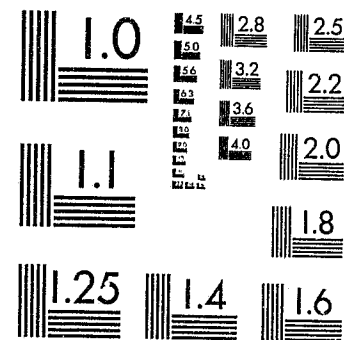


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Department of Community Corrections
Washington County, Oregon

SUMMARY REPORT

Submitted by
Applied Social Research, Inc.
July 8, 1981

Department of Community Corrections Washington County, Oregon

SUMMARY REPORT

U.S. Department of Justice
National Institute of Justice

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Introduction

This Summary is intended to provide an overview of the Department of Community Corrections activities in calendar year 1980. Information is provided about Department clients, services, and operations. A broad assessment of the Department's performance has also been included. This summary is intended to focus on those dimensions of the Department's efforts which manifest changes -- to review analyses and explanations of the Department's evolution as well as its productivity. In that respect, the extent to which new clients are similar to or different than previous clients is described, the impact of new methods of case assignment and supervision on productivity assessed, and the changing support role the Department plays for Circuit and District Court in Washington County is noted.

The characteristics of new clients are reviewed in this chapter. The similarities and differences between these clients and those who have entered the Department's system in previous years are identified. The second source of client "dynamism" is terminations. The characteristics of terminated clients are reviewed, circumstances of termination noted and implications for the Department's operations discussed.

The Department restructured the core of its service delivery system in 1980 -- the probation staff. The changes which were made are briefly described. The impact of these modifications in service delivery on overall productivity are described in Chapter II.

One of the central roles of the Community Corrections Department is a support function for Circuit and District courts in Washington County. Case

disposition patterns and the role of the Department in the sentencing of convicted offenders are extensively reviewed in Chapter III.

The broad costs of corrections services in Washington County are described in Chapter IV. Although the Department is a significant component of the county's corrections system, other corrections services are provided by the Sheriff's Department (jail) and the state (penitentiary). All system costs are itemized. Likewise, collections, revenues and other benefits to the county from all corrections services are identified.

The final chapter, V, analyses the extent to which the Community Corrections Department can be cost justified in its current format. This analysis is executed by reviewing the likely benefits and costs of having no community corrections services in the county and those which would accrue from a Regional Manager type plan in Washington County.

STUDY POPULATION

This report is based upon data captured by the Washington County Community Corrections Department. This includes information about all new probation clients, all clients receiving support services, all clients in the Restitution Center and all clients doing Community Service work. The only ongoing probation service information available was for the Department staff; no information about ongoing probation activities was available for the State Field Services Unit (since merged with the Department).

Chapter One

Client Dynamics

NEW REFERRALS

The volume of criminal cases in Circuit and District courts was essentially identical in 1980 as it had been in 1979. This contrasts markedly from the changes from 1978 to 1979. In Circuit Court, the increase was 36%, contrasting with a 2% increase in 1980 over 1979. In District Court, there was a decline of 9%. Nevertheless, the number of new referrals to the Community Corrections Department increased. As noted in Table 1.1, New Referrals, the number of referrals from Circuit Court declined in all major service areas. Probation useage by the Circuit was down a total of 6%, Community Service down 16%, and Presentence Investigations down by 50%. The Presentence decrease reflects changes in state law which no longer require Presentence Investigations in all felony conviction cases.

The District Court increased its use of Probation (up 28%) and remained essentially constant in the other categories. Municipal and other courts contributed the biggest increase in the Department's caseload. Community Service increased almost 3.5 times and Probation almost 4 times.

NEW CLIENT REFERRALS, SOURCE, 1979 & 1980

TABLE 1.1

	<u>Presentence</u>		<u>Community Service</u>		<u>Probation</u>	
	<u>1979</u>	<u>1980</u>	<u>1979</u>	<u>1980</u>	<u>1979</u>	<u>1980</u>
Circuit	451	225	171	144	635	598
District	235	246	234	331	378	485
Muni & Other	31	47	59	206	21	102
Total	717	518	462	681	1034	1185

NEW CLIENT CHARACTERISTICS

The characteristics of new clients are presented in Table 1.2. Except for an increase in the proportion of males in the caseload, there are relatively few notable differences in the characteristics of 1980 new clients as compared with those in 1979.

NEW CLIENT CHARACTERISTICS
Table 1.2

<u>FELONS</u>			<u>MISDEMEANORS</u>		
	<u>79</u>	<u>80</u>		<u>79</u>	<u>80</u>
A Felony (#)	44	46	A Misd. (#)	574	774
B Felony (#)	42	59	B,C, Unspecif. (#)	17	131
C Felony (#)	303	310			
Male (%)	72	87	Male (%)	75	78
Female (%)	28	13	Female (%)	25	22
White (%)	90	88	White (%)	91	90
Other (%)	10	12	Other (%)	9	10
No Prior Record (%)	56	53	No Prior Record (%)	54	59

TERMINATIONS

There were a total of 456 clients terminated in calendar year 1980 as compared with only 216 in 1979. The types of terminations for each year are noted below in Table 1.3. Early terminations are those where a client is released from probationary custody, typically as a result of staff recommendation. Completed refers to a client who serves the entire time on probation ordered by a judge. Revoked indicates that probation status has been ended, either as a result of violations of probation requirements (conditions) or when a new offense is committed. Abscond refers to unauthorized flight from the juris-

diction. Transfers are formal transfers of probation jurisdiction to other counties.

TERMINATIONS

TABLE 1.3

	Early	Completed	Revoked (Cond.)	Revoked (New Off.)	Abscond	Other
1980						
#	157	141	10	20	65	63
%	34	31	2	4	14	14
1979						
#	90	47	13	12	33	21
%	41	22	6	6	15	10

A review of the personal characteristics of successful and unsuccessful clients resembles a classic sociological portrait. The older, more stable in terms of employment and residential, and the better educated, the higher the likelihood of success. For younger, geographically mobile, unemployed or underemployed and less well educated individual, chances for success are substantially reduced.

Seventy-six percent of all District Court referrals were terminated successfully in 1980. Seventy-two percent of all Circuit Court referrals were terminated successfully. Specific offenses evidencing high success rates were sex offenses, 89% successful, drug offenses, 89% successful, theft, 83%, DUII, 82%. The two groups of offenses evidencing the lowest success rates were DWS (54%) and assault (56%). It is interesting to note the difference in success rates between DWS offenders and DUII.

As with new clients, the number of terminations was up for 1980 compared to 1979 but the general distributions of types of terminations was very comparable.

Chapter Two

Restitution Center

The Restitution Center evidenced major increases in efficiency in 1980. These gains are partly a function of moving to a larger facility and partly also a function of accelerated programming within the Center. In the spring of 1980, the Center moved from a small house which allowed a maximum of 11 residents to a larger dwelling which now allows up to 27 residents at any one time. As a consequence, the capacity of the program is much greater than it was in 1979. In 1980, a further change occurred in terms of the length of time residents spend as residents in the center. The average length of time served in the center dropped from almost six months under the earlier programming approach to approximately three months in 1980. Actual service information is noted in Table 2.1.

Reflecting the shortened period of average residence, the 10 hours of individual counseling on average is provided to residents, which compares to almost 15 in 1979. Group counseling accounts for 36 hours in 1980; in 1979, 51 hours of group counseling were provided residents. Total number of residents in 1980, unduplicated, was 119; in 1979 the total was 58. Of the 1980 residents, 60% had been found guilty of A misdemeanors, 36% C felonies, with the balance more serious offenses.

As of the end of 1980, a total of 181 different individuals had been assigned to the Restitution Center, operated by Washington County. Of this number, 118 (65%) successfully completed in-center residency. 40 individuals referred to the center had their residency privileges revoked and were re-

turned to the county jail, 22% of all referred. At the end of the quarter, the balance of the population, 23, were still residents.

RESTITUTION CENTER SERVICES

TABLE 2.1

<u>Service</u>	<u>Time (Hours)</u>
Individual Counseling	10
Group Counseling	36
Community Service	37
GED	12
Other	8

41% of the residents who have successfully completed in-center residence have committed at least one prior offense and 50% have committed at least three prior offenses. In part, this probably accounts for the resident having been originally assigned to time in the county jail. 30% of the successfully terminated clients in the Restitution Center had committed crimes against property, 60 had committed traffic crime, the other 10 other non-violent crimes.

In terms of the personal characteristics of offenders who have been residents at the Restitution Center, it is interesting to note that 20% of all those who have successfully completed residence have been married at the time of their residency. 60% have been single, the balance either separated or divorced. 51% of all the successful residents have been between the ages of 18 and 24; 20% have been over the age of 30. 38% had not received either a high school diploma or a GED at the time they began residence.

55% of all in-center residents who have successfully completed in-center residence have been referred from District Court, 45% from Circuit Court. The most common crimes committed by residents of the center are stolen vehicle, criminal mischief, and burglary, along with criminal traffic offenses such as driving under the influence, or driving while suspended.

Of the 1980 residents, 49% had been referred from Circuit Court and 47% from District. Table 2.2 displays the offenses of 1980 residents.

Only 33% of all of the residents who have successfully completed the program were employed at the time of their residence. On the other hand, 100% were employed when they left the center.

RESTITUTION CENTER RESIDENT OFFENSES

TABLE 2.2

<u>Offense</u>	<u>%</u>
Sexual Offense	1
Burglary	14
Theft	11
Drug	2
DUII	26
DWS	24
Fraud	3
Assault	2
Other	20

Chapter Three

Specialized Caseload Analysis

In May 1980, the Department began consideration of a major change in the staffing of probation responsibilities. At that time, all probation counselors had comparable caseloads in both number and general type -- in terms of offense, sex, age and prior record. The change contemplated involved moving to more specialized caseloads. Each caseload would be more homogeneous in terms of the types of offenders on probation. In addition, some caseloads, because of the types of individuals on probation and time required for supervision, would be larger than others. In June, the Department moved to use of specialized caseloads as the basis for assignment of new cases and for supervision. The new caseloads were: Intensive, Short and Intensive, Alcohol, Casebank and General.

The Intensive caseload was designed to provide probation supervision to "serious" offenders -- those where violence may have been involved in the crime, where there was extensive prior record of failure in prior probation periods. The intent was to have a relatively modest number of cases on this caseload which would receive much more contact/supervision than other cases or than these cases may have received in the past.

ASR designed a series of tests designed to identify the extent to which the objectives of the specialized caseload were met. The tests can be illustrated by the Intensive caseload. Individuals who were clients of the Department prior to the reorganization and who continued after the reorganization were reviewed in terms of the amount of time spent directly with the client each month. The amount of direct time, indirect time and contacts per month prior

to the reorganization were compared to comparable figures following the reorganization. In the case of the Intensive caseload, the objective of the reorganization was to increase the direct contact time with the offender and to increase the number of contacts per month. As noted in Table 3.1, Specialized Caseload Analysis, these objectives were accomplished. For the Intensive caseload, the average monthly time in direct increased almost 50% with some additional time spent on indirect work related to the case. This increase, however, did not occur as a result of more contacts. Clearly, the duration of each contact with Intensive clients was increased substantially.

A second set of tests assessed the extent to which support resources were utilized prior to and following the reorganization. In the case of the Intensive caseload, mental health service utilization increased dramatically -- from 28% of all clients to 47% of all clients. Use of other resources did not change appreciably.

The Short and Intensive caseload consists of individuals whose offense is not as serious as the Intensive caseload, where the expected duration of the probation period is limited and a high likelihood exists for early termination, and where there is limited or no prior record. One primary response to these clients is placement in a group therapy session supervised directly by the Department staff member or one of the groups operated under contract to the Department. As noted in the table, the average direct time per month went down for these clients while indirect time increased. The total number of direct contacts per month after the reorganization was half the number prior. Although use of Alcohol and Job Development components did not change noticeably for the Short and Intensive Caseload, mental health service rates almost doubled, going from 11% of all clients to 21%.

SPECIALIZED CASELOADS

TABLE 3.1

<u>Intensive</u> (N=62)			Pre	Post	<u>Alcohol</u> (N=181)			Pre	Post
Time (min.)					Time (min.)				
Average Month. Direct			47	67	Average Month.Dir.			51	34
Average Month. Indirect			42	51	Ave. Month. Indir.			53	27
Contacts (#)					Contacts (#)				
Average per month			1.9	2.	Average per month			2	1.6
Resource Utiliz.(%)					Resource Util.				
Mental Health			28%	47%	Mental Health			5%	2%
Alcohol			2%	2%	Alcohol			10%	12%
Job Development			6%	3%	Job Develop.			4%	5%

<u>Short and Intensive</u> (N=135)					<u>Casebank</u> (N=234)				
Time (min)					Time (min)				
Average Mo. Direct			51	31	Average Month.Dir.			38	18
Ave. Mo. Indirect			33	41	Aver. Month. Indir			31	37
Contacts (#)					Contacts (#)				
Average per month			2.5	1.2	Average per month			1.8	1.2
Resource Utiliz.(%)					Resource Utiliz.				
Mental Health			11%	21%	Mental Health			7%	7%
Alcohol			3%	4%	Alcohol			7%	4%
Job Development			8%	6%	Job Development			6%	3%

<u>General</u> (N=146)				
Time (min)				
Average Mo. Direct			50	40
Average Mo. Indirect			31	31
Contacts (#)				
Average per month			2.1	1.7
Resource Utiliz.				
Mental Health			10%	9%
Alcohol			3%	9%
Job Development			6%	6%

The Alcohol caseload evidenced very different changes compared to the two caseloads described previously. Average direct time per month declined from 51 minutes to 34 minutes and indirect from 53 to 27. Contacts per month also decreased from 2 to 1.6. Interestingly, however, there were minimal changes in resource utilization -- including use of the alcohol component. This absence of change in resource utilization may be the one area of shortcoming in the entire caseload reorganization.

The Casebank caseload was intended to include those offenders requiring minimal supervision. Typical clients on the casebank were individuals who had been on probation for an extended period with little or no trouble who were awaiting termination and clearly non-serious offenders. The results of the reorganization for this specific caseload are suggestive of the overall efficiency introduced by this change. Substantially less direct contact time is devoted to each specific client -- 18 minutes versus 38. The same amount of indirect time is spent on the case, the average number of contacts declined over 25% and resource utilization did not change. The net result of changes such as these is to "free" staff time on some cases to either spend more on other cases or accommodate an increase in overall caseload without a diminution in the intensity of probation supervision.

The General caseload is essentially a grab bag of cases which did not "fit" into any of the other specialized caseloads. Although there was some decrease in direct contact time and contacts per month, overall there were no major changes with exception of an increase in the use of alcohol services.

These changes in probation supervision patterns are also reflected in differing direct time allocated to clients in terms of their conviction offense. One of the groups evidencing the biggest change was sexual offenders

(N=39). The amount of direct contact time spent on sexual offenders after the reorganization was 165% of the time spent prior. Theft (N=118) was only 64% of the pre-reorganization direct contact time. Driving Under the Influence of Intoxicants (DUII, N=143) offenders received only 74% of the direct contact time as previously, and Fraud offenders (N=23) received only 52%.

Chapter Four

Case Disposition and Sentencing

The most important role the Department of Community Corrections plays in the criminal justice system of Washington County is a support function for the courts. The purpose of the Department is to provide support to the courts and assist in the implementation of certain sentences assigned by Washington County judges. Among the activities carried on by the Department in pursuit of this responsibility are the provision of presentence investigations, operation of a community service program, funding of a victim assistance and restitution program in the district attorneys' office, as well as probation services -- which might include requirements for drug or alcohol treatment as part of a sentence.

The sentences assigned by District and Circuit court judges in Washington County are graphically presented in Tables 4.1 and 4.2. The percentage of all cases resulting in monetary penalties, bench probation, required community service, supervised probation, jail and jail plus probation are noted. In the case of Circuit Court, offenders can also be assigned to state institutions. The Community Corrections Department provides the community service, probation and the probation portion of jail and probation sentences.

In the presentation of sentencing throughout this chapter, a standard convention has been followed. The category "monetary" includes only individuals receiving monetary penalties, "bench" may include individuals who also received monetary penalties; community service may include individuals who received monetary penalties and/or were assigned bench probation. Supervised probation may include individuals who were ordered to perform community service work and/or

assigned monetary penalties; jail may include individuals ordered to do community service work, given monetary penalties and/or assigned a period of bench probation. The category jail/probation may include required community service and/or monetary penalties.

The District Court sentencing patterns are noted in Table 4.1. The biggest single change over time has been the steady decline in the incidence of jail as a sentence. In 1977, 38% of all convictions in District Court included some jail time. In 1980, only 12% received jail as part of the sentence. During that period, use of supervised probation increased from only 6% of all convictions in 1977 to 15% in 1980; jail and probation increased from 4% to 12% as the disposition for convictions and use of monetary penalties as a sanction increased from 35% of all convictions to 41%.

Sentencing patterns in Circuit Court evidence even more extensive changes. Although monetary penalties continue to be a small portion of the sentences assigned, as does community service, probation and jail and probation evidence substantial increases. Use of bench probation dropped dramatically after the start-up of community corrections. A sentence which includes supervised probation increased from 46% of all convictions in 1977 to 64% of all convictions in 1978, dropping slightly in 1980 to 58%. A combined sentence including both jail and probation increased from 7% of all convictions in 1977 to 21% in 1980. Illustrating the broad goal of the Community Corrections Act, use of state institutions decreased from 14% of all Circuit Court convictions in 1977 to 6% in 1980, less than half the earlier level. See Table 4.2.

Table 4.3 identifies the sentences assigned to convicted C felons over the period 1977 to 1980. Although not the exclusive focus of the Community Corrections Act, C felons nonetheless are those offenders for whom counties

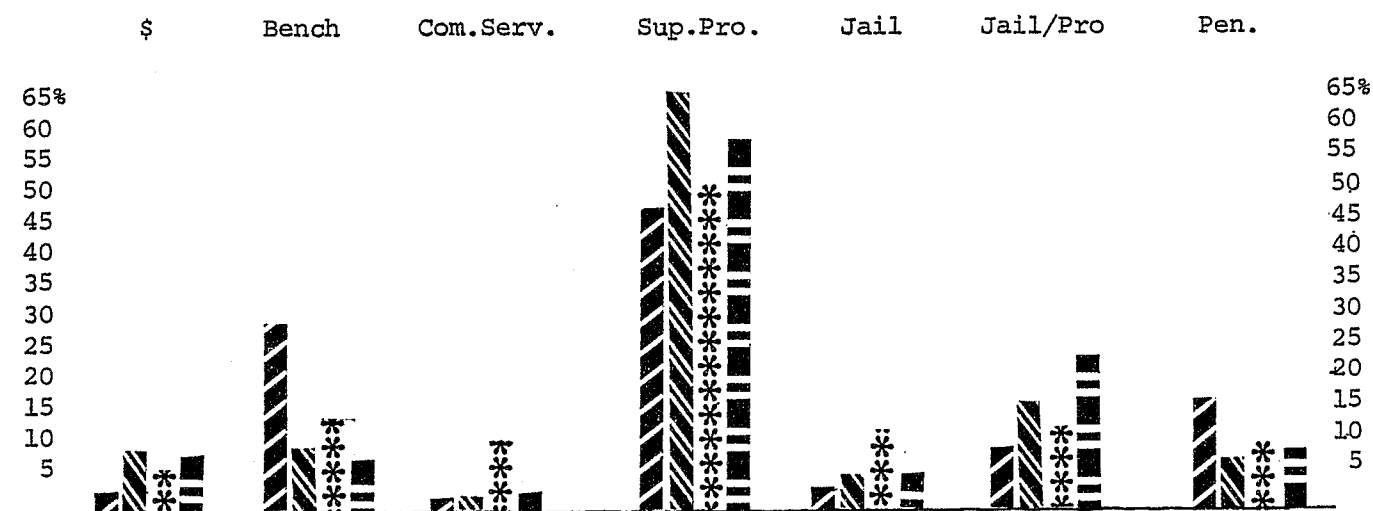
DISTRICT COURT SENTENCING PATTERNS

Table 4.1



CIRCUIT COURT SENTENCING PATTERNS

Table 4.2



are charged a "penalty" if they are assigned to state institutions. These offenders constitute the largest portion of the Circuit Court caseload and, not surprisingly, changes in sentencing patterns for that court are mirrored here. There is a substantial decline in use of bench probation -- down from 22% of all C felony convictions to 1% in 1980. There is little change in use of either monetary penalties or community service as sentences. Note the increase in probation. 1977, the year prior to start up of the Community Corrections program in Washington County, found 42% of all convictions resulting in probation; in 1980 the percentage was 67. Although there is little change in use of jail, there appears to be a clear shift away from state institutions and towards combined sentences of jail and probation. Penitentiary assignments declined from 16% of all C felony convictions to 6% while jail and probation increased from 11% to 24%.

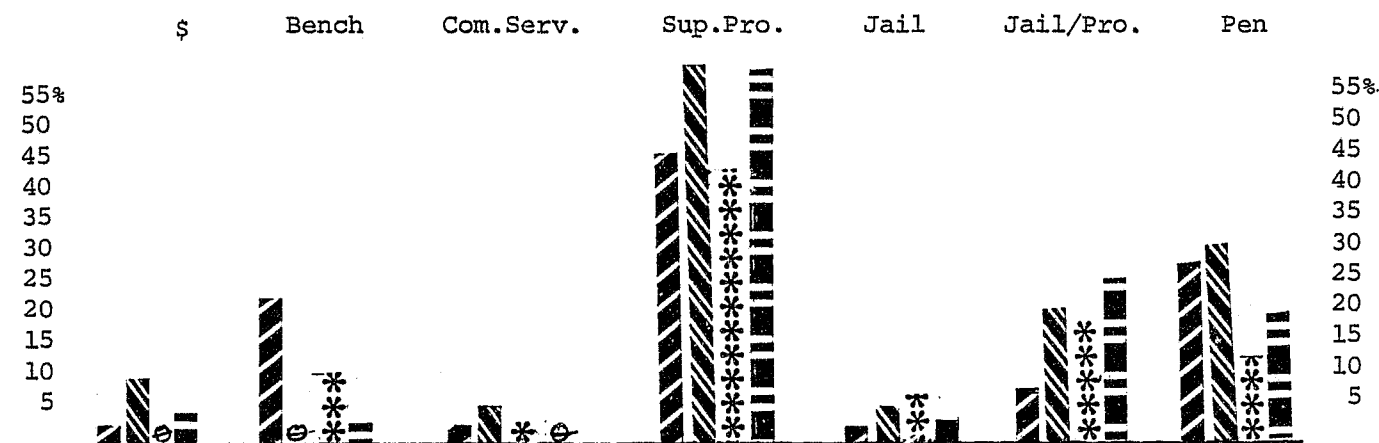
There are greater year to year variations in sentencing patterns for A and B felons than for C's. As a consequence, "trends" are not as clear cut. There definitely has been a reduction in the use of bench probation for A and B felony convictions -- down from 22% to 1%, as can be seen in Table 4.4. Use of jail, community service and monetary penalties was not high through the period. Use of jail and probation was up sharply for all three years following start-up of the community corrections program compared with the year prior. In light of the population problems at state institutions, the increased use of probation and jail and probation might reasonably be expected to continue at the levels existing in 1980 (57% and 22% respectively).

Sentencing patterns for B and C Misdemeanors do not appear to change radically over the study period with the exception of the decrease in use of jail as a sentence. Jail assignments occurred in 24% of all B and C misde-

Table 4.3
C FELON
Sentences by Year



Table 4.4
A,B FELON
Sentences by Year



meanor convictions in 1977 and only 11% in 1980. There also appears to be a greater use of bench probation than simply monetary penalties, although there is some variability in each category. See Table 4.5.

The decrease in use of jail noted for B and C misdemeanors is even more pronounced for A misdemeanors (see Table 4.6). Jail as a sentence decreased from 36% of all convictions to 13% in 1980. On the other hand, probation increased immediately following the start of the community corrections department -- going from 11% to 19% in 1978 and 23% in 1980. Use of jail and probation increased in 1980 over previous levels.

These changes in sentencing patterns occurred with only minor alterations in the types of crimes which composed the court caseload. In Circuit Court, the percentage of drug cases increased as a percentage of all cases although the 1980 percentage (25.5%) is not materially different than the 1977 percentage (22.8%). In most other respects, the distribution of offenses year to year were comparable.

There was somewhat more change in the District Court's caseload. The percentage of drug offenses was down (10.4% in 1977 to 1.9% in 1980), DUII offenses were also down from 1978 and 1979 levels although they remained higher than 1977 (13.3% in 1977, 22.1% in 1978, 28.9% in 1979 and 18.7% in 1980). Driving while suspended increased markedly from 1979 levels (17.3% to 36.6% of all cases in 1980), as did Theft (19.9% to 24.8%).

Serious offenders, convicted of such crimes as homicides, arson, kidnapping, and robbery were assigned less frequently to the state penitentiary in 1980 than in any previous year studied -- 10% in 1980 compared to 38% in 1977. Use of jail and probation for these offenders increased substantially, going from 0 in 1977 and 5% in 1978 to 43% in 1980. Sexual offenders also were

Table 4.5
B,C MISDEMEANOR
Sentences by Year

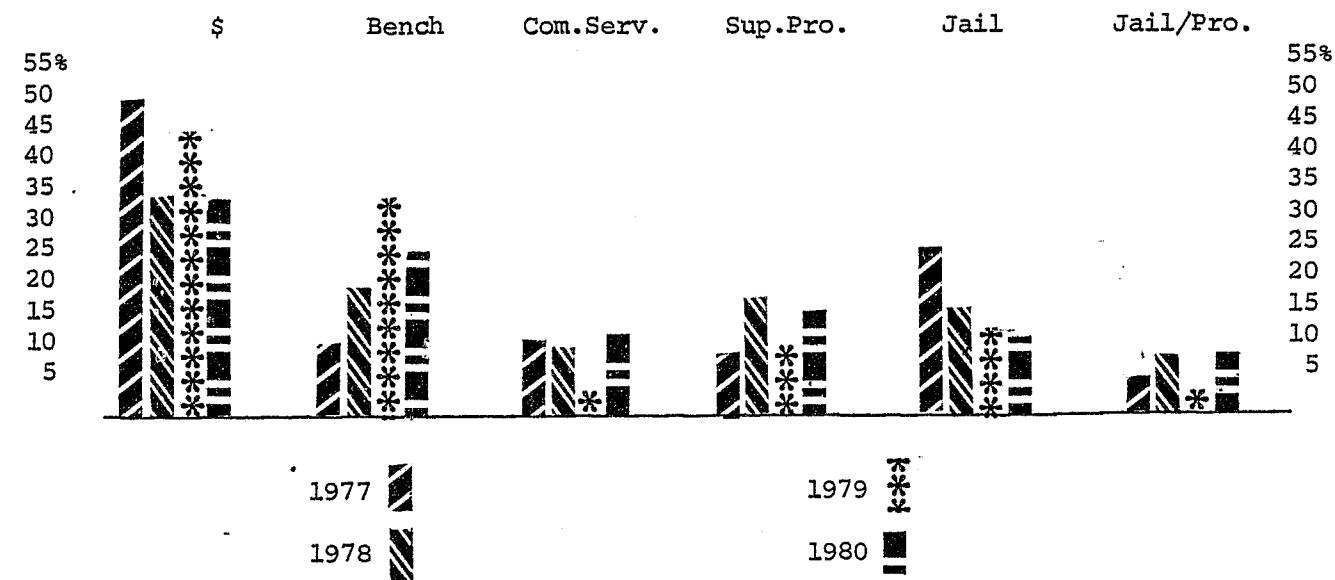
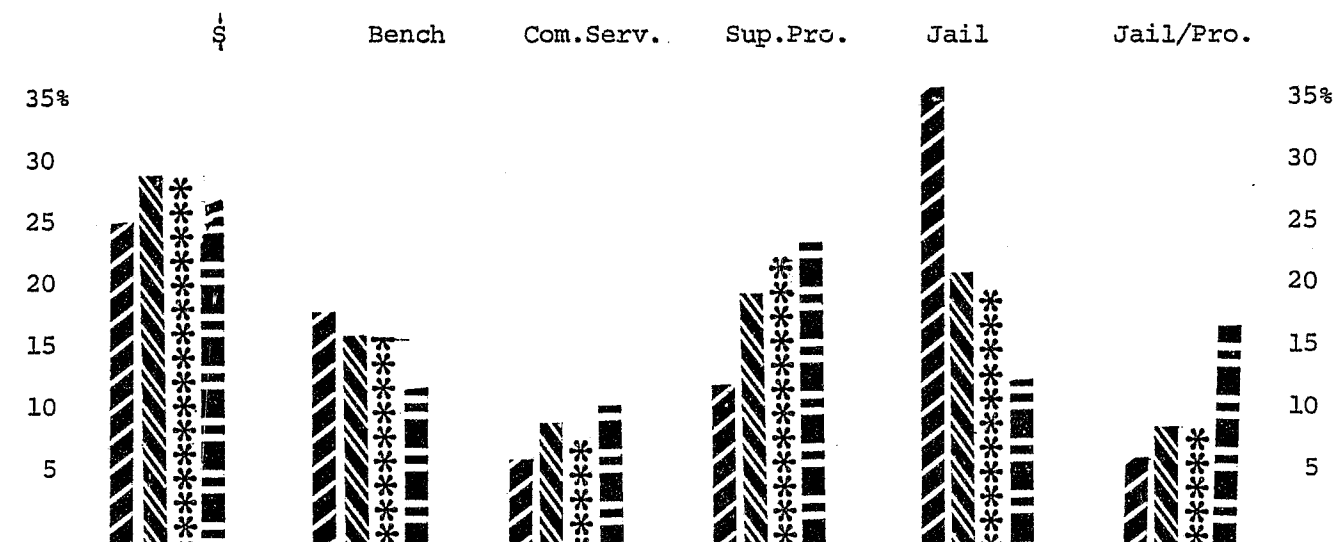


Table 4.6
A MISDEMEANOR
Sentences by Year



assigned to the state institutions less frequently -- 20% in 1977 to 10% in 1980. The alternative disposition which evidenced the greatest increase was supervised probation -- toing from 50% of all convictions in 1977 to 71% in 1980.

Assault offenses were another specific crime which resulted in greater assignment to supervised probation during the study period -- 22% in 1977 to 49% of all assault convictions in 1980. The same was true for burglars -- 48% of all burglary convictions in 1977 resulting in assignment to supervised probation in 1977 and 65% in 1980.

Where some crime types evidenced a gradual change from year to year, Theft convictions showed a dramatic change in 1977 to 1978 and virtually no change from that time: 12% of all convictions resulting in probation as compared with 30%, while bench probation declined from 20% to 8% in the same two years.

Drug offenses had a marked change in sentencing pattern over the study period. In 1977, 52% of all convictions resulted in monetary penalties and 22% were assigned supervised probation. In 1980, 16% were assigned monetary penalties and 54% given supervised probation.

Driving Under the Influence of Intoxicants is the last major crime which saw changes in sentencing practices related to the community corrections department. In 1977, 51% of all DUII convictions resulted in a sentence of jail and only 12% both jail and probation. In 1980, 12% were assigned to jail and 36% sentenced to both. Community Service also increased in use as a sentence for these offenders, going from 10% in 1977 to 17% in 1980.

Chapter Five

Collections, Contributions, and Corrections System Costs

This chapter briefly reviews the expenditures and revenues of the corrections system of Washington County. The Department's contributions are noted separately. The costs and revenues of other dimensions of the corrections system of Washington County are also reviewed in this chapter. This is done to better understand the role the Community Corrections Department plays in the corrections system of the county, both from an expense and revenue standpoint as well as a service standpoint.

Costs of the Community Corrections Department are noted in Table 5.1. The probation component annual expenditures are \$394,244. This represents an increase from the 1979 figure of \$273,379. The number of clients on probation increased from 1167 to 1457 in 1990. The average cost per client of probation services in 1980 was \$271.

As noted earlier, the Restitution Center has experienced substantial changes in its operating efficiency. The number of clients has increased almost 100%, as noted in Table 5.1. The overall costs of the center have increased only marginally. In 1980, the Restitution Center expenditures totaled \$208,325, for an average per client cost of \$1,765. The average per client costs in 1979 were \$3,316. This drop in cost is attributable to the fact that while expenses were up only \$16,000 from one year to the next, the client load more than doubled.

The supplemental expenses are those items not directly related to client services for the department. The biggest single change in supplemental costs for 1980 was the increase in class C payback penalties. In 1979, \$21,000 in penalties were paid. In 1980 the figure was \$48,000.

WCCC COSTS (CY 1980)

TABLE 5.1

<u>COMPONENT COSTS</u>	<u>CY80</u>	<u>Number of Clients ¹</u>	<u>Average Cost Per Client</u>
Probation	\$394,244	1457	\$ 271
Restitution Center	208,325	118	1765
Alcohol Service	39,855	312	128
Mental Health Service	76,847	373	206
Community Service	24,424	681	35
Job Development	18,318	182	100
SUBTOTAL	\$762,013		
<u>SUPPLEMENTAL COSTS</u>			
Volunteer Program	30,530		
Victom Assistance Program	10,000		
Jail Service	30,530		
System Coordination ²	54,954		
Training & Evaluation MIS	47,000		
Class C Felony Payback	48,000		
Miscellaneous ³	-0-		
SUBTOTAL	\$221,014		
<u>TOTALS</u>			
	<u>Annual Expenditure</u>	<u>Unduplicated Client Count</u>	<u>Average Cost Per Client</u>
WCCC	\$983,027	2138	\$460

¹ Clients may receive service in more than one component

² Includes intake processing.

³ Includes capital outlay for the Work Release Center and construction planning for the Restitution Center.

Table 5.2 summarizes the costs and client counts for other components in the corrections system. Note that the costs of bench probation and community service ordered directly by judges is minimal. The count of clients performing community service directly through the courts is down from 1979. This reflects the increased use of community service by District Court discussed earlier. 214 clients did Community Service work directly through the courts in 1979, while only 127 were ordered to do so in 1980. Average costs of both the jail and penitentiary are up approximately 10% from 1979. The total number of inmates in state institutions sent from Washington County was constant in 1980 as compared with 1979. Jail expenditures noted in Table 5.2 are those pro-rated expenses attributable to sentenced offenders. Year to year it has been found that sentenced offenders are responsible for approximately 30% of the total jail operating costs.

OTHER CORRECTIONS COST

TABLE 5-2

<u>BENCH</u>	<u>CY 1980</u>	<u>JAIL*</u>	<u>CY 1980</u>
Annual Expenditure	\$369	Annual Expenditure	\$341,962
Number of Clients	469	Number of Clients	688
Average Cost Per Client	\$.79	Average Cost Per Client	\$497
<u>ALTERNATE COMMUNITY SERVICE</u>		<u>PENITENTIARY**</u>	
Annual Expenditure	\$369	Annual Expenditure	\$1,496,108
Number of Clients	127	Number of Inmates	189
Average Cost Per Client	\$3	Average Cost Per Inmate	\$7,916
<u>MONETARY PENALTIES</u>			
Annual Expenditure	\$24,848	* Post sentence	
Number of Clients	1,544	** W. C. Pro-rated share	
Average Cost Per Client	\$16.09		

The total corrections services expenditures incurred either directly or indirectly in Washington County are summarized in Table 5.3. The penitentiary expenses reflect the pro-rated portion of the overall institution population and operating budget attributable to offenders from Washington County. These expenditures are up approximately 10% from 1979.

CORRECTIONS SYSTEM COSTS -- TOTAL

TABLE 5.3

Community Corrections	\$ 983,027
Penitentiary	\$ 1,496,108
Jail	341,962
SFO	365,361
Monetary	24,848
Alternative Community Service	369
Bench Probation	369
TOTAL	\$ 3,212,044

COLLECTIONS

The collections made under the auspices of the Department and those collections which accrue directly to the court are noted in Table 5.4. For community corrections, the collections come in four forms: fines, restitution, attorney fees, and probation fees. Particularly as regards the probation fees, note the total is \$33,759. Given the Department's overall budget, this is not a major revenue source. Nevertheless, it covers substantially more than one

full-time probation staff position, plus fringe and overhead.

The fines, restitution, and attorney's fees collected directly by the courts exceed by a factor of almost one and a half times the collections of the Department. The biggest single source of increase in these other collections is restitution -- restitution has risen from \$66,787 in 1977 to its present level of almost twice that amount.

COLLECTIONS

TABLE 5.4

Washington County

Fines	\$ 12,018
Restitution	49,484
Attorney Fees	11,307
Probation Fees	<u>33,759</u>
	\$106,568

Alternate Dispositions

Fines	\$ 91,128
Restitution	113,755
Attorney Fees	<u>48,201</u>
	\$253,084

OTHER BENEFITS

The courts in Washington County can order an individual to either perform community service work under the supervision of the Community Corrections Department or under the direct supervision of a judge. The overall number of

offenders assigned community service work has increased dramatically over the past four years, as noted previously. At least for 1980, this has also meant a reduction in the number of offenders assigned community service work to be performed directly under a judge. The total hours worked in 1980 under the supervision of the Community Corrections Department was up over 80% from 1979. The minimum wage is used as the basis for calculating the dollar value of this work. As a result of an increase in the minimum wage, the estimated value of community service work performed by clients of the Department increased over 100% from 1979. The same approach was used for job development and volunteers in the Department.

Counting all of the revenues and benefits produced within the county, the total is \$1,045,604 (see Table 5.5). Note that the Community Corrections Department is responsible for \$777,650 worth of these revenues and benefits with an additional \$267,954 accruing from collections and community service work performed directly through the courts.

TOTAL BENEFITS

TABLE 5.5

Community Corrections

Collections	\$ 106,568
Community Service	82,962
Job Development	565,545
Volunteer Contrib.	<u>22,575</u>
	\$ 777,650

Alternative Dispositions

Collections	\$ 253,084
Community Service	<u>14,870</u>
TOTAL	\$1,045,604

Chapter Six

Cost Benefit Analysis

The analysis of case dispositions and sentencing in Chapter 2 suggested changing patterns of sentencing from 1977 through 1980. Some portion of the changes are almost certainly a function of the extraordinary increase in cases handled by the courts over this period. Also, the availability of resources within the Department allows judges to "fine tune" their sentencing practices and more specifically tailor a given sentence to a given offender.

The question of "what would have happened in the absence of community corrections" is important from a public policy standpoint. The county commission in the fall of 1977 had the opportunity of deciding whether to participate in the Community Corrections Act or not. In addition, it had the opportunity to make decisions regarding the level of participation -- as a fully participating county, or as a regional manager county. The cost-benefit analysis described in this chapter addresses the question of what might have happened in the absence of the Community Corrections Department.

Two basic alternatives to the current Community Corrections Department are considered. The first, described as a No Expansion Program, assumes a local program in addition to the State Field Office in place as of the end of 1977. The local program's scope of operations would be identical to the Community Corrections Program funded by the Law Enforcement Assistance Administration grant (which ended on December 31, 1977). This program had a limited probation caseload and operated the restitution center in its earlier and smaller location. In some important respects, the scope of that program is not wholly different than the scope of corrections programming which would

be possible in Washington County were it to select the regional manager option.

In testing the impact of this model, the following assumptions are made:

1. That the sentencing pattern which prevailed in 1977 continued in 1980.
2. That the same caseload capacity which prevailed in the local program in 1977 continued as the capacity for 1980.
3. In the event that the number of offenders who would have been assigned to the local program exceeds capacity, the "excess" is distributed to other dispositions in a manner which reflects the sentencing patterns for similar individuals not assigned to the community corrections program.

A second model has also been constructed. This second model, the Cutback or No Program model, suggests the changes in case disposition patterns which would occur for the caseload in 1980 had the county commission decided not to participate in the Community Corrections Act at all. In deliberating choice of level of participation, the County Commission also has the option at any point of withdrawing entirely from the Community Corrections Act. In essence, a decision to withdraw from the CCA would leave the county with only the corrections resources that are available under the auspices of the State Corrections Division Field Office, and the local jail.

Assumptions built into this model include:

1. The sentencing practices which prevailed in 1977 would prevail in 1980.
2. That in the event an individual is assigned to the "scaled-back version" -- No Expansion Model -- these offenders would be reassigned to other dispositions based on sentencing patterns for similar individuals who had not been assigned to the 1977 level community corrections program.

The first step in the analysis is to construct a model which correctly predicts the sentencing practices which prevailed in 1977. When a model has been refined to the point where it can correctly predict known events, it is

applied to the "experimental data." The model which correctly predicted sentencing practices as they occurred in 1977 is applied to all the criminal cases handled by Circuit and District Courts in 1980. The object is to identify what dispositions would have been utilized in 1980 had sentencing practices continued as they prevailed in 1977. The results of the analysis yields a "simulated" pattern of case dispositions for 1980 reflecting both the sentencing practices and corrections system caseload capacity. A simulated pattern was produced for both the No Expansion and No Program models. The predictor variables which proved most important in these modeling activities were: conviction class, court of referral, and prior record. For each "simulated" pattern, costs and benefits can be constructed using the information presented earlier.

RESULTS OF THE ANALYSIS

Table 6.1 contains results of the first simulation -- No Expansion. The same disposition options used in describing sentencing patterns in Chapter 4 are used in the model. The first row of the model indicates the actual number of offenders assigned each disposition. The second row reflects the number of people "predicted" to have been assigned each disposition. Note that in the case of both probation and community service, the case capacity that prevailed in 1977 serves as a constraint on sentencing patterns. The bottom row -- Net Change -- indicates the change which would occur in sentencing patterns if the county commission had decided to retain the scope of its local corrections program at the level which prevailed in 1977.

NO EXPANSION MODEL

TABLE 6.1

	Probation	Jail	Penitentiary	Bench	Monetary	Comm. Svce.
Actual	1047	600	50	360	1794	533
Simulated	312	678	95	704	1797	0
Net Change	-735	+78	+45	+344	+3	-533

The major changes in sentencing include a substantial number of offenders (735) who had been assigned to probation in 1980 who could not have been with the more limited corrections system of the No Expansion model. The jail population would have increased by 78 individuals, and 45 more individuals would have been sent to the state penitentiary. In the case of both the county jail and the state penitentiary, it should be borne in mind that these two institutions during most of 1980 exceeded design standards and were on the threshold of being ruled unconstitutional by state and federal courts. An additional 344 individuals would have been assigned bench probation and an additional 3 individuals would have been fined. In addition, the community service program would be effectively terminated as a result of the No Expansion model.

The costs and benefits of the No Expansion model and Actual 1980 community corrections are noted in Table 6.2, below. The first line identifies expenses and revenues which actually were produced by the Community Corrections Department and probably would have been produced in its scaled down No Expansion size. The second line, alternative dispositions, notes actual and probable expenses and revenues for the other portions of the corrections system. The

final line notes the net cost of the actual 1980 corrections system and the probable cost which would have been incurred without an expanded Community Corrections Department. These figures simply represent costs minus collections, other revenues and monetary benefits. The Community Corrections Department, compared to a much scaled down version such as a Regional Manager Plan, is an attractive alternative.

COSTS AND BENEFITS OF NO EXPANSION

TABLE 6.2

	<u>Actual</u>		<u>No Expansion</u>	
	<u>Costs</u>	<u>Benefits</u>	<u>Costs</u>	<u>Benefits</u>
	983,027	777,650	214,191	208,406
Alternative Dispositions	2,229,017	267,954	2,624,003	269,336
SUBTOTAL	3,212,044	1,045,604	2,838,194	477,742
NET COST	2,174,756		2,260,452	

The Cut Back or No Program model represents an even more extreme divergence from actual sentencing practices of 1980. Bear in mind the corrections system implied by the Cut Back model would involve cessation of any local program in Washington County. Given the financial uncertainties which have prevailed in Washington County during the past several years, this program might be construed as modeling what would have happened to sentencing practices in Washington County were the Community Corrections Act not available. There is a predicted decline in offenders placed in supervised probation of 932. An additional 73 offenders would have been assigned to the county jail, and 63

offenders sentenced to the state penitentiary. An additional 470 offenders would be placed on bench probation, and there would be a decrease in 44 individuals fined or given other monetary penalties. The impact on community service is identical to that described in the No Expansion model.

CUT BACK/NO PROGRAM

TABLE 6.3

	Probation	Jail	Penitentiary	Bench	Monetary	Comm. Svce.
Actual	1047	600	50	360	1794	533
Simulated	115	673	113	830	1750	0
Net Change	-932	+73	+63	+470	-44	-533

Table 6.4 below displays the financial consequences, when the cost and revenue implications of the No Program model are computed using the estimated number in each disposition.

TABLE 6.4

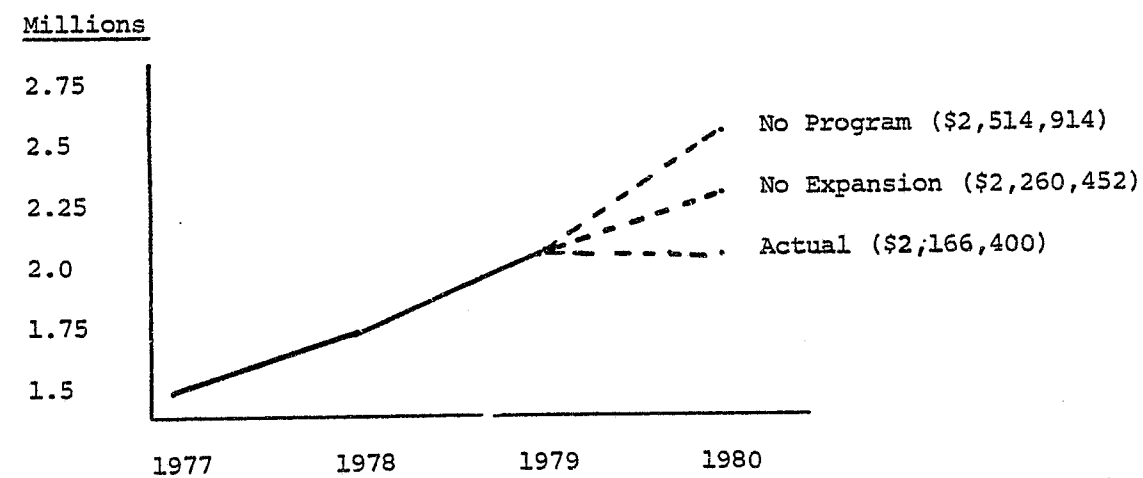
	<u>Actual</u>		<u>No Expansion</u>	
	<u>Costs</u>	<u>Benefits</u>	<u>Costs</u>	<u>Benefits</u>
Community Corrections	983,027	777,650	0	0
Alternative Dispositions	2,229,017	267,954	2,764,006	249,096
SUBTOTAL	3,212,044	1,045,604	2,764,006	249,096
NET COST	2,166,400		2,514,910	

CONCLUSIONS

The results of these two analyses can be seen graphically below.

NET COST COMPARISON

FIGURE 6-A



When compared with alternatives such as the No Expansion Model and the No Program model, the actual corrections system in Washington County is superior on a net cost basis. This is an excellent illustration of a circumstance in which more money has been spent (actual gross costs greater for community corrections) and has produced proportionately more benefits. Clearly in the case of the Community Corrections Department, Washington County's decision to participate in the Community Corrections Act at the level of Full Participation was a sound public investment decision. Figure 6-A graphically summarizes the result of this net cost analysis. That the program produces a superior net cost result in 1980 given the continuing increases in caseloads is a genuine accomplishment for the Department.

END