u>Harney County Jail</u>	<u>Malheur County Jail</u>	<u>Nyssa City Jail</u>	<u>Ontario City Jail</u>	<u>Total</u>
One Day	127 (22) 35%	104 (20) 22%	68 (3) 64%	401 (83) 63%	700 (128) 44%
2 - 3	171 (15) 48%	208 (10) 44%	38 (1) 36%	215 (13) 34	634 (39) 40%
4 - 6	17 (1) 5%	63 (3) 13%	1 (-) 1%	15 (-) 2%	96 (4) 6%
7 - 9	6 (-) 2%	23 (4) 5%	- (-) -%	- (-) -%	29 (4) 2%
10 - 24	10 (-) 3%	32 (5) 7%	- (-) -%	2 (-) -%	42 (5) 3%
25 - 36	- (-) -%	16 (-) 3%	- (-) -%	- (-) -%	16 (-) 1%
37 - 48	2 (-) 1%	6 (1) 1%	- (-) -%	- (-) -%	8 (1) 1%
49 - 64	2 (-) 1%	6 (-) 1%	- (-) -%	- (-) -%	8 (-) 1%
65 - 100	2 (-) 1%	7 (-) 2%	- (-) -%	- (-) -%	9 (-) 1%
Over 100	2 (-) 1%	6 (-) 1%	- (-) -%	- (-) -%	8 (-) 1%
Unknown	13 (-) 4%	- (-) -%	- (-) -%	1 (-) -%	14 (-) 1%
<u>Total</u>	352 - 101%	471 - 99%	107 - 101%	634 - 99%	1564 - 101%

NOTE: Percentages differ from 100% due to rounding.  
Percentages less than 0.5% are omitted.  
"One Day" means any part of one day.  
Female prortion of each total is indicated in parenthesis.

TABLE 9  
DISTRICT 14  
JAIL BOOKINGS DATA, 1972

Jail in Lieu of Bail, by Arresting Agency

<u>Arresting Agency</u>	<u>Justice</u>	<u>Municipal</u>	<u>Circuit</u>	<u>Juvenile</u>	<u>Total</u>	<u>Percent</u>
Harney County Sheriff	11	-	1	-	12	3%
Malheur County Sheriff	10	8	19	-	37	10%
Burns City Police Department	7	37	2	-	46	12%
Hines City Police Department	-	1	-	-	1	-%
Nyssa City Police Department	2	59	-	-	61	16%
Ontario City Police Department	11	121	2	-	134	35%
Vale City Police Department	-	3	-	-	3	1%
Oregon State Police (Harney)	50	1	-	-	51	13%
Oregon State Police (Malheur)	30	2	1	-	33	9%
Juvenile Authority Harney County	3	-	-	1	4	1%
Other	<u>1</u>	<u>-</u>	<u>1</u>	<u>-</u>	<u>2</u>	<u>1%</u>
TOTAL	125	232	26	1	384	101%

NOTE: Percentages differ from 100% due to rounding. Percentages less than 0.5% are omitted.

TABLE 10  
DISTRICT 14  
JAIL BOOKINGS DATA, 1972

Pretrial Action by Jail

<u>Action</u>	<u>Harney County Jail</u>	<u>Malheur County Jail</u>	<u>Nyssa City Jail</u>	<u>Ontario City Jail</u>	<u>Total</u>	<u>Percent</u>
Charges Dropped	7	14	4	11	36	2%
R.O.R.	15	16	2	45	78	5%
Released to Parents	35	-	-	60	95	6%
Released on Bail	77	84	24	112	297	19%
Jail in Lieu of Bail	112	73	60	139	384	25%
Jail, Bail not <sup>1</sup> Allowed	32	53	7	11	103	7%
Released to Immigration	9	128	1	11	149	10%
Released to Corrections Division	-	-	-	1	1	-%
Other Jurisdiction	31	54	9	190	284	18%
Released to Military	2	4	-	2	8	1%
Other/Unknown <sup>2</sup>	<u>32</u>	<u>45</u>	<u>-</u>	<u>52</u>	<u>129</u>	<u>8%</u>
TOTAL	352	471	107	634	1564	101%
PERCENT <sup>3</sup>	23%	30%	7%	41%	101%	

- 1/ Includes persons held for the following types of charges: homicide, probation/parole violations, escapes and juvenile holds.  
2/ Unknowns occur due to lack of pretrial information at jail. Other includes pretrial release by Court Order, released to Mental Hospital, drunk release.  
3/ Percentages differ from 100% due to rounding. Percentages less than 0.5% are omitted.

TABLE 11  
DISTRICT 14  
JAIL BOOKINGS DATA, 1972

Pretrial Action by Court

<u>Action</u>	<u>Justice</u>	<u>Municipal</u>	<u>Circuit</u>	<u>Juvenile</u>	<u>Unknown</u>	<u>Total</u>	<u>Percent</u> <sup>3</sup>
Charges Dropped	19	4	6	-	7	36	2%
R.O.R.	39	31	6	2	-	78	5%
Released to Parents	5	5	-	38	47	95	6%
Released on Bail	127	147	10	-	13	297	19%
Jail in Lieu of Bail	125	232	26	1	-	384	25%
Jail, Bail not <sup>1</sup> Allowed	35	24	44	-	-	103	7%
Released to Immigration	-	-	-	-	149	149	10%
Released to Corrections Division	-	-	1	-	-	1	-%
Other Jurisdiction	103	10	11	8	152	284	18%
Released to Military	-	-	-	-	8	8	1%
Other/Unknown <sup>2</sup>	<u>16</u>	<u>7</u>	<u>7</u>	<u>-</u>	<u>99</u>	<u>129</u>	<u>8%</u>
TOTAL	469	460	111	49	475	1564	101%

- 1/ Includes persons held for the following types of charges: homicide, probation/parole violations, escapes and juvenile holds.  
2/ Unknown occurs when jail records do not indicate court source, as often happens with cases dropped.  
3/ Percentages differ from 100% due to rounding. Percentages less than 0.5% are omitted.

TABLE 12  
DISTRICT 14  
JAIL BOOKINGS DATA, 1972

Pretrial Action by Age

Action	0-17	18-20	21-25	26-30	31-35	36-40	41-50	51-60	61+	Unknown	Total	Percent <sup>1</sup>
Charges Dropped	1	5	8	3	3	2	9	3	-	2	36	2%
R.O.R.	2	24	12	5	6	8	12	6	1	2	78	5%
Released to Parents	92	3	-	-	-	-	-	-	-	-	95	6%
Released on Bail	15	86	58	24	22	21	32	21	11	7	297	19%
Jail in Lieu of Bail	6	102	64	41	29	34	65	20	18	5	384	25%
Jail, Bail not <sup>2</sup> Allowed	5	13	23	14	14	8	14	8	3	1	103	7%
Released to Immigration	1	17	44	31	12	17	21	1	1	4	149	10%
Released to Military	-	6	2	-	-	-	-	-	-	-	8	1%
Released to Corrections Division	-	-	-	-	-	1	-	-	-	-	1	-%
Other Jurisdiction	81	34	38	35	20	17	26	14	6	13	284	18%
Other/Unknown <sup>3</sup>	8	13	23	7	13	14	29	7	12	3	129	8%
TOTAL	211	303	272	160	119	122	208	80	52	37	1564	101%
PERCENT	13%	19%	17%	10%	8%	8%	13%	5%	3%	2%	98%	

- 1/ Percentages differ from 100% due to rounding. Percentages less than 0.5% are omitted.  
 2/ Includes persons held for the following types of charges: homicide, probation/parole violations, escapes and juvenile holds.  
 3/ Unknowns occur due to lack of jail information.

TABLE 13  
DISTRICT 14  
JAIL BOOKINGS DATA, 1972  
DISPOSITIONS BY COURT/JAIL

Court/Jail	Correc- tions Division	Corr. <sup>1</sup> Division Probation	Local <sup>2</sup> Probation	Jail <sup>3</sup>	Fine <sup>4</sup>	Mental Hospital	Children's Services	Released to Parents	Dismissed	Pending	Other <sup>5</sup> and Unknown <sup>6</sup>	Total	Percentage
<u>Justice Court</u>													
Harney County	-	-	3	26	61	-	-	1	42	7	19	159	34%
Malheur County	-	10	37	50	37	4	-	-	15	2	33	188	41%
Nyssa City	-	-	-	2	3	-	-	-	3	-	6	14	3%
Ontario City	-	-	3	7	35	1	-	-	7	-	49	102	22%
SUBTOTAL	-	10	43	85	136	5	-	1	67	9	107	463	100% (30%)
<u>Municipal Court</u>													
Harney County	-	-	2	25	29	-	-	-	3	1	2	62	15%
Malheur County	-	-	4	18	34	-	-	-	-	-	2	58	14%
Nyssa City	-	-	-	34	52	-	-	-	5	-	2	93	22%
Ontario City	-	8	8	28	139	1	-	-	18	-	3	205	49%
SUBTOTAL	-	8	14	105	254	1	-	-	26	1	9	418	100% (27%)
<u>Circuit Court</u>													
Harney County	3	9	11	3	5	6	-	-	5	-	5	47	37%
Malheur County	20	8	-	17	9	6	-	-	1	-	7	68	53%
Nyssa City	-	-	-	-	-	-	-	-	-	-	-	-	-%
Ontario City	-	-	-	-	-	1	-	-	1	-	6	13	10%
SUBTOTAL	23	17	11	20	14	13	-	5	7	-	18	128	100% (8%)
<u>Juvenile Court</u>													
Harney County	-	-	-	-	-	-	1	20	-	-	4	25	33%
Malheur County	-	-	-	-	-	-	-	-	-	-	-	-	-%
Nyssa City	-	-	-	-	-	-	-	-	-	-	-	-	-%
Ontario City	-	-	-	-	3	-	-	-	1	-	47	51	67%
SUBTOTAL	-	-	-	-	3	-	1	20	1	-	51	76	100% (5%)
<u>Unknown<sup>7</sup></u>													
Harney County	-	-	-	-	3	-	-	6	1	-	49	59	12%
Malheur County	-	-	-	-	5	-	-	-	-	-	152	157	33%
Nyssa City	-	-	-	-	-	-	-	-	-	-	-	-	-%
Ontario City	-	2	1	8	27	-	-	-	10	-	215	263	55%
SUBTOTAL	-	2	1	8	35	-	-	6	11	-	416	479	100% (30%)
GRAND TOTAL	23	37	69	218	442	19	1	32	112	10	601	1564	100% (100%)
PERCENTAGE <sup>8</sup>	2%	2%	4%	14%	28%	1%	-%	2%	7%	1%	38%	99%	

- 1/ Includes: probation plus CD suspension; probation plus jail; probation plus jail suspension plus fine; etc.  
 2/ Includes: probation plus jail; probation plus jail partly suspended plus fine; probation plus jail suspension plus fine; etc.  
 3/ Includes: jail partly suspended; jail suspended; jail partly suspended plus jail in lieu of fine; jail suspended plus fine plus restitution; jail plus fine, etc.  
 4/ Includes: fine partly suspended; fine plus restitution; fine plus license suspended; etc.  
 5/ Other includes: drunk and/or sleeper release; other jurisdiction; immigrant release; bail forfeiture.  
 6/ Unknown: high percentage of unknowns due to lack of information available in jail records.  
 7/ Unknown court is the result of non-appearance in District 14 courts (i.e. release to immigration authorities, etc.).  
 8/ Percentages differ from 100% due to rounding. Percentages less than 0.5% are omitted.

TABLE 14  
DISTRICT 14

JAIL BOOKINGS DATA, 1972

Number of Days Served on Sentence, by Jail

DAYS	Harney County Jail		Malheur County Jail		Nyssa City Jail		Ontario City Jail		Total	
One Day	7	12%	-	-%	-	-%	1	2%	8	3%
2 - 3	11	19%	2	2%	1	3%	13	28%	27	11%
4 - 5	5	9%	2	2%	3	8%	15	32%	25	10%
6 - 20	17	29%	33	31%	32	86%	16	34%	98	40%
21 - 40	14	24%	25	24%	-	-%	2	4%	41	17%
41 - 60	1	2%	13	12%	-	-%	-	-%	14	6%
61 - 80	-	-%	-	-%	-	-%	-	-%	-	-%
81 - 100	2	3%	11	10%	-	-%	-	-%	13	5%
101 - 200	1	2%	15	14%	1	3%	-	-%	17	7%
201 - 300	-	-%	3	3%	-	-%	-	-%	3	1%
Over 300	-	-%	2	2%	-	-%	-	-%	2	1%
<u>Total</u> <sup>1</sup>	58	100%	106	100%	37	100%	47	100%	248	101%

NOTE: Percentage differs from 100% due to rounding.  
Percentages less than 0.5% are omitted.

1/ Total exceeds the total of cases receiving only jail as a disposition because some individuals here received multiple jail sentences (refer to footnotes, Table 21).

TABLE 15  
DISTRICT 14  
JAIL BOOKINGS DATA

Frequency of Bookings  
(Number of Persons Booked by Number of Times Booked)

Bookings	District One		District Two		District Three		District Four		District Five		District Six		District Seven		District Eight		District Nine		District Ten		District Twelve		District Thirteen		District Fourteen		Total
One	1,836	23,084	3,650	2,988	3,324	2,294	2,423	3,994	1,211	1,318	2,056	1,453	1,153	50,784													
Two	181	3,024	651	375	446	388	434	434	140	200	355	137	91	6,747													
Three	34	592	174	77	112	127	114	114	49	62	118	35	22	1,631													
Four	11	156	75	31	45	36	47	44	21	33	43	8	9	559													
Five	4	36	40	15	23	18	27	14	9	14	14	4	6	226													
Six	2	28	10	2	6	9	9	7	9	6	8	1	4	101													
Seven	2	16	8	5	4	-	3	1	3	6	4	-	-	52													
Eight	-	12	4	-	8	6	1	-	-	3	2	-	-	36													
Nine	-	-	1	-	4	-	1	-	-	-	1	-	-	7													
Ten	-	-	2	-	1	2	1	-	1	-	1	-	-	8													
Eleven	-	-	1	-	1	-	-	-	-	1	-	-	-	3													
Twelve +	-	-	15	-	4	3	-	-	-	-	5	-	-	27													
TOTAL PERSONS	2,070	26,948	4,631	3,493	3,978	2,883	2,952	4,608	1,443	1,643	2,607	1,638	1,287	60,181													

TABLE 16  
DISTRICT 14  
JAIL BOOKINGS DATA, 1972

Jail in Lieu of Bail, by Arresting Agency

<u>Arresting Agency</u>	<u>Justice</u>	<u>Municipal</u>	<u>Circuit</u>	<u>Juvenile</u>	<u>Total</u>	<u>Percent</u>
Harney County Sheriff	11	-	1	-	12	3%
Malheur County Sheriff	10	8	19	-	37	10%
Burns City Police Department	7	37	2	-	46	12%
Hines City Police Department	-	1	-	-	1	-%
Nyssa City Police Department	2	59	-	-	61	16%
Ontario City Police Department	11	121	2	-	134	35%
Vale City Police Department	-	3	-	-	3	1%
Oregon State Police (Harney)	50	1	-	-	51	13%
Oregon State Police (Malheur)	30	2	1	-	33	9%
Juvenile Authority Harney County	3	-	-	1	4	1%
Other	<u>1</u>	<u>-</u>	<u>1</u>	<u>-</u>	<u>2</u>	<u>1%</u>
TOTAL	125	232	26	1	384	101%

NOTE: Percentages differ from 100% due to rounding. Percentages less than 0.5% are omitted.

TABLE 17  
DISTRICT 14

JAIL BOOKINGS DATA, 1972

Amount of Bail Posted, By Court

	<u>BATT.</u>	<u>Circuit</u>	<u>Justice</u>	<u>Municipal</u>	<u>Unknown</u>	<u>Total</u>	<u>Percent</u>
\$5	-	-	-	-	-	-	-%
\$10	-	-	-	-	-	-	-%
\$11-14	-	-	1	7	-	8	3%
\$15	-	-	1	-	-	1	-%
\$16-24	-	-	2	22	-	24	8%
\$25	-	-	-	-	-	-	-%
\$26-34	-	-	4	4	1	9	3%
\$35	-	-	-	-	-	-	-%
\$36-49	-	-	2	10	-	12	4%
\$50	-	-	2	2	-	4	1%
\$51-105	-	-	9	66	-	75	25%
\$106-350	-	-	72	33	-	105	35%
\$351-750	1	-	5	2	1	9	3%
\$751-900	-	-	-	-	-	-	-%
\$901-1000	-	-	4	-	-	4	1%
\$1001-1500	2	-	3	-	-	5	2%
\$1501-2500	4	-	10	-	-	14	5%
Unknown	3	-	12	1	11	27	9%
<u>Total</u>	10	-	127	147	13	297	99%

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

"Unknowns" due to lack of information in jail records.

R E C O M M E N D A T I O N # 5

TRAINING

V. TRAINING

A. FINDINGS:

"Jail rehabilitation involves not only its physical structure but also, and more importantly, the attitude and training of the correctional staff."<sup>1</sup>

It is generally accepted that the correctional officer in the jail can be the most influential person in the prisoner's environment, simply by virtue of the daily contact with the offender. It is a mistake to define or catalogue the "jailer" as a person responsible only for control and maintenance. He can, by his attitude and understanding, reinforce or destroy the effectiveness of almost any correctional program. If custodial personnel are to fulfill this responsible role in the field of corrections, it is reasonable to expect in-service training and supplementary education.

Most persons employed as custodial officers are not equipped for performance of their duties by previous experience or training, thus a formal continuous in-service training program is essential. In a survey of county jails, only 38% of the facilities offered any sort of in-service training and, in most instances, this training consisted of little more than training in the use of firearms, supervision of correspondence, and an occasional staff conference.<sup>2</sup>

1/ "Role of the Local Jail in Corrections" - Preadmore, K.L., Sheriff, Ingham County, Mason, Michigan. (From speech presented to the A.C.A., Seattle, Washington, August 13, 1973.)

2/ Task Force on Corrections, President's Commission on Law Enforcement and Administration of Justice, 1967.

B. RECOMMENDATIONS:

*It is recommended that corrections personnel in District 14 continue, and expand, the utilization of the corrections courses offered by Treasure Valley Community College in Ontario. This two-year community college offers special training in Jail Procedures and other corrections programs that could give basic training for correctional officers.*

*It is recommended that additional in-service training programs, consisting of Custodial Procedures and Techniques, and classification and treatment policy procedures, be arranged and conducted through the cooperation of Treasure Valley Community College, and Regional Training sessions by the Corrections Division Jail Training Department.*

*Opportunities also could be made available to individuals to receive more formal education through work-study programs, educational furloughs, and university extension courses.*

R E C O M M E N D A T I O N # 6

TRANSPORTATION

OFFICER

VI. TRANSPORTATION OFFICER

A. FINDINGS:

Transportation has always been a dilemma, referred to by law enforcement officials as a problem in the operation of jails. With intensive planning, transportation procedures provided by the District can substantially reduce the role of local law enforcement agencies in transporting offenders.

For each of the agencies, responsible for providing transportation services, to meet present and future demands of inside-outside programs in Ontario, Vale and Nyssa areas would appear to be unrealistic. Considering the travel time between different cities, especially during peak vacation-weekend traffic loads, the job of transporting prisoners to appropriate facilities, courts and program services would be a full-time one.

Since Ontario City has become only a temporary holding facility, many man-hours are spent each week in transporting prisoners to and from jail and court, and when Nyssa City brings a prisoner to Malheur County Jail, the city is virtually not covered by the police department.

B. RECOMMENDATIONS:

*It is recommended that Malheur County police agencies utilize staff and program operation more efficiently with an officer employed full-time in transporting prisoners to the various agencies.*

*This means of movement can be used in moving inmates from holding facilities to the county jail or returning them to the facility for hearings, counseling and court proceedings.*

*It is also recommended that consideration be given to the possibility of combining this position with the services performed by the Community Corrections Agent. (See Appendix II.)*

R E C O M M E N D A T I O N # 7

MEDICAL SERVICES

VII. MEDICAL SERVICES

A. FINDINGS:

The facility for Malheur County has a medical room but services for proper medical treatment of the jail population are not available on the inside of the jail. Doctors do not come to the jail to diagnose and treat prisoners, so those needing medical aid must be taken out for these necessary services. This type of service takes valuable time, necessitates security guard, and makes escape of, or injury to, the prisoner more probable. Escapes have occurred under these conditions. Staff availability and safety are other factors involved in carrying out the needed medical services.

B. RECOMMENDATIONS:

*It is recommended that every inmate be examined by a medical officer within twenty-four hours after admission. If it is not possible to have the examination made at the time of commitment, the inmate should be segregated until a medical officer can see him, or her.*

*In the meantime, a preliminary medical inspection should be made by a member of the detention facility staff (one who is trained in the principles of emergency first-aid and who is able to recognize the obvious symptoms of various common diseases), for the detection of any illness or injury requiring immediate medical attention.*

*Inmates suspected of having any type of communicable disease should be isolated and arrangements be made to handle the suspected disease.*

*The inability to segregate prisoners with various needs creates several problems for the jail administrator. Should a person be confined with a disease such as hepatitis or other highly communicable diseases in the facility, it must be assumed that there is a high likelihood that all persons would soon become infected.*

*Should this occur, the county could be presented with a sizeable hospital and medical bill.*

*It is recommended that medical services be available to sick inmates inside the facility. A medical officer should be available, on call, on a twenty-four hour basis.*

*It is recommended that a definite time should be set forth, each day, for sick call; and emergency complaints, considered justifiable, should receive immediate attention. All complaints of illness or injury should be noted on the inmate's medical record, together with the treatment prescribed.*

*There should be an arrangement with a local hospital to permit admission of an inmate without delay on the recommendation of the medical officer, physician or qualified medical person.*

*Medications should be issued only as directed by the medical officer or qualified medical person, who should also be responsible for all prescriptions in the possession of inmates when arrested and admitted (Section 15, ORS 169.140; ORS 431.130).*

APPENDICES

APPENDIX I

Appendix I is interesting and contains important information on the 1973 Oregon legislation regarding alcohol problems and the treatment resources and programs available to local communities.

APPENDIX II

Appendix II concerns a treatment program which provides a variety of correctional services to the misdemeanor offender through the functions of a community correctional agent.

APPENDIX I

OREGON LEGISLATION RELATED TO ALCOHOL ABUSE AND ALCOHOLISM<sup>1</sup>

The 1973 Oregon Legislative Assembly set forth new and positive directions for the Mental Health Division's efforts to prevent and alleviate alcohol problems. Taken together, the statutes described below, which were enacted by the 1973 Legislative Assembly, create the framework for a comprehensive and coordinated system of services for individuals suffering from alcoholism and for programs to prevent alcohol problems.

The new directions toward which 1973 alcohol problems legislation has directed Mental Health Division efforts may be summarized as follows:

-- Creation of the administrative and financial base for a comprehensive system of alcoholism programs. These programs consist of prevention, treatment, and rehabilitation services; including detoxification, residential care, outpatient, and education services.

-- Consolidation and focusing of responsibility for planning and provision of alcoholism services together with responsibility for other mental health services on community mental health programs operated by the county.

1/ Information in this chapter is drawn from a State Mental Health Division report for the Second Annual Alcoholism Conference, Southern Oregon College, Ashland, Oregon, August 13-17, 1973.

-- Emphasis on early identification of alcohol problems and treatment in the community rather than in state mental hospitals and other state institutions.

-- Emphasis on continuity of care between elements of service through requirements for coordinated planning and referral agreements.

-- Development of approaches to primary prevention in communities through the allocation of special funds for projects.

-- Development of alcohol traffic safety programs in communities through early identification and treatment in cooperation with the criminal justice system and local courts.

1973 LEGISLATION

Five major bills relating to the prevention, diagnosis and treatment of alcohol problems were enacted by the 1973 Oregon Legislative Assembly. A brief discussion of each bill follows.

Enrolled Senate Bill 448: The Community Mental Health Program

Senate Bill 448 (Chapter 639, Oregon Laws 1973) provides the structure for the achievement of each of the six developmental objectives stated above. It declares the Legislative Assembly's intent that the State of Oregon "encourage, aid and financially assist its county governments in the establishment and development of community mental health programs..." Senate Bill 448 amends existing law (ORS 430.610) by requiring that,

where established, community mental health programs must serve four groups of clients: 1) the mentally or emotionally disturbed; 2) the mentally retarded; 3) the developmentally disabled; and 4) alcoholic and drug-dependent persons.

Senate Bill 448 requires that, to qualify for state matching fund support of their services, community mental health programs must provide four kinds of service to assist the four client groups: 1) outpatient services; 2) hospital aftercare; 3) education, training, and case and program consultation to other agencies and professionals which also work with the four client groups; and 4) programs for prevention. These four basic services are eligible for 50% state matching support. A few community mental health programs in Oregon are currently providing all these basic services to alcoholic people. Senate Bill 448 will insure that all counties with mental health programs begin to provide such services.

Senate Bill 448 also requires community mental health programs to provide other services as alternatives to state hospitalization. These services are eligible for up to 100% state support subject to availability of funds. The alternative services include: 1) inpatient care in community hospitals; 2) residential care and treatment in detoxification centers or halfway houses; 3) day treatment; 4) twenty-four hour emergency services; and 5) continuity of care through service coordinators. The Mental Health Division expects that over the next biennium from ten to fifteen county community mental health programs will begin to provide some or all of these services with the funds which are available.

An important provision of Senate Bill 448 is the requirement that each community mental health program submit an annual plan and progress report showing how it plans to provide required services, and any additional services, to the four client groups. This plan must be approved by the Mental Health Division before the Division will contract with the county for services. The annual county mental health plan will provide a mechanism for insuring coordination of the planning and operation of alcoholism services.

#### Enrolled House Bill 3044

House Bill 3044 (Chapter 682, Oregon Laws 1973) amplifies Senate Bill 448 by authorizing the Mental Health Division to make grants for the "establishment, operation and maintenance of alcoholism treatment and rehabilitation programs..." Like Senate Bill 448, this bill provides that the Mental Health Division enter into a 50/50 matching fund relationship with local government for the support of alcoholism services.

Every applicant for a grant made under this 1973 Act shall be assisted in the preparation and development of alcoholism treatment and rehabilitation programs by the local alcoholism planning committee. Every application shall establish to the satisfaction of the division that the committee was actively involved in the development and preparation of such program.

Section 12 of House Bill 3044 appropriates \$687,000 to the Mental Health Division for the partial financing of detoxification centers and halfway houses for fiscal year beginning July 1, 1973. The Joint Committee on

Ways and Means specified that the maximum assistance which the Division may grant for Fiscal Year 1974 is \$3,500 (or 50% of \$7,000) per detoxification center bed and \$1,000 (or 50% of \$2,000) per halfway house bed. The Division will therefore be able to finance a total of 120 detoxification beds and 267 alcoholism halfway house beds in the current fiscal year. Oregon now has 83 detoxification beds in facilities approved by the Mental Health Division. A large number of unregulated halfway houses are already in operation in Oregon, but the Division plans to develop standards which halfway houses must satisfy before being funded under House Bill 3044.

#### Enrolled House Bill 2745

The objective of House Bill 2745 (Chapter 582, Oregon Laws 1973) is to prevent alcoholism and drug dependency. To carry out this purpose, this Act requires the Mental Health Division to identify program priorities for the primary prevention of alcoholism and drug dependency in concert with the Oregon Council on Alcohol and Drug Problems and the Mental Health Advisory Board. The Division is then required to solicit program proposals which address identified priorities.

House Bill 2745 appropriates \$250,000 to the Emergency Board for the 1973-75 biennium. These funds are to be allocated to the Mental Health Division for carrying out the purposes of this Act.

Because it endorses the importance of the concept of prevention of alcohol problems and permits experimentation in prevention techniques, House Bill 2745 is a vital element in the comprehensive system of alcoholism services created by the 1973 Legislative Assembly.

#### Enrolled Senate Bill 105

Senate Bill 105 (Chapter 340, Oregon Laws 1973) deals specifically with the early identification and diversion of treatment of persons found to be problem drinkers after being convicted of crimes committed while intoxicated. Senate Bill 105 is based on the principle that a problem drinker, experiencing a crisis precipitated by a criminal arrest and conviction is more likely to respond to treatment for his alcohol problems.

The identification and diversion techniques outlined in Senate Bill 105 are based on the experience of the Oregon Alcohol Safety Action Project which has operated in Portland and Eugene for the past several years. Senate Bill 105 will enable the Mental Health Division to duplicate the Alcohol Safety Action Project procedures in other areas of Oregon where problem drinking, particularly associated with driving while intoxicated, is a serious criminal problem.

#### Enrolled Senate Bill 544

Senate Bill 544 (Chapter 697, Oregon Laws 1973) declares drug dependence to be an illness and provides a broad framework for the statewide development of diagnostic and treatment services for drug-dependent persons, regardless of the specific drug of abuse. This measure also provides incentives for the early diagnosis and treatment of drug-dependent persons who have been apprehended or convicted of criminal offenses. It strikes a balance between law enforcement and treatment, protecting the rights of

the individual and the safety of society. The program provisions of the measure will become effective July 1, 1974.

Sections 6 and 7 of Senate Bill 544 amend ORS 430.080 by expanding membership and making more timely the purpose of the Oregon Council on Alcohol and Drug Problems (formerly the Oregon Alcohol and Drug Education Committee). The Council's functions are to include: 1) advising the administrator on the policies and goals of alcohol and drug programs and 2) encouraging public understanding and support of such programs. The Council will be comprised of a Committee on Drug Problems and a Committee on Alcohol Problems. Each committee will consist of a minimum of twelve members appointed by the Administrator of the Mental Health Division and approved by the Governor. Moreover, it is the policy of the Division that the Committee on Alcohol Problems will:

1. Identify alcohol problems and gaps in existing prevention, treatment and rehabilitation services.
2. Evaluate existing alcoholism services.
3. Recommend standards for services, and criteria and priorities for the utilization of federal alcohol formula funds.

The Division anticipates that the formation of the Oregon Council on Alcohol and Drug Problems will provide valuable guidance as the Division begins its implementation of the 1973 Legislative Assembly's directives on alcoholism programs.

## APPENDIX II

### 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 recognizance 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 the 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.

**END**