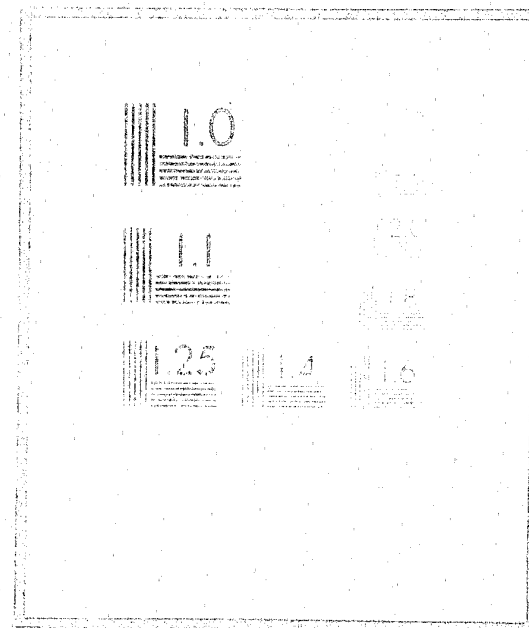


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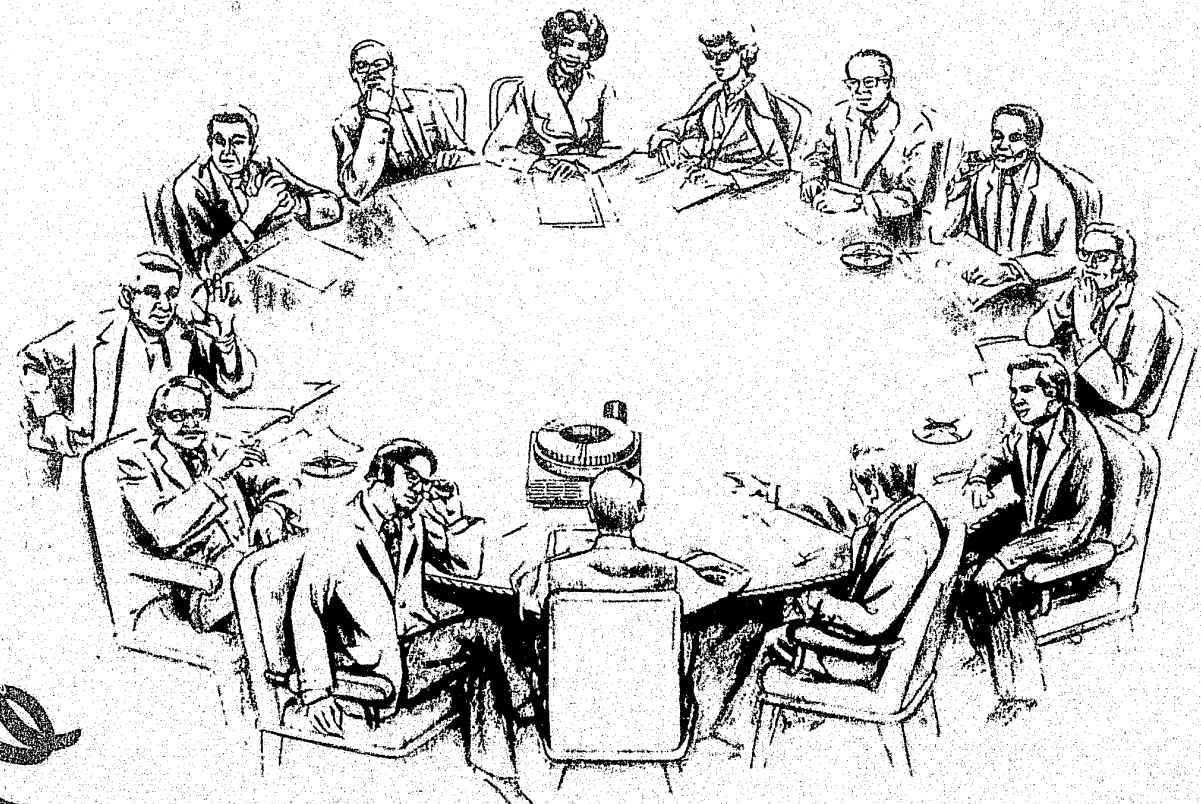
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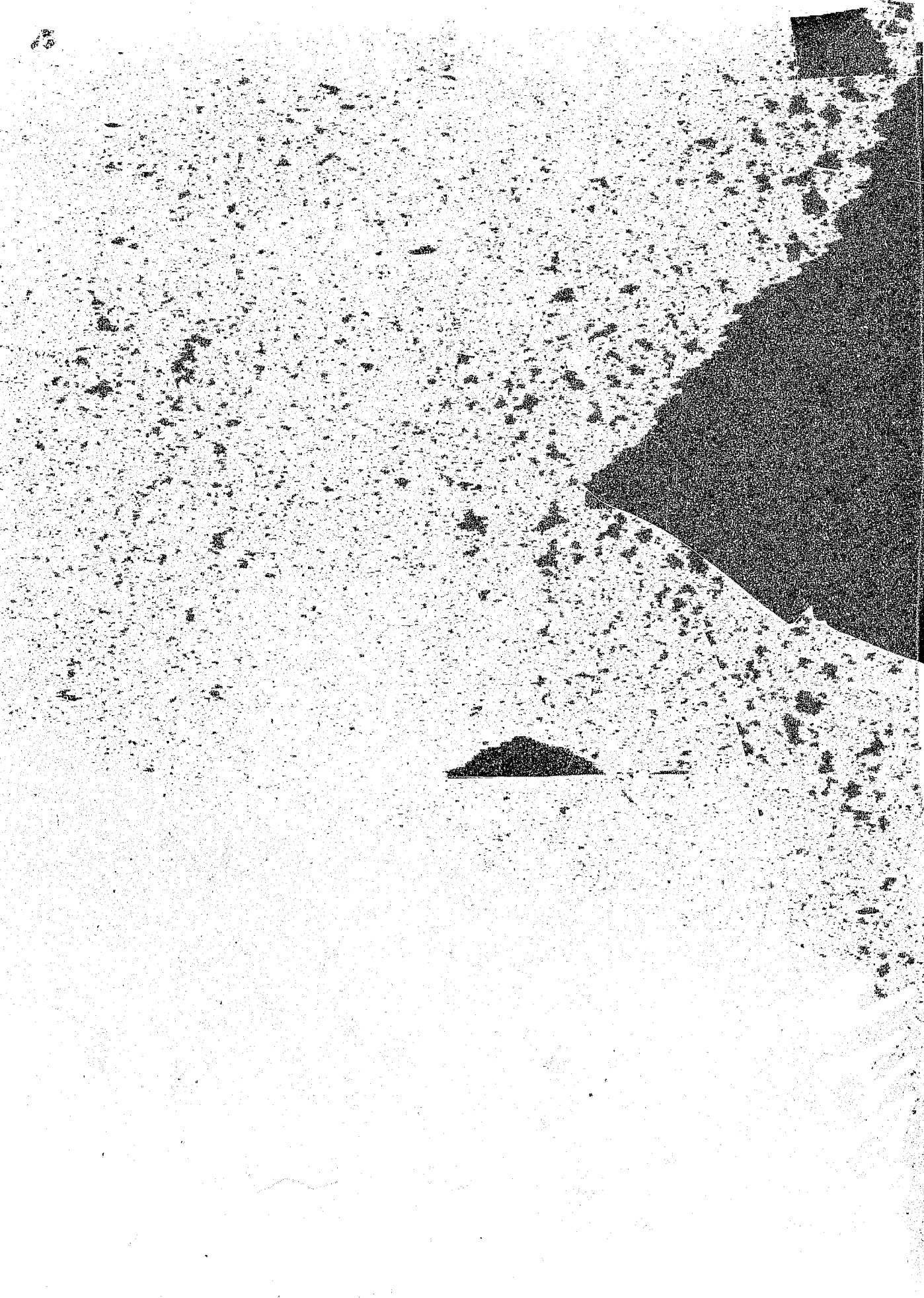
## CRIMINAL JUSTICE STANDARDS AND GOALS FOR OREGON: A CASE STUDY



U. S. Department of Justice  
Law Enforcement Assistance Administration  
Office of National Priority Programs

April 1975

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NCJRS

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ACQUISITIONS

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U. S. DEPARTMENT OF JUSTICE  
Law Enforcement Assistance Administration  
Office of National Priority Programs

April 1975

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## I INTRODUCTION

The Standards and Goals Program of the State of Oregon has been selected by the Law Enforcement Assistance Administration (LEAA) to be one of several case studies on criminal justice standards and goals development. The criteria for selection was that a state had begun their standards and goals process earlier than most other states and thus had some experience to share, and that a state was representative of a group of states with similar characteristics. Accordingly, Oregon, Michigan, Florida, Utah, and Texas were selected. Oregon was one of the first to begin the process of developing standards and goals. Unlike many other states, the State Planning Agency (SPA), the regional planning units\* (RPU's), the Supervisory Board, and the Oregon Law Enforcement Council (OLEC) began their development process with no grant funds, relying on contributed services of the participants. Several drafts of a standards and goals document have been developed and reviewed. Each of the DCJPA's has been asked to review and comment upon the third and latest draft and to establish its own standards and goals document.

The material in this case study is based on a series of interviews in Oregon with persons who were among the principal actors in the development process, as well as with some who were engaged secondarily in reviewing the original work. Some of the interviewees (see Appendix A) are still heavily engaged in the ongoing process, while others were active only in the early stages. Additionally, the study team has

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\* These are called District Criminal Justice Planning Agencies in Oregon (DCJPA's).

examined many documents containing information that impacts on the development of standards and goals. These documents come from a number of sources associated with the development process and the criminal justice systems of the state and have contributed background information that provides the context for the study of the standards and goals process.

The study team is appreciative of the cooperation of all those in the State of Oregon who were contacted during this study. Without exception, Oregonians gave their time and candid comments without reservation to the interviewers.

This document is not an evaluation of Oregon, the SPA, the people, or the processes they used. No criteria or "ideal" process has been set up for comparative purposes. Instead, a careful, factual description is provided of each step of the Standards and Goals Program, followed by the opinions and attitudes of the participants and nonparticipants and their evaluations of program appropriateness. The final section may be the most valuable portion of the document, since it provides a summary of lessons learned and suggestions for other states.

## II BACKGROUND INFORMATION ON OREGON

To understand more easily the standards and goals effort in Oregon, it will be helpful to examine briefly the context in which the program has been undertaken. This can be accomplished with a quick review of the demography, crime rates, and criminal justice system of the state.

The state is 395 miles from east to west and 295 miles from north to south, and includes 96,981 square miles. Of this area, 52 percent is held by the federal government and another 3 percent by state and local governments. Much of this land has scenic and recreational value, as well as timber reserves. Oregon has also secured virtually its entire coastline to public ownership.

### A. Demography

Although Oregon ranks 10th in area among the 50 states, the population in 1970 was only 2,183,270 ranking Oregon 32nd among the states of the Union. Since 1850, Oregon has grown in population faster than the United States as a whole, with the exception of 1950 to 1960. Although the present rate of population increase in Oregon is modest, some Oregonians are extremely concerned with the potential impact of increasing numbers of inhabitants.

Four-fifths of the state's current population of over two million live in the Willamette River Valley, a fertile valley that extends for approximately 100 miles between the Coast Range and the Cascade Mountains. The Willamette River runs generally north, paralleling the Pacific Coast and varying from 45 to 60 miles inland therefrom. Oregon's principal city, Portland, lies at the confluence of the Willamette and the Columbia

rivers. This location long ago established the city's importance in mercantile and trading activity in the mid-Northwest. Portland is surrounded by a ring of suburban communities. In 1970 the population of Portland was 380,620, while 628,509 persons lived in the 31 cities and unincorporated areas within the Standard Metropolitan Statistical Area (SMSA) of which Portland is the central port. Four of the five next largest cities in Oregon are on the Willamette River within 115 miles of Portland. These cities and their populations are shown below.

City	Population*	
	1970	1973 (est.)
Eugene	78,389	90,100
Salem (state capital)	68,296	75,900
Corvallis	35,056	39,750
Springfield	27,047	32,500

The remaining urbanized area lies close to the state's southern border, in Jackson and Josephine counties. Here, three cities--Medford, Grants Pass, and Ashland--within approximately 40 miles of one another, total 56,955 persons. This distribution of populations is shown graphically in Figure 1.

Briefly, the inhabitants of Oregon can be characterized as predominantly older, native-born whites who are blue-collar workers and of Democratic political persuasion. Blacks and other nonwhite minorities account for approximately one percent of the population. Blue-collar workers constitute 58 percent of the state's work force. Although 55 percent of the registered voters of the state indicate they are Democrats, there

\*Oregon Economic Statistics, Bureau of Business Statistics, University of Oregon, Eugene, Oregon, p. 4 (1974).

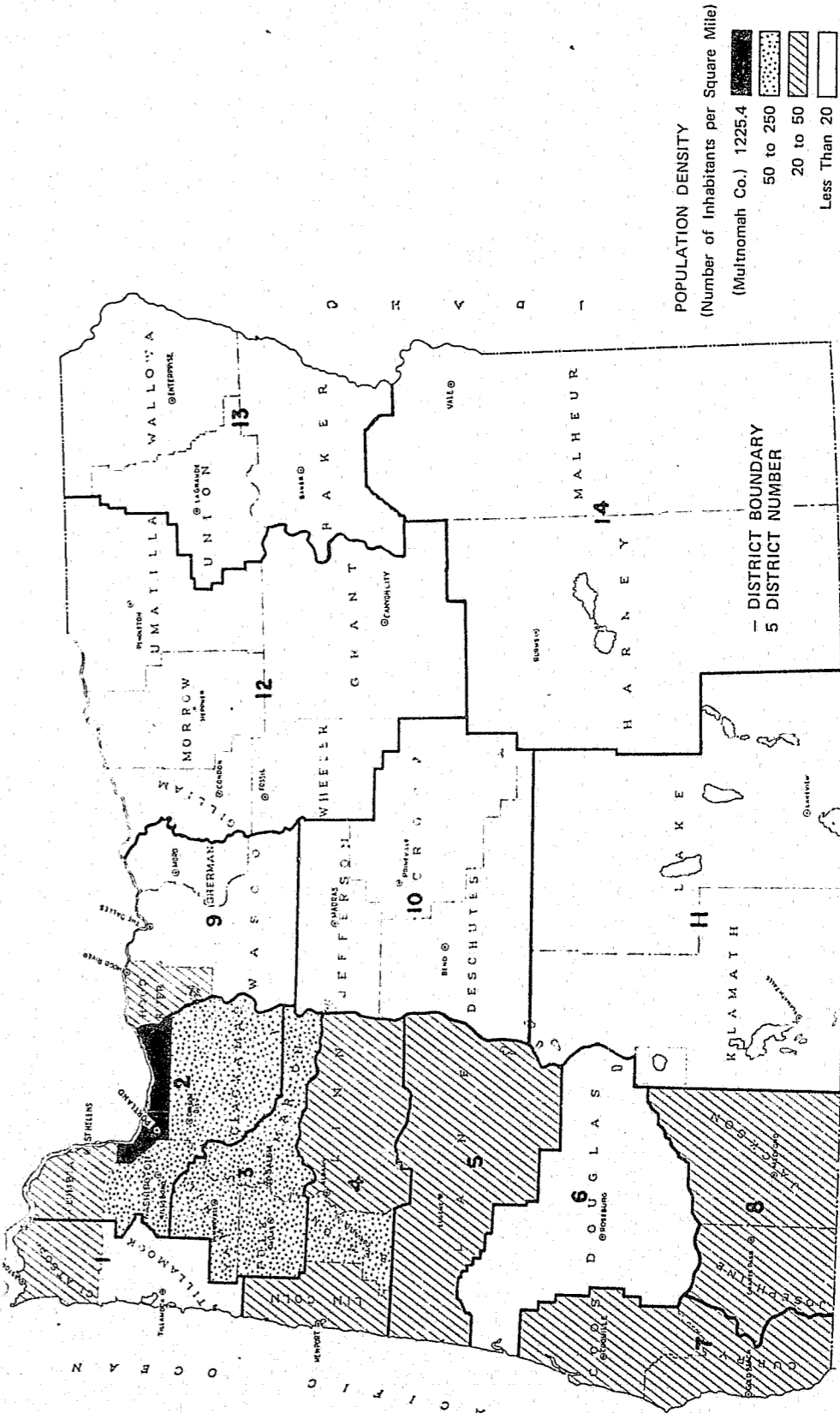


FIGURE 1 - POPULATION DENSITY

SOURCE: Oregon Blue Book, 1973/74.

have been many Republican officeholders including governors, senators, and congressmen.

Economically, the state has a heavy investment in lumber and wood products. While there has been considerable diversification in manufacturing products since World War II, Oregon, unlike neighboring California and Washington, has virtually no defense- or space-oriented industries. It has thus escaped the impact associated with the cutbacks in those industries. Tourism is also an important industry, although government leaders and others have in the past encouraged tourists to visit the state, but not to become residents.

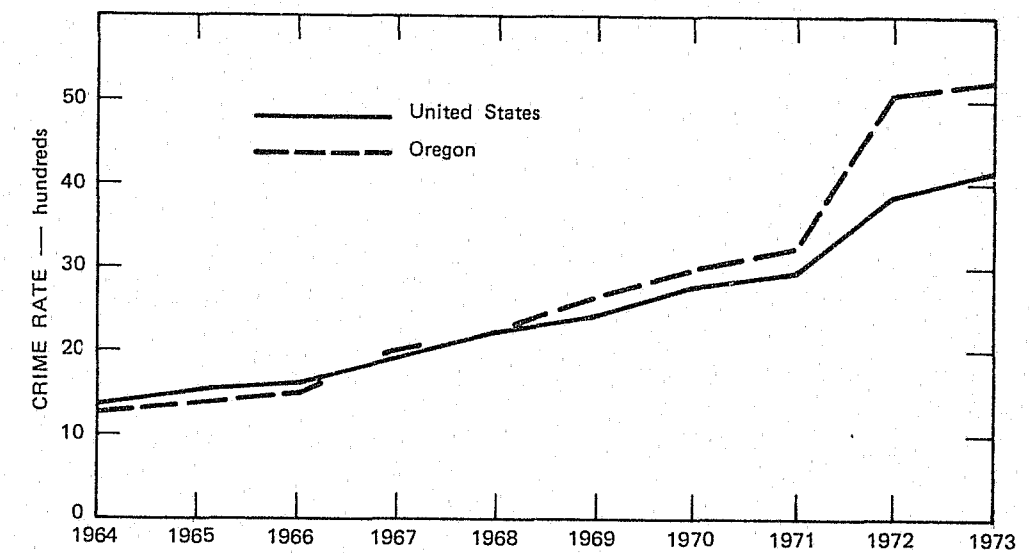
Oregon ranked 24th among the states in per capita income in 1970. The annual income was \$3,920 for each person in the state, compared with a per capita average income of \$4,138 for the nation. Oregon ranks 33rd among the states in the percentage of residents characterized as poor.

#### B. Reported Crime Rates in Oregon

According to the 1973 Uniform Crime Reports, Oregon's crime rates for serious crime are the seventh highest in the nation (see tabulation below), compared with their ranking of 11th nationally in 1970.

<u>Rank Order</u>	<u>State</u>	<u>1973 Index Crime Rate</u>
1	Arizona	6,704
2	Nevada	6,632
3	California	6,305
4	Florida	5,960
5	Colorado	5,496
6	Michigan	5,489
7	Oregon	5,297

Figure 2 shows that the Oregon index crime trend was close to that of the United States until 1968 when it began to rise faster than the national rate. However, crime rates in Oregon for some violent crimes are lower than the average for the nation, as seen in Figure 3.



SOURCE: "Oregon's Priorities for Criminal Justice," 1975 Comprehensive Plan.

FIGURE 2 OREGON INDEX CRIME RATE VERSUS THAT OF THE NATION

#### C. An Overview of the Criminal Justice System of Oregon

The following discussion is provided to give the reader a general understanding of the organizations that provide criminal justice services in Oregon and to identify some interrelationships among them as further background for the Standards and Goals Program.

##### 1. Law Enforcement

Oregon State  
Police

The Oregon State Department of Police  
has approximately 900 employees who are

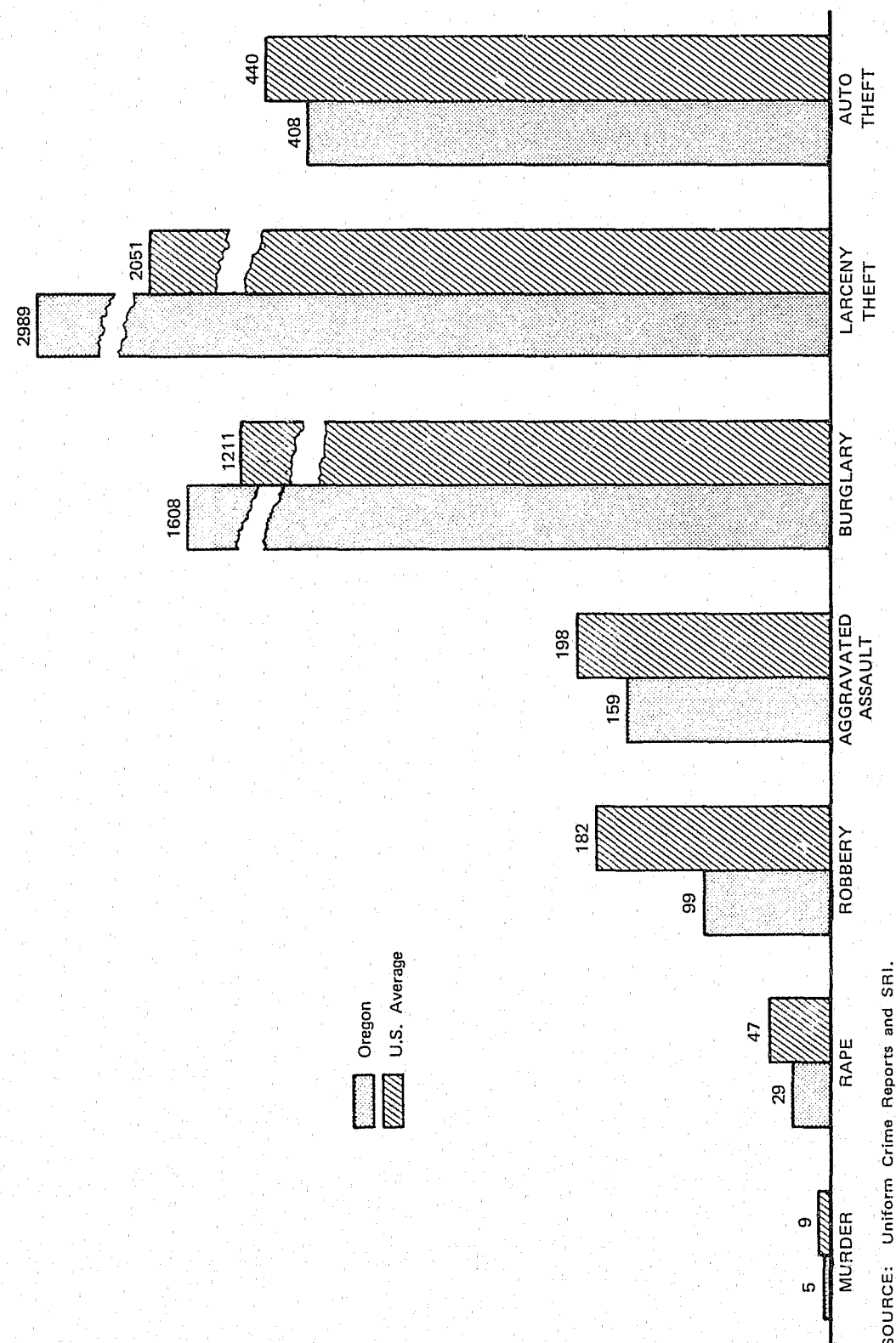


FIGURE 3 OREGON CRIME RATES COMPARED WITH NATIONAL CRIME RATES, FOR CERTAIN CRIMES: 1973

Sheriffs' Offices

Municipal Police Forces

responsible for enforcing the Motor Vehicle Code, Motor Transport Act, Game Code, and the Commercial Fisheries Code, and for providing assistance to local police forces in crime investigations, order maintenance, and other authorized activities upon request.

Oregon has 36 counties; all except Multnomah County have an elected sheriff. In Multnomah County the Sheriff is the Director of the Department of Public Safety and is appointed by the County Board of Commissioners. There are approximately 1100 sworn officers, 400 civilians, and 700 reserves in the sheriffs' offices. Sheriffs' principal criminal justice duties are to provide law enforcement services in unincorporated areas and in incorporated towns without police forces, and to maintain county jail systems. Sheriffs' departments serve both civil and criminal process and, except for Multnomah County, they also serve as tax collectors.

Of the 232 incorporated cities in Oregon, 149--or 64 percent--have police forces of varying sizes. Nineteen contract with sheriffs' offices for local police service, and one contracts for such services with another municipality. The remaining 63 communities--or 27 percent--are dependent on the county sheriff or the state police, or both, for law enforcement services. There are approximately 2000 sworn officers, 400 civilians, and 700 reserves in the municipal police forces. The ratio of sworn personnel per thousand population in Oregon is 1.83, using the total of state police, municipal, and sheriffs' departments.

## 2. Courts

Oregon has a multitiered court structure including the Oregon Supreme Court, the Court of Appeals, circuit courts, district courts, and some municipal and justice courts.

### Supreme Court

The state's Supreme Court is a seven-member body. The Court elects one of its members to serve as Chief Justice for a term of six years. In addition to normal jurisdiction, the Chief Justice has general administrative authority over other courts in the state for the efficient transaction of judicial business.

### Court of Appeals

The Oregon Court of Appeals was created by statute in 1969. It consists of five judges who elect one of their number to serve as Chief Judge for a term of six years. This court is an intermediate appellate court, reviewing cases that previously went directly to the Supreme Court.

### Circuit Courts

The 36 counties of Oregon are grouped into 20 judicial districts. Each district has a circuit court, in which sit from one to six judges. In Multnomah County the judicial district is coterminous with the county, and 18 judges serve that court. In total, there are 63 positions in the circuit court. Circuit courts have judicial authority and jurisdiction not exclusively given to other courts, together with supervisory control and appellate jurisdiction over other courts lower in the judicial hierarchy. The circuit courts are courts of original jurisdiction in serious criminal matters. In some counties they also have original jurisdiction over juvenile matters.

### District Courts

District courts have been established in 22 of the more populous counties. These courts have limited civil and less serious criminal jurisdiction.

### Lower Courts

The 49 justice of the peace courts have jurisdiction over lesser civil and criminal matters. Municipal courts may hear cases entailing violations of city ordinances and of state statutes relative to the control of liquor. There are approximately 190 such municipal courts in the state.

## 3. Prosecuting and Defense Agencies

### County Prosecution

Primary responsibility for the prosecution of all criminal offenses in a county rests with the district attorney. District attorneys are elected in each of the state's 36 counties on a nonpartisan basis for four-year terms. Salaries for district attorneys and deputies are subsidized in whole or in part by the state.

### State Attorney General

The attorney general, a statutory officer elected for a four-year term, is the chief legal officer of the state and head of the Department of Justice. The Office of the Attorney General provides direct trail assistance to local district attorneys in serious felony cases of unusual complexity. The office also undertakes a variety of activities including investigation and prosecution of consumer frauds.

### Defense

Indigent defense in the trial courts is usually provided by the appointment of private counsel. Five of Oregon's 36 counties, including Multnomah County, have public defenders. The office of the State Public Defender has a limited

role and does not represent clients at the trial court level. The case load of this office is generated from within the state's correctional institutions.

#### 4. Corrections

The corrections system has two principal components. One is the state correctional program; the other entails county and community corrections efforts. Both public and private agencies are engaged in the state and local programs.

##### State Institutions

The Oregon Corrections Division, a unit of the State Department of Human Resources, is the primary agency in the supervision and treatment of adult offenders. The division maintains and operates the three major institutions for adult offenders--(1) the Oregon State Penitentiary, with a Farm Annex and a Forest Camp, (2) the Oregon State Correctional Institution, and (3) the Oregon Women's Correctional Center. The Penitentiary is the maximum security institution for men; the Correctional Institution is designed for male first offenders and those men who have been convicted of lesser felony offenses. In addition to the custodial institutions, the division maintains eight Work Release Centers in various parts of the state.

##### State Probation and Parole

Oregon provides for unified probation and parole services. The State Board of Probation and Parole is a full-time, three-man body; the incumbents, appointed by the Governor, serve four-year terms. The board has jurisdiction over and may grant paroles to persons committed to the Oregon Corrections Division and some inmates of county jails. The Oregon Corrections Division is responsible for the

##### Local Corrections

administration and operation of the probation and parole program. Field supervision of the caseload is maintained through five regional and 15 field offices. Including clients in state institutions and on parole or probation, the Corrections Division is at present responsible for 8700 adults.

Currently, Oregon has 74 city "jails" and 36 county jails or custodial institutions. Most of the city jails are lockups used to hold arrestees until they make bail or are taken before a court. The 36 county jails are maintained by county sheriffs as part of their statutory responsibilities. These institutions house mostly misdemeanants sentenced to serve time by local courts or persons awaiting trial. Seven counties operate misdemeanor parole and probation programs that operate with full-time professional caseworkers as well as a large number of volunteers for one-to-one relationships with clients.

##### Juvenile Justice

Each county has jurisdiction over the resident juveniles. In eight typically small counties, juvenile jurisdiction still lies with the county court and lay county judges. In the remaining counties, juvenile jurisdiction lies with the circuit court. Five counties operate juvenile detention facilities. In those jurisdictions having no juvenile facility, juveniles in custody are housed in local jails. At present, there are two state custodial facilities for juveniles: MacLaren School for boys and Hillcrest School for girls. The average daily population at MacLaren was 266 in 1973-1974, while it was 46 at Hillcrest for the same period. Consolidation of the two schools into a single administrative entity is progressing, and the administration is moving toward a coeducational

approach to operation as a means of normalizing life for the boys and girls in the school. In 1970 juvenile court judges of the state adopted minimum standards for the operation of juvenile agencies.

#### D. Criminal Justice Planning in Oregon

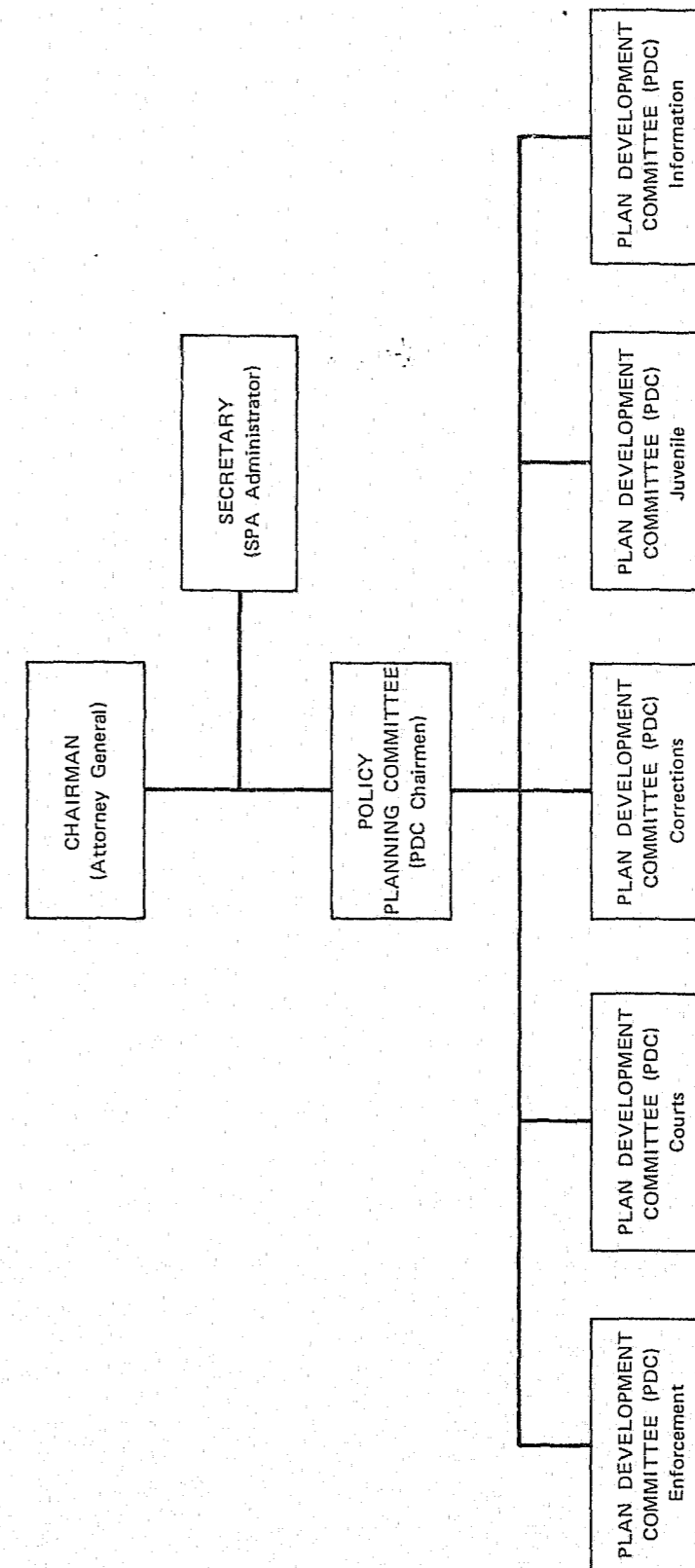
##### 1. The Oregon Law Enforcement Council

The primary agency in the state's effort to coordinate the planning efforts of the multitude of agencies engaged in the administration of justice is the Oregon Law Enforcement Council (OLEC). OLEC was created in 1969 by the state legislature. It consists of 26 members appointed by the Governor and is chaired by the Attorney General, who is also an elected official.

OLEC is the supervisory and policymaking body required by the Omnibus Crime Control and Safe Streets Act. In addition to approving comprehensive plans and allocating federal funds among the several criminal justice and related agencies within the state, OLEC has been responsible for the development of criminal justice standards and goals.

For the conduct of its business, the Council is divided into five principal committees known as Plan Development Committees (PDCs). These committees are concerned with enforcement, courts, corrections, juvenile justice, and information systems. In the near future, the enforcement and information PDCs will be merged, reducing the number of PDCs to four (see Figure 4).

The chairman of OLEC, the chairman of the several PDCs and the two legislators who are members of OLEC constitute an executive board known as the Policy Planning Committee. In practice, this body considers policy needs and problems and then submits recommendations to the full OLEC for their consideration.



NOTE: Under present reorganization plans, the Information PDC will be combined with the Enforcement PDC, leaving but four (4) committees.

FIGURE 4 OREGON LAW ENFORCEMENT COUNCIL (OLEC)

## 2. The State Planning Agency

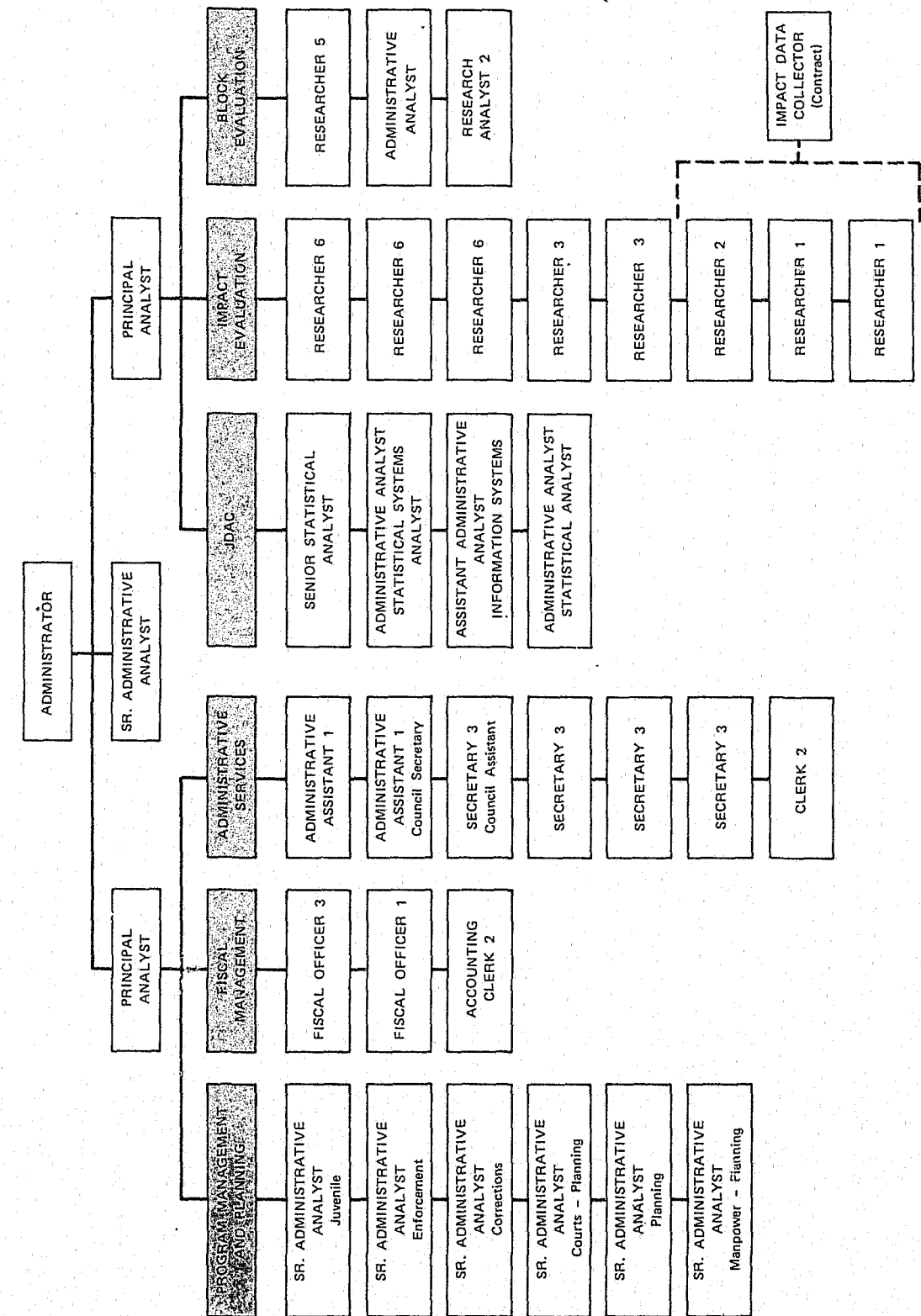
In Figure 5, the State Planning Agency (SPA) is shown in a direct-line relationship to the executive department of state government. In actual practice, it is OLEC that provides most policy direction and day-to-day guidance to the SPA. The SPA staff consists of an administrator, 25 professionals, and six support personnel.

The administrator serves principally as the director of all activities with which the SPA is charged, including the management of funds which, in FY 75, are approximately \$655,000 in Planning (Part B) funds and \$5,551,000 in Action (Parts C and E) Funds. Additionally, the administrator is secretary to OLEC, thereby serving as liaison between OLEC and the state planning staff. Figure 5 illustrates the departmental structure within the SPA and the positions within each department.

## 3. District and Local Planning Units

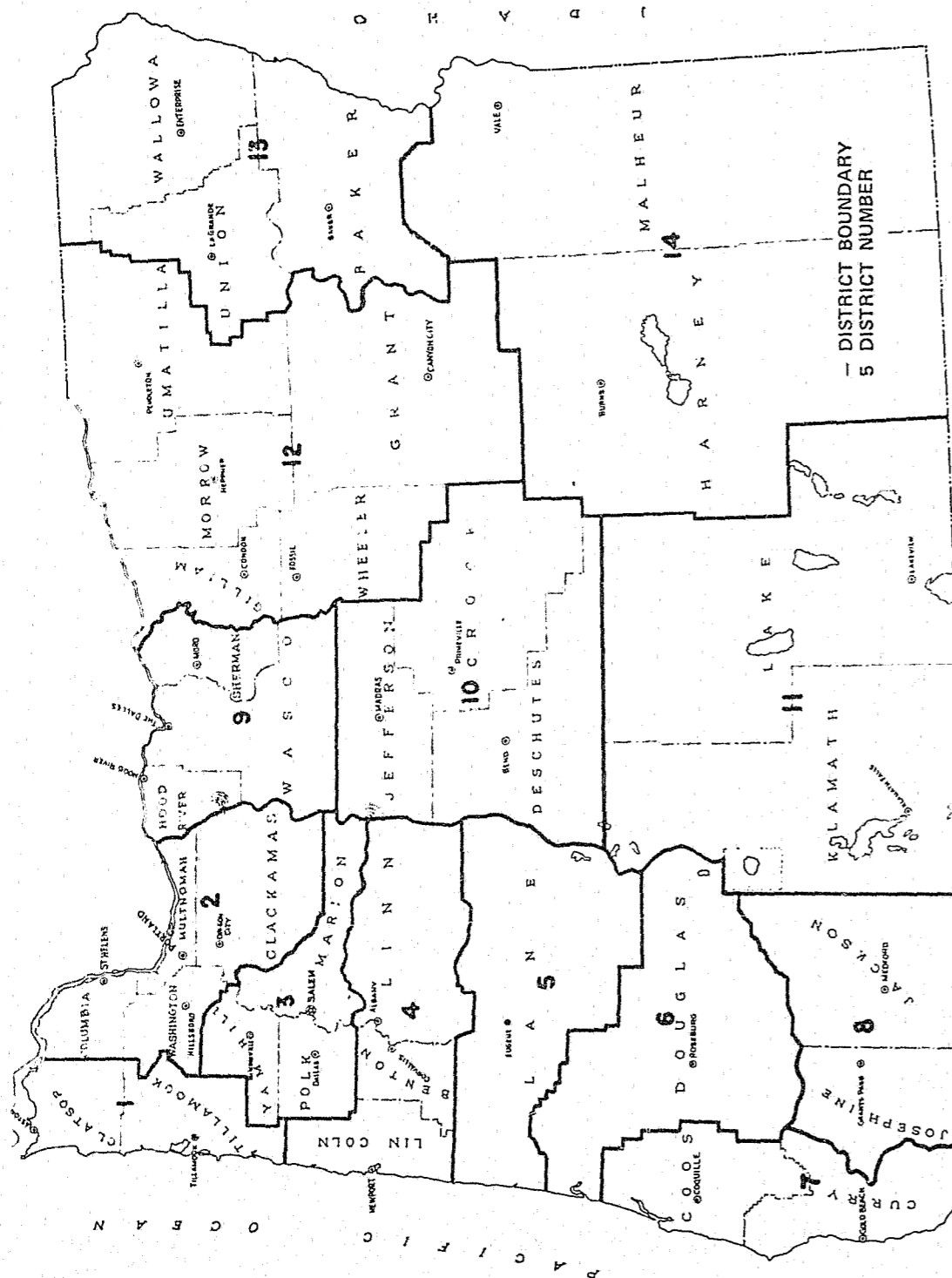
When the LEAA-related planning program began in early 1969, OLEC established District Criminal Justice Planning Agencies (DCJPAs) in each of 14 geographic districts within the state. These districts had previously been established by the Governor for general planning and administrative purposes (see Figure 6 for a map showing these districts). Where Councils of Government (COG) have boundaries that are coterminous with district boundaries, OLEC recognizes them as DCJPAs. Seven COGS function in this role.

The DCJPA is required to create and maintain a Technical Advisory Committee (TAC) to satisfy the federal prescription for a planning group with "representative character." This body provides policy and direction for the DCJPA planners and authorizes the submittal of annual plans and projects to OLEC.



SOURCE: "Oregon's Priorities for Criminal Justice," 1975 Comprehensive Plan.

FIGURE 5 STATE PLANNING AGENCY



SOURCE: Office of the Governor

FIGURE 6 STATE OF OREGON DISTRICTS

For some time, a consolidated criminal justice planning office has served both the City of Portland and Multnomah County as a Local Planning Unit (LPU). However, with the recent rejection of total consolidation of these two governments, they now conduct separate planning operations.

It should be noted here that although the DCJPAs receive their Part B planning funds from the SPA as approved by the OLEC, they consider themselves as local entities rather than employees of the SPA. The bylaws of OLEC state:

The District Criminal Justice Planning Agency (DCJPA) is to be a partner with the Oregon Law Enforcement Council (OLEC) in planning, developing, and coordinating criminal justice improvement programs within the district boundary, and to be the pass-through for all OLEC funds. These activities shall be consistent with the unique problems and needs of the district and its components, and with the policy and requirements of the Oregon Law Enforcement Council (OLEC).

Figure 7 shows the organizational relationship for criminal justice planning in the state.

#### 4. The Annual Plan Development Process

The process for developing the annual plan is briefly described in the state's 1975 Comprehensive Plan and reads as follows:

Local agency projects described in this plan originated with proposals by Criminal Justice Technical Advisory Committees on Councils of Government in the 14 State Administrative Districts. Guidelines stipulated requirements for priority attention to burglary crime specific projects, in accordance with the Council's declaration of priorities. The guidelines included criteria and procedures for exemption from the crime specific priority, and several districts received such exemptions. Tentative allocations for each district, computed by a formula based upon population and

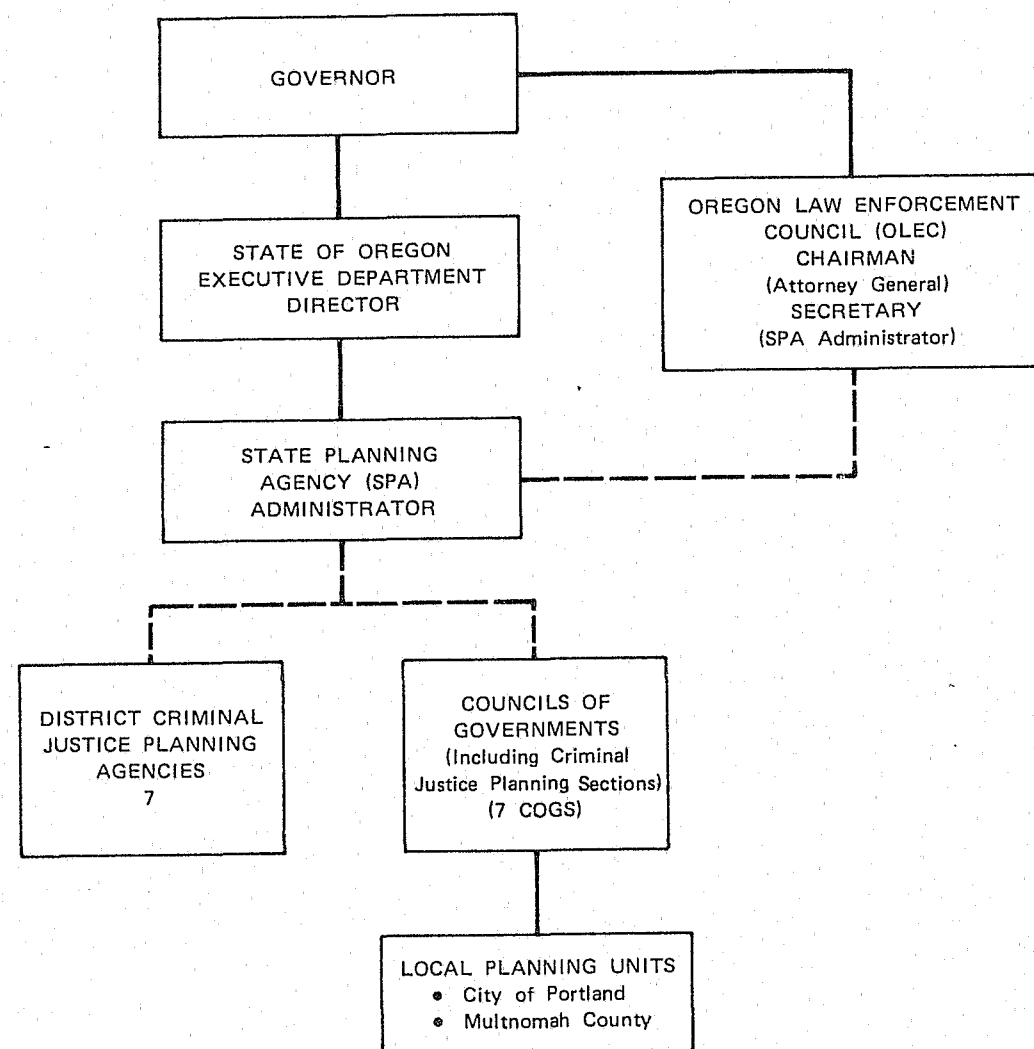


FIGURE 7 OREGON CRIMINAL JUSTICE PLANNING STRUCTURE

index crimes, served as a guideline to district program totals, subject to OLEC acceptance of the constituent projects.

Applicant state agencies presented project proposals in a similar fashion, without an agency allocation feature.

Each district or state agency assigned priorities to the projects within its submission.

Applicants first submitted proposals in preapplication form--a short project summary format. The SPA reviewed the proposals and discussed them informally with applicants. Applicants then submitted fully documented applications for formal review.

The SPA reviewed these proposals and prepared staff recommendations. Applicants were given an opportunity to present their position on any recommendations with which they disagreed. Final recommendations were presented to the Oregon Law Enforcement Council, first in subcommittees and then, with subcommittee recommendations, to the full Council. Council approval constitutes authority to incorporate a project in the Annual Action Plan and to award a subgrant upon LEAA approval of the plan.\*

In practice, OLEC and the SPA provide broad guidelines for the DCJPAs early in the plan development cycle. The DCJPAs consider their problems and needs and prepare preapplications for funds up to and often exceeding their allocations.

The SPA staff reviews and prepares recommendations on each project. These are shared with the DCJPA planners and the PDCs. The PDCs review each preapplication and recommend approval, denial, or approval with special conditions.

\*"Oregon's Priorities for Criminal Justice," 1975 Comprehensive Plan pp. III-3 and III-4.

Data on problems and needs, crime occurrence, criminal justice agencies, past progress, and multiyear plans are provided by SPA staff, state agencies, and DCJPA staff.

### III A CHRONOLOGY OF EVENTS IN OREGON'S STANDARDS AND GOALS PROCESS

The history of the development of standards and goals in Oregon is difficult to document because even some of the official documents of OLEC are not consistent in fixing the time of various events. The following is a reconstruction of events that is based on various documents and interviews with persons who were heavily engaged in the process.

1972 (First Quarter)	OLEC and SPA staff began to feel that goals and objectives should play a larger role in the planning process and that the OLEC role as allocator of funds should be improved by providing more criteria for consistent funding decisions. The position of chief planner was created, for which a major responsibility was to be the creation of specific objectives and goals for the state.
January 1973	The National Advisory Committee on Criminal Justice Standards and Goals convened the National Conference on Criminal Justice.
Summer 1973	The Crime Control Act of 1973 was enacted into law and required as one of its provisions the inclusion of standards and goals, arranged in priorities, in comprehensive plans.
Fall 1973	The National Advisory Committee (NAC) published its reports. OLEC subcommittees were restructured into five PDCs: Enforcement, Courts, Corrections, Juvenile, and Information.
December 13-14, 1973	PDCs began their work at an OLEC meeting in Lincoln City, Oregon. DCJPA planners, state agency staff, university faculty, and students were asked to prepare position or research papers on a variety of topics.

January 1974 The LEAA policy statement delivered at the mid-winter meeting of the National Conference of State Criminal Justice Planning Administrators, required every state to have a comprehensive set of standards and goals in its 1976 plan.

January 10-11, 1974, and February 21-22, 1974 The PDCs conducted workshop meetings monthly, usually in two-day sessions, in which standards and goals discussions were held in conjunction with other council business.

March 9, 1974 Completed drafts from each of the PDCs were submitted to OLEC.

May 2-3, 1974 OLEC convened to conduct a hearing on the standards and goals document and to adopt it as a final product. The document was not adopted, but was "accepted" instead, and a decision was made not to approve, but to accept modified versions each year in an ongoing review and improvement process of the standards and goals.

May 22, 1974 A hearing on standards and goals was held in Medford, in the south-central portion of the state. On the same date, a hearing was held in Salem, in the central part of the state.

June 6,7, 1975 Another hearing was held in Pendleton, in north-central Oregon.

July 18-19, 1974 At an OLEC meeting in Eugene, draft modifications were made, based on the input received in this and the above hearings. The revised document was named Draft 2 and was accepted in principle by OLEC. The SPA staff were instructed to take Draft 2 and revise it for more uniformity and cohesiveness among the sections.

August 12, 1974 Draft 3 was published by OLEC and circulated to all DCJPA planners.

October 16, 1974 SPA and DCJPA planners met to discuss the plan development process.

October 21, 1974 A memo was sent to all DCJPAs confirming the plan development process for 1976. Contained within these instructions was the requirement that each DCJPA submit its own standards and goals to the SPA by March 1, 1975.

#### IV ORGANIZATIONAL STRUCTURE FOR STANDARDS AND GOALS

In the latter part of 1973, OLEC altered the structure and roles of its subcommittees, which previously had been named Subcommittees One, Two, and Three and had been convened solely to review grant applications from the DCJPAs and the state criminal justice agencies. While retaining the role of grant reviewers, under the new structure each PDC reviewed all grant applications that were determined to be in its area of expertise. Previously, the subcommittees were assigned several of the DCJPA's plans and attendant projects to review; now the focus was one of function rather than of geography.

The PDCs were also given the assignment of developing goals and objectives for their respective areas; later this assignment was modified to the development of goals and standards. The 1975 Comprehensive Plan discusses the mission of the PDCs (see Appendix B for a further discussion of the role of the PDCs).

The mission of each PDC was to design for final Council action a set of Standards and Goals to be achieved by 1980, as a context for a multiyear plan that could stand as a guide for action programs over the next years. The PDCs used the National Standards and Goals in their respective areas as a guiding, but not governing, framework as to subject matter.

Nineteen ad hoc members were added to the PDCs, increasing the membership of each by three to five members. These members could participate in the discussions and activities of the standards and goals process but were not entitled to vote. The additional members were added (1) to spread the burden of the work among more persons, thereby lessening the impact on each individual and (2) to ensure that each PDC had a balance of police, courts, and corrections practitioners and

was geographically representative of the state. In some cases, the additional members also increased the technical proficiency of the PDC (see Appendix C for the membership of each PDC).

The DCJPAs have been important in the organizational structure for the standards and goals effort, in their review of and comment on the standards in the most recent draft document. In several regions, the operational agencies were sent questionnaires on each of the standards to determine their acceptability to the departments. More will be said about the roles of each entity within the organizational structure in the following sections when methodologies are discussed.

In summary, the State of Oregon used the same groups for its Standards and Goals Program that are used in all other planning and funding activities of the SPA. The supervisory board (OLEC), its subcommittees (PDCs), and the regional planning units (DCJPAs) devoted many hours to the Standards and Goals Program in addition to their other activities of plan development, grant review, monitoring, evaluation, and development of legislation.

## V STAFFING THE STANDARDS AND GOALS PROGRAM

One of the unique features of the Oregon Standards and Goals Program was the degree to which the state used existing resources and staff with a minimum of new grant funds and persons hired for the development process. This was achieved by heavy reliance on SPA and DCJPA staff, who worked in teams to prepare research and concept papers and generally to provide the staff work needed by the PDCs.

The Standards and Goals Program was under the direct supervision of the SPA administrator, Mr. Edward C. Cooper, who later resigned to take another position and was replaced by Mr. Robert D. Hauser.

For each of the PDCs, a Staff Work Team was organized, consisting of two planners from the SPA and from four to six planners from the DCJPAs. Each Staff Work Team was assigned a director from among SPA staff.

In addition, other individuals contributed varying amounts of their time in research and staff work. Their time was contributed by the following groups:

- LPUs in Portland and Multnomah County.
- Personnel from the State Police and the Division of Corrections.
- Personnel from local criminal justice agencies.
- University professors and students.

The number of persons and amounts of their time have varied and will vary among the phases of the program. During the development period, the full-time equivalent of ten SPA staff were participating. In the current phase (district reviews of Draft 3), the equivalent of 1.30 SPA persons are participating.

## VI FINANCING THE STANDARDS AND GOALS PROGRAM

Because so much of the Standards and Goals Program was performed by persons who donated their time, an accurate account of the total costs or the line item expenditures is difficult to determine. However, the following information should provide the reader with an estimation of the probable costs.

A discretionary grant of \$33,000 was received from LEAA for the 1974 fiscal year. The bulk of this grant was used to finance the printing costs of draft documents of the standards and goals and the costs attendant to the various standards and goals meeting and hearings.

Personnel costs of the time contributed by SPA staff are derived from the estimate received from the SPA administrator, Mr. Hauser. Approximately ten SPA staff, or the equivalent of ten persons, worked on the program full time for the six-month period, December 1973 through May 1974.

In addition, the estimate of the time spent by DCJPA staff in developing concept papers, working as members of the Staff Work Teams, and conducting the review of the draft documents in their districts has been estimated to be the equivalent of five persons working full time for six months.

A gross estimate of the standards and goals costs of the project for December 1973 to December 1974, as suggested by the case studies investigators,\* is as follows:

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\*The SPA did not keep records of the time contributed by the SPA staff or the DCJPA staff to standards and goals work, since in both cases, the staff were being paid from Part B Planning Funds.

SPA staff (10 persons × 6 months × \$1,267 average monthly salary)*	\$ 76,020
DCJPA staff (5 persons × 6 months × \$1,267 average monthly salary)	38,010
Travel, printing, and meeting costs	<u>33,000</u>
Estimated total	\$147,030

For FY 75, Oregon has been awarded an additional \$87,000, a portion of which (\$35,000) will be subgranted to the DCJPAs for their standards development and review process. All of these funds are to be used for printing, meeting, and travel costs. None are earmarked for personnel.

In addition, a block grant of \$11,516 was awarded to the League of Oregon Cities to help inform and engage cities in the process and to maintain liaison with OLEC.

## VII FORMULATION OF STANDARDS AND GOALS

Before the passage of the Crime Control Act of 1973 and the announcement of LEAA policy requiring standards and goals to be included in the comprehensive plan, OLEC and SPA staff had determined that goals and objectives were needed to bring more consistency and effectiveness to their comprehensive planning. The position of chief planner was created, his major responsibility being that of developing goals and objectives for the criminal justice system.

As the state began to develop its 1974 plan, a section was included entitled, "1980 Desired Characteristics for the Criminal Justice System and Its Operation." Of course, since the beginning of the LEAA-sponsored state planning program, goals and objectives of some type had been required, but for this particular plan, the goals and objectives were the precursor to what would later be called the Standards and Goals Program.

As was described in an earlier section, the PDCs were created in the fall of 1973, and the Standards and Goals Program was launched 14 December 1973 at the OLEC meeting in Lincoln City.

The PDCs began work by considering the reports of the National Advisory Commission on Criminal Justice Standards and Goals. Sections of the reports were prepared for the individual PDCs, which then began selecting those that dealt with issues felt to be important in Oregon.

Reports such as those of the President's Commission on Law Enforcement and Administration of Justice, the American Bar Association Project on Standards for Criminal Justice, the American Corrections Association, and even the Wickersham Committee were considered in this phase. The Courts PDC tended to use the American Bar Association report as a basis

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\* Including fringes, which computes to \$15,204 annually.

for study, while the Corrections PDC found the statement of standards of the American Correctional Association very useful.

At the same time, DCJPA planners, state agency staff, and university faculty and students were asked to prepare research or position papers on selected issues. The authors of the papers were given latitude in their writing and expressions of opinion, although they were asked to limit their discussions to the issues in question.

At this point several problems arose. First, neither OLEC nor the SPA defined what was to be considered a goal or a standard. Persons interviewed universally agreed that this definition has not yet been made, although some consensus has developed through the state that a goal is a long-term objective, hopefully attainable by 1980, while a standard is a relatively shorter-term measure against which progress toward goal attainment can be assessed.

A second problem was the variation in quality among the 100 position papers received by OLEC. In addition, few papers were received on some subjects, while the more popular issues attracted a number of responses.

Each of the position papers was submitted to the appropriate PDC for study. Each paper was reviewed and either accepted as the position of the committee, rejected, or returned to the Staff Work Team for modification in accordance with the wishes of the PDC. Most of the papers were assigned to SPA staff for modification and revision, rather than returned to their respective authors. SPA staff stated that, once the revisions by OLEC were made, such papers were seldom reviewed by the PDCs; instead, they became part of the draft document, since time was limited and maintaining schedule was deemed important.

The developmental work of the PDCs was undertaken as part of the regular monthly meetings of OLEC. These meetings were held over two-day periods in various parts of the state. After the meetings convened

and the regular business of OLEC was transacted, the PDCs, including ad hoc members and support staff, met to review the standards and goals staff work and position papers. Four of these workshop meetings were held: December 13-14, 1973, in Lincoln City; January 10-11, 1974, in Bend; February 21-22, 1974, in Cottage Grove; and a final work session March 9, 1974, in Salem, at which time each PDC submitted its drafts to OLEC.

In keeping with Oregon's open meeting statute, the deliberations of the PDCs were open to the public. Relatively few lay persons attended the meetings, however--a circumstance that was to cause problems at a later time.

The manner of deliberation of the respective PDCs reflected the leadership style of the committee chairman. Thus, in one PDC, efforts were made to arrive at a consensus of the members present and to produce statements, the precise wording of which was acceptable to all present. Other PDCs simply voted on the respective issues, the group abiding by the majority vote. In these PDCs, especially when modifications of a standard or concept were ordered, the precise wording of the standard was usually left to the staff. The result of these differences of operation among the PDCs was considerable diversity in the format and style of the five reports submitted to OLEC.

After the reports were submitted to OLEC at the end of the four-month developmental period, they were bound together for submission as a single document containing approximately 300 standards and goals. It was this draft that OLEC proposed to discuss and adopt at its meeting on May 2-3, 1974. Before the meeting, the draft was circulated and invitations extended to interested persons to submit written comments or to attend the meeting and make oral presentations. In the main, these invitations were addressed to persons in official capacities in state

and local units of government, agencies in the criminal justice system, and institutions or organizations having some visible connection with or interest in government or the justice system. The meeting site was Otter Crest, a relatively expensive resort and convention site on the Pacific Coast in the northwestern corner of the state. According to OLEC and SPA officials, the site was chosen because no other convention or meeting center of sufficient size was available elsewhere in the state on the selected dates.

The choice of site was perceived by some agencies and organizations as an attempt by OLEC to limit local and public input into the hearing and adoption proceedings on standards and goals. These groups charged that the distance and expense would preclude those who did not have expense accounts and who could not otherwise afford to attend. Furthermore, they felt that because the meetings were held on week days, agency officials could attend as part of their work week, but that persons in private employment would have to take time off from their jobs.

OLEC and SPA staff state that there was no intention of limiting input at the Otter Crest meeting and that all of the previous meetings had been open to the public.

#### VIII CITIZEN AND AGENCY REVIEW OF STANDARDS AND GOALS

Because of the confusion and allegations surrounding the May 1974 meeting and occurring during the meeting, OLEC decided not to approve the standards and goals document, but to provide more opportunities for input from criminal justice agencies, interest groups, and citizens. Further, the decision was made not to "approve" the document, but to call it Draft 1. OLEC decided that after the additional hearings were held and modifications made, subsequent documents would be designated Draft 2, Draft 3, Draft 4, and so on. Such documents would never be "approved," but instead would be accepted as part of a continuing planning process.

Additional hearings on the standards were held in Medford, Salem, and Pendleton. With the exception of the Pendleton meeting in the northern portion of the state, the hearings were sparsely attended. At this point, the League of Oregon Cities and, to a lesser extent, the Association of Oregon Counties began to take a more active part in the development process. The League of Oregon Cities was given a grant of \$11,516 to maintain liaison between OLEC and the cities. The League became very active in keeping the cities aware of the status of the standards and goals program. They also published newsletters that identified those proposed standards which, if adopted, would have impact on the cities. In part, this gave local officials a new source of information about the process and some assurance that their interests were being more adequately safeguarded.

As a result of the three meetings held throughout the state and some additional input from staff and other sources, the PDCs revised their respective draft sections into what became known as Draft 2. A

significant change was made in the language of this draft as a result of the feelings about the motives of OLEC and the obligatory nature of the Draft 1 standards. All language suggesting mandatory obligations was changed to the permissive form. The words "shall" and "will," when suggesting an obligation on the part of local authorities, were changed to "should" and "may."

At its regular meeting on July 18-19, 1974, OLEC "accepted" the draft in principle. This draft was then submitted to the SPA with instructions from OLEC to make the document a cohesive whole with uniformity of language and style among the five sections. This was necessary because, even as Draft 2, the document retained the varied characteristics of the five original PDC documents. SPA staff made the modifications and reprinted the document, designating it as Draft 3.

It is generally agreed that Draft 3 entails few substantive changes from Draft 2, the major difference being that Draft 3 provides a clearer product with greater uniformity of language and structure among the five sections.

The State of Oregon is now developing its comprehensive plan for 1976. As part of this process, Draft 3 was circulated to all district planners on August 12, 1974. On October 16, 1974, the SPA convened a meeting of all district planners to discuss the 1976 planning process. This meeting was followed on October 21 by a memo containing formal instructions for the process. Central to the instructions was the requirement that all districts would complete the development of their own standards and goals by March 1, 1975. These DCJPA standards and goals would then be submitted to the PDCs, which thereafter would consider them for integration into Draft 4 of the state's standards and goals.

The instructions for the development of local standards and goals give local agencies latitude in using whatever processes they deem applicable. This condition is circumscribed as follows: "The only requirement imposed by the SPA is that the districts, in developing their standards and goals, follow existing SPA format for the final product."

Most of the districts are reviewing the standards statements in Draft 3, one at a time, and are applying whatever judgments seem to reflect local agency conditions or opinions. Several districts with sophisticated planning capabilities have developed complex questionnaires that permit interviewees to make several specific judgments about each of the 301 standards and goals in Draft 3. These questionnaires are being widely circulated among criminal justice practitioners, with limited circulation among citizens at large. It is expected that questionnaire results will assist local task forces and DCJPAs to arrive at some consensual statements of local standards and goals.

Tables 1, 2, and 3 are samples of the questionnaires and their results from District 2,<sup>\*</sup> which is the most populous in the state. The questionnaire shown in Table 1 was sent to all police, courts, and corrections agencies in the district; each was asked to answer the questions for each of the goals and standards in their functional areas.

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\* The Columbia Region Association of Governments (CRAG) is the council of governments that functions in the role of the DCJPA in the four-county area surrounding Portland.

Table 1

CRAG QUESTIONNAIRE  
(DCJPA 2)

- A. Is this an acceptable goal?
1. Yes
  2. No
  3. If modified
- B. Has this goal already been accomplished?
1. Yes
  2. No
  3. Partially
- C. If not, which level of government should be responsible?
1. Federal
  2. State
  3. County
  4. City
  5. Region
- D. If this goal were implemented, would the financial burden to your agency be significant?
1. Yes
  2. No
  3. Unknown
- E. From among all the goals in this section, what priority would you give this goal?
1. One
  2. Two
  3. Three
  4. Four
  5. Five
  6. Below top five
- F. How should this problem be resolved?
1. Legislation
  2. Increased state general fund expenditures
  3. Increased local general fund expenditures
  4. Federal assisted action programs
  5. Change in operational policy
  6. Other

Table 2

SURVEY QUESTIONNAIRE: SUMMARY OF RESULTS  
(Law Enforcement)

Standard Number	A		B		C		D		E		F	
	Yes	No	Yes	No	Federal	State	County	City	Region	Yes	No	Other
3.001	12	7	5	3	11	6	11	3	2	9	1	2
3.002	17	1	10	2	8	3	10	2	2	3	1	5
3.004	19	3	7	4	3	10	12	6	1	4	3	4
3.005	14	2	10	3	6	2	6	3	5	7	3	3
3.006	16	3	8	5	7	1	16	10	3	4	2	4
3.007	18	1	13	1	4	3	11	2	2	5	12	9
3.009	19	3	13	7	9	2	11	2	1	6	13	2
3.011	16	3	7	2	9	2	10	3	5	6	8	3
3.012	15	1	5	5	8	2	11	2	4	6	7	2
3.020	12	6	5	5	11	3	8	2	9	7	4	2
3.030	13	2	6	3	8	2	4	1	2	9	5	5
3.041	12	1	3	3	13	4	5	2	12	2	8	2
3.042	9	3	1	4	14	2	4	2	11	4	5	2
3.043	15	4	3	5	9	3	8	2	5	2	1	4
3.044	7	7	1	11	7	1	5	2	3	2	3	3
3.050	12	1	5	5	9	6	6	2	4	4	5	3
3.051	17	1	2	3	13	16	1	7	3	8	2	6
3.052	19	3	12	3	4	2	9	2	7	5	6	1
3.053	19	8	5	5	1	2	9	2	8	4	2	7
3.054	17	1	10	5	1	1	9	2	5	6	2	2
3.055	18	2	12	2	4	2	9	2	5	8	1	1
3.101	19	8	3	8	2	6	6	2	10	5	3	2
3.102	16	1	11	3	8	10	4	3	7	4	6	2
3.111	16	2	6	3	8	2	4	8	2	4	2	3
3.112	12	4	2	12	3	12	2	1	1	12	7	2
3.113	11	6	6	1	11	2	3	10	2	13	4	2
3.121	14	1	3	3	10	2	2	7	3	7	1	5
3.123	16	3	6	5	8	14	2	2	2	11	4	2
3.131	10	7	3	3	10	2	4	5	3	5	4	2

Table 3

SUMMARY OF QUESTIONNAIRE RESPONSES  
(Corrections Task Force)

Acceptable Standards	Unacceptable Standards	Standards Needing Modification
1.001	1.261	1.021
1.002	1.262	1.022
1.003	1.263	1.023
1.004	1.264	1.026
1.025	1.265	1.062
1.043	1.266	1.063
1.044	1.281	1.101
1.045	1.301	1.102
1.046	1.302	1.121
1.047	1.303	1.122
1.048	1.304	1.123
1.049	1.321	1.124
1.050	1.322	1.141
1.061	1.323	1.161
1.064	1.324	1.162
1.103	1.325	1.163
1.164	1.326	1.181
1.182	1.341	1.183
1.201	1.342	1.205
1.202	1.421	1.206
1.203	1.422	1.228
1.204	1.423	1.282
1.221	1.444	1.305
1.222	1.511	1.361
1.223	1.512	1.362
1.224	1.513	1.365
1.225	1.514	1.366
1.226	1.515	1.401
1.227	1.516	1.402
1.229	1.526	1.403
1.241	1.566	1.424
1.242	1.567	1.425
1.243	1.568	1.426

## IX DEVELOPMENT OF PRIORITIES AMONG THE STANDARDS AND GOALS

No effort has yet been made by OLEC to establish priorities among any of the 301 standards printed in Draft 3 of the Standards and Goals Program. SPA staff have stated that priorities will be developed after the DCJPAs have reviewed the standards in Draft 3 and identified which are most important to them at the district and local level.

Of the district planners interviewed, only one (DCJPA 2) was making a conscious effort in their review of the draft standards to suggest a priority within functional categories, i.e., police, courts, and corrections. The other DCJPAs are focusing on a general identification of those standards that are acceptable to them and are not suggesting their relative value to the district.

Most persons interviewed about assigning priorities to standards recognized the desirability and the difficulties of so doing. Some SPA staff said it would be done soon, perhaps when drafting the 1976 annual plan. Those programs that OLEC approved for funding would be responsive to the Draft 3 standards and would constitute the priorities of the state.

## X FUTURE PLANS FOR IMPLEMENTATION OF STANDARDS AND GOALS

The SPA developed an outline of strategies to implement some of the Draft 3 standards and goals in the 1975 Comprehensive Plan. That section of the Plan is prefaced by a singularly frank statement concerning the complexities of implementing goals and standards.

First, to the sticky question of crime reduction goals.

The format for the position papers that led to the 1980 Standards and Goals called for a statement on the effect of proposed goals upon the crime condition. Few authors addressed the question. Few PDCs pursued it. Interest in the content of the Standards and Goals obscured effects of goals proposed upon crime.

People characteristically shy away from explicit targets. It is often hard to trace actions to targets, and there is the risk that someone might hold one's toes to the fire for a goal ambitiously stated. Criminal justice agencies, and this SPA, are no exception. They easy out is to cloud targets in terms of percentages or rates sufficiently abstract not to appear related to a project or program dealing with arrests, cases or system quality.

The section on the Crime Condition closed with the statement that just to bring the crime rate back to the 1970 level - which is where we came in - called for a reduction of 120,000 offenses in the present or projected annual level - 40,000 Part I and an estimated 80,000 Part II offenses.

In the belief that a goal-oriented program calls for explicit, quantified goals, for the remainder of this discussion we shall stake out the goal: To effect by 1980 a reduction in the level of offenses in the order of 120,000 through calculated action of criminal justice agencies or other agencies in Oregon.

Unrealistic - possibly. Essential - yes, if the goal of crime reduction is a reasonable one for public policy action.\*

In the plan, specific improvement programs are identified and linked with the standards and goals in a series of "Program Implementation Strategies." These are described as follows:

Each Program Implementation Strategy contains a brief statement of the 1980 Goals, with page reference to the full text in 1980 Standards and Goals, Draft 3; where appropriate, an umbrella goal summarizing these goals; a statement of the dimensions of the problem that the goals are supposed to address; a discussion of the strategy; and a list of performance measures.†

The Program Strategies set out main lines of approach, action agencies, and rationale - the who, what, how, and why dimensions. At this point, details as to place and time schedule remain to be fleshed out. This information is to come through feedback from districts and local agencies, reacting to the Standards and Goals in terms of local adaptations and specific program and project plans. This feedback is scheduled to occur during March 1975.†

See Table 4 for a sample of one of the implementation strategies for police operations.

The above information regarding implementation and future plans was contained in the 1975 plan. Subsequent interviews with SPA staff, OLEC members, and DCJPA planners revealed additional information and speculation on the implementation process. Regarding the problem of implementing standards that are acceptable to OLEC but also acceptable to the majority of the districts, Mr. Hauser, the SPA administrator, said that a consensual approach would be taken. Referring to the simple diagram

\*"Oregon's Priorities for Criminal Justice," 1975 Comprehensive Plan, p. II-4.

†Ibid., p. II-6.

Table 4

IMPLEMENTATION STRATEGY FOR POLICE OPERATIONS

Sectors 03, 04, 05 DETECTION-APPREHENSION	
Module 03.00 <u>Police Operations</u>	
Goal: To strengthen enforcement agency operations by adoption of improved and innovative uses of manpower in agencies where such methods appear feasible.	
<u>1980 Goals</u>	<u>S&amp;G Page</u>
3.111 Assignment of Civilian Personnel	121
3.112 Private Police Regulation	122
3.141 Alternative Methods Used by Police	124
3.142 Avoiding Overreliance on Criminal Law	125
3.143 Properly Limited Authority	125
3.151 Model Prototype	126
<u>Problem Dimension</u>	
Dealing with the growing crime problem calls for a constant search for methods of operation that will make the most effective use of department resources. Although departments are making increasing use of civilian personnel for functions not requiring sworn officers, the extent is not known. Alternative management models have been rarely explored in Oregon.	
<u>Program Strategy</u>	
The approach to this entire area must be one of examination and research.	
3.111 It must be determined whether research on potential civilian-staffed positions exists, and possibly research must be initiated. The Eugene Police Department has done some study on the subject that may give guidance to other agencies.	
3.112 The SPA will request the OACP and OSA (Chiefs and Sheriffs organizations) to create a joint committee to work with SPA staff and Legislative Counsel in developing proposed legislation on private police agencies, and seek enactment of such legislation.	
3.141 The SPA will encourage the development of pilot projects in-	
3.142 corporating alternative models of enforcement, conflict resolu-	
3.143 tion, and alternatives to criminal processes.	
This would call for engagement of operating agencies receptive to innovative techniques and commitment to the goals. Upon assessment of successful models, technical manuals or other guidelines would be made available to other agencies.	
3.151 Team policing is a method of particular interest and effort will be made to develop pilot projects in varied models and evaluate the results, as a possible management technique.	
<u>Performance Measures</u>	
- Agencies adopting pilot programs.	
- Agencies adopting practices responsive to goals, as regular practice.	
- Evaluation of effectiveness.	
<u>System Capability Goal</u> - See Modules 03.21, 04.11	
<u>Cross-References</u> 03.21, 04.11, 05.12	<u>PDC:</u> Enforcement

Source: "Oregon's Priorities for Criminal Justice," 1975 Comprehensive Plan

below (Figure 8), he suggested that those standards in Draft 3 that appear to be unacceptable to the DCJPAs, and the local agencies they represent, would possibly be negotiated. By the same token, the new standards or policies suggested by individual districts, which might be unacceptable to OLEC, will also be studied. Those standards that remain in the middle will be the ones that OLEC, state agencies, and districts would plan to implement in the short term.

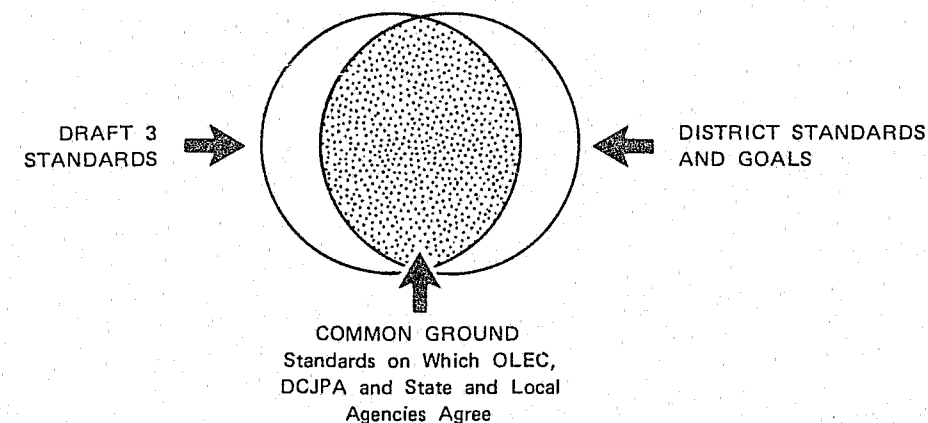


FIGURE 8 CONSENSUAL APPROACH TO GOALS AND STANDARDS SELECTION

No clearly defined program has been specified in print by the SPA or by OLEC; consequently, only general suggestions or speculations were provided by SPA staff on how implementation will take place. The specifics of which standards will be moved upon first (priorities) and how local priorities versus state priorities will be handled were not obtainable from the SPA or from OLEC. The DCJPAs in general exhibited a wait-and-see attitude, in which they would wait for moves to be made by OLEC and then react to them, if they were or were not satisfactory.

One reason for the absence of a clearly stated method of approach, as well as statements about the priorities of OLEC, may be that they have not had sufficient time to plan their process. Another reason may be the

recent controversy between OLEC and the DCJPAs over the priority of burglary programs in the 1974 and 1975 plans. In these two planning cycles, OLEC stated the policy that burglary programs were to be the single priority for Part C monies that were not committed to continuation projects from previous years. Each DCJPA was expected to develop burglary-oriented programs for the uncommitted funds in their annual allocation. If they did not, they were required to present evidence that they did not have a burglary problem in their district or that they were already addressing it with sufficient resources. The DCJPAs resented the single-priority approach and the restrictions on the spending of their uncommitted allocations. The importance or need for burglary programs did not necessarily appear to be the critical point, but rather the method of presentation to the districts. This may partially explain why priorities and long-range implementation approaches have not yet been prepared.

## XI SUGGESTIONS FOR OTHER STATES

Persons participating in Oregon's standards and goals process were asked by the case study investigators to identify problems and to offer solutions or suggestions to pass on to other states. Following are those that appear most helpful.

### (1) The Need for Definition of Terms and Procedural Instructions

The standards and goals effort began under the state's own volition as a goals and objectives effort and bore the title, "1980 Desired Characteristics for the Criminal Justice System and Its Operation." As the state effort shifted to conform to the newly developed federal requirements in this area, OLEC did not attempt to define the terms nor provide procedural instructions and formats for the program. Each PDC was left free to make such definitions of the terms as seemed appropriate to it. As a result, there was lack of uniformity and consistency in the early drafts and some confusion on what the program was. Even now as the districts review Draft 3, these problems exist.

### (2) The Need for Adequate Research on State Conditions

To date, the selection of standards and goals has not proceeded from a calculated assessment of Oregon's criminal justice problems per se, but rather from the work done at the national level. Work at the national level was modified by state and local opinion to fit state and local conditions. Interviewees knew of no attempts to determine statewide or local conditions relative to any of the standards or to assess the magnitude and extent of Oregon's problems in the issue areas covered by the standards.

The SPA staff expects that experience over the next several years will expose those standards and goals that do not truly apply to Oregon's conditions. Those standards will be modified or dropped as experimentation, research, demonstrations, and evaluations produce the data and experience needed.

(3) The Need for Adequate Communications Between State DCJPAs and Local Authorities

One of the most pervasive attitudes manifested to interviewers by DCJPAs and local authorities was that the state was indifferent to local needs and conditions and was going to force standards and goals upon them. Representatives of some local agencies and professional associations stated that they were unaware of the standards and goals development effort of OLEC until the meeting (May 2-3, 1974) was announced at which they were to be adopted.

The steps taken by OLEC to remedy this early lack of communication have lessened the distrust. These are:

- The cooperative staff work efforts of SPA and DCJPA planners.
- The participation of the DCJPAs in the district reviews of Draft 3 and the allocation of funds to pay for increased printing, travel, and meeting costs.
- The awarding of a small grant to the League of Oregon Cities to improve communications and co-operation with the municipalities.

(4) The Need for Adequate Coverage by the Media

One of the problems identified by workers engaged in the development of standards and goals in Oregon was the lack of interest of all segments of the media. Notices of the meetings and invitations to attend were routinely dispatched to newspapers and to radio and TV stations. However, media coverage of the meetings was primarily focused on the personalities who were present at such meetings to the extent that they were newsworthy, or on a few matters of local concern, or on those matters that were controversial. Standards and goals for the criminal justice system did not catch the fancy of the media; as a result, there was little assistance from that sector in getting the message to the public.

(5) Public Awareness and Participation in the Development Process

Several key persons in the Oregon process believe that public officials, especially those who are elected, are representative of public attitudes and opinions.

Since a considerable number of state and local officials had been engaged in the process, these persons feel that legal and moral obligations to include citizens in the standards and goals development process have been satisfied.

Others stated that the general public has not yet had an opportunity for input. Several reasons given for this are:

- The lack of adequate publicity by OLEC.
- The distances to the sites of public hearings.
- The expenses entailed in participation, such as time off work, travel, and lodging.

The abstract and sometimes technical nature of the standards and goals process does not attract the public like more controversial issues might.

(6) The Need for Realistic Time Frames

Several participants and observers of the standards and goals development process in Oregon felt that the target dates for the several phases of the project were too short and limited the amount and quality of consideration that could be given to each standard. Whatever the reasons for the tight time frames, they felt that many issues were too hastily treated, with the responsibility for working out the details left to the staff.

Appendix A

CASE STUDY INTERVIEWEES

Appendix A

CASE STUDY INTERVIEWEES

The following persons were interviewed by the case study investigators.

- |                      |   |
|----------------------|---|
| 1. John Angell       | <ul style="list-style-type: none"><li>• Director, Police Consolidation Program<br/>Portland-Multnomah County</li><li>• Member, OLEC</li></ul> |
| 2. Jack Bails        | <ul style="list-style-type: none"><li>• Director, Columbia Region<br/>Association of Governments (DCJPA 2)</li></ul>                          |
| 3. Bruce Baker       | <ul style="list-style-type: none"><li>• Chief of Police, Portland</li><li>• Member, OLEC</li></ul>  |
| 4. Stephen C. Bauer  | <ul style="list-style-type: none"><li>• Senior Staff Associate,<br/>Oregon League of Cities</li></ul>   |
| 5. William J. Brady  | <ul style="list-style-type: none"><li>• State Medical Examiner</li><li>• Chairman, Juvenile PDC</li><li>• Member, OLEC</li></ul>              |
| 6. Mildred Burck     | <ul style="list-style-type: none"><li>• League of Women Voters</li><li>• DCJPA 4 Council Member</li></ul>                                     |
| 7. Edward R. Cooper  | <ul style="list-style-type: none"><li>• Former Administrator of the SPA</li></ul>   |
| 8. Steve Cleveland   | <ul style="list-style-type: none"><li>• Criminal Justice Planner (DCJPA 3)</li></ul>  |
| 9. Kathy Diehl       | <ul style="list-style-type: none"><li>• Assistant to Director, SPA</li></ul>  |
| 10. Norman W. Duncan | <ul style="list-style-type: none"><li>• Law Enforcement Planner, SPA</li></ul>  |
| 11. Kurt Englestadt  | <ul style="list-style-type: none"><li>• Criminal Justice Planner, Portland<br/>(City of Portland)</li></ul>                                   |
| 12. Robert D. Hauser | <ul style="list-style-type: none"><li>• Administrator, SPA</li><li>• Secretary, OLEC</li></ul>  |
| 13. Roy Hollady      | <ul style="list-style-type: none"><li>• Chief of Police, Salem</li></ul>  |
| 14. John H. Holloway | <ul style="list-style-type: none"><li>• Secretary, Oregon State Bar Association</li></ul>   |

15. Lee Johnson
  - Attorney General
  - Chairman, OLEC
16. Martin W. Loring
  - Criminal Justice Planner, DCJPA 4
17. A. Keith Martin
  - Assistant City Manager, Eugene
  - Chairman, Information System PDC
18. Frederick R. Merrill
  - Professor of Law,  
University of Oregon, Eugene
19. William R. McDonald
  - Criminal Justice Planner, District 2
20. David O'Brian
  - Criminal Justice Planner, Multnomah  
County
21. Ralph L. Pettit
  - Criminal Justice Planner, DCJPA 11
22. Austin Harper  
Richardson
  - Citizen, Portland
23. Bruce Samson
  - Attorney-at-Law
  - Chairman, Oregon State Bar Commission  
on Detention & Corrections
24. Kay Stallings
  - Director of Services, Oregon State Bar  
Association
25. Kenneth Underdahl
  - Administrator, Oregon State Liquor  
Control Commission
  - Chairman, Enforcement PDC
26. Joan Weller
  - Criminal Justice Planner, DCJPA 5

#### Appendix B

#### MISSION OF OLEC PLAN DEVELOPMENT COMMITTEES (PDC)

Appendix B

MISSION OF OLEC PLAN DEVELOPMENT COMMITTEES (PDC)

ARTICLE VII: COMMITTEES\*

Section 1. The Council shall develop specialized committees as necessary to serve at the pleasure of the Council as Advisory Committees. The committees have the following powers and duties:

- (a) Each committee shall develop for recommendation to, and formal adoption by, the Council a definition of the criminal justice processes included or explicitly excluded from the matters to be of concern to that committee.
- (b) Each committee will identify issues for Council discussion.
- (c) Each committee shall set forth for recommendation to the Council a set of goals and programs for implementation throughout the state or specified parts of the state within the scope of interest of that committee. Each such goal or program shall have a brief title by which it may be known, programs to be pursued by subsequent Council and committee activities, a full description and a possible method and annual action timetable for pursuing the goal. Any Council policy necessary for implementation of goals will be identified. Each program designed to reach specific goals will be so described as to serve as a guideline for local and regional planning.
- (d) Each committee shall review during the planning process, data and descriptions prepared for it regarding problems and needs, recommendations and standards and goals in crime and criminal justice within the committee's scope

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\* Bylaws of the Oregon Law Enforcement Council (Revised March 29, 1974).

of interest, and determine the extent and manner in which the current situation in Oregon differs from that which is deemed desirable.

- (e) Each committee will, at least annually, develop and recommend to the Council priorities based upon relative severity of problems and needs within its scope and interest. Each will set forth the criteria and will recommend to the Council appropriate methods for assuring reasonable correspondence between priorities and fund allocations.
- (f) Each committee will continually attempt to develop, for each of its programs which the Council has approved, the criteria which may reasonably be employed to assess program progress and will advise the Council as to its progress in developing such criteria. Each committee will, as directed by the Council, participate in the review of proposals and plans and assess and make recommendations to the Council relative to such proposals and plans.
- (g) Each committee may initiate and recommend to the Council actions within its scope of interest which the committee deems necessary or desirable to further the Council's purpose.
- (h) Each committee, as and when directed by the Council, will oversee the implementation of specialized long-range plans in Council programs.
- (i) Each committee, as and when directed by the Council, will serve as a technical resource to the Council on matters within the scope of committee interest.

Section 2. The Chairman of the Council shall appoint the Chairman of each committee and shall assign Council members to each committee. The Chairman of each committee may, if he deems necessary, appoint other members to the committee who are not members of the Council. All members (including ad hoc members) of committees shall serve without compensation for such services, but in accordance with Executive Department administrative rules shall be reimbursed for expenses actually and necessarily incurred by them in the performance of their duties.

Section 3. Each committee shall maintain a representative character in terms of its subject matter, units of local government, geography, discipline and public involvement.

Section 4. Meetings of committees shall be held as frequently as deemed necessary by the Chairman thereof.

Section 5. Except as provided by law, no committee member may be represented by another person for purposes of determining a quorum, nor may any person vote, other than a duly-appointed member or alternate, as provided by law. No vote by proxy will be honored.

Appendix C

PLAN DEVELOPMENT COMMITTEE MEMBERSHIP:  
OREGON LAW ENFORCEMENT COUNCIL

Appendix C

PLAN DEVELOPMENT COMMITTEE MEMBERSHIP:  
OREGON LAW ENFORCEMENT COUNCIL

Lee Johnson: Chairman of OLEC; Attorney General

Members of PDC	Title/Position
Enforcement PDC	
OLEC members	
Kenneth Underdahl, Chairman	Administrator, Oregon State Liquor Control Commission
John Angell	Director, Police-Sheriff Consolidation Project
Holly Holcomb	Superintendent, Oregon State Police
W. L. Mekkers	Sheriff, Yamhill County
Wm. J. Brady	State Medical Examiner
Ad hoc members	
Leo Miller	Portland Police Department
Ivan Polk	Professor, Southern Oregon College
John D. Rowley	Director, Police Services, Medford
Lyndon A. S. Wilson	Attorney-at-Law, Portland
Courts PDC	
OLEC members	
Donald F. Myrick, Chairman	Attorney-at-Law
Robert Lucas	District Attorney, Columbia County
Loren Hicks	State Court Administrator
William Kirby	District Attorney, Wallowa County
Barnes Ellis	Attorney-at-Law

Members of PDC	Title/Position
Ad hoc members	
James Brown	District Attorney, Benton County
Larry Cushing	District Court Judge, Josephine County
Hollie M. Pihl	Circuit Court Judge, Washington County
Mac I. Sawyer	Court Administrator, Washington County
Corrections PDC	
OLEC members	
Loren Kramer, Chairman	Chief Assistant, Board of County Commissioners, Multnomah County
Dale Allen	Chief of Police, Eugene
Frank Kikel	Citizen
Amos Reed	Administrator, Oregon Corrections Division
Leigh Johnson	State Representative, Ashland
Ad hoc members	
Tom Bryant	Oregon Council on Crime & Delinquency
John T. Dolan	Sheriff, Benton County
Terry L. Johnson	Oregon Board of Parole & Probation
Ernest Timpani	Oregon College of Education, Monmouth
Juvenile PDC	
OLEC members	
William Young, Chairman	Mayor, Beaverton
Jack Duff	Citizen
Brenda Green	Manpower Service Specialist
Ajax Moody	Linn-Benton Juvenile Departments
Jack Ripper	State Representative
Ad hoc members	
Betty Browne	Attorney/State Senator

Members of PDC	Title/Position
James B. Epley	Director, Juvenile Department, Umatilla County
Don Miller	Administrator, Oregon Child Services Division
Tom Throop	School Counselor, Bend
Information Systems PDC	
OLEC members	
A. Keith Martin, Chairman	Assistant City Manager, Eugene
Bruce Baker	Chief of Police, Portland
Phil Lang	State Representative
Grant Wahleneka	Tribal Chief, Warm Springs Indian Reservation
Ad hoc members	
James R. Ellis	Circuit Court Judge, Multnomah County
Jim Hennings	Metropolitan Public Defender, Portland
Richard Stevens	City Planner, Medford

**END**

7-10-50