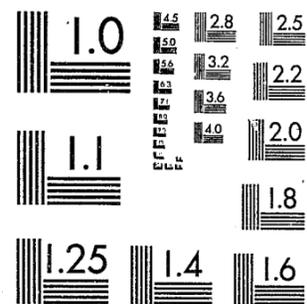


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National Institute of Justice
United States Department of Justice
Washington, D. C. 20531

Department of Community Corrections
Washington County, Oregon

COST BENEFIT ANALYSIS

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Submitted by
Applied Social Research, Inc.
July 1, 1981

Department of Community Corrections
Washington County, Oregon

OCT 23 1981

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COST BENEFIT ANALYSIS

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Chapter One Introduction

This report is the second of three being prepared by Applied Social Research, Inc. for the Washington County Department of Community Corrections. The first, Service Delivery System Report, reviews the clients served by the Department, services provided by various components of the Department and patterns of client termination. A series of special analyses were completed to assess the extent to which the "Specialized Caseload" reorganization has accomplished its objectives. The third report will be a brief summary of all the analyses in the two reports.

Organization of This Report

This report examines the role of the Department in supporting the Washington County Courts, the costs and benefits of services and assesses whether the Department as currently configured represents a sound investment for the county.

The patterns of case disposition and sentencing which have prevailed in Circuit and District Courts from 1977 to 1980 are described in Chapter 2. To facilitate better comprehension of what types of offenders and crimes are at issue, the crime for which an individual was found guilty is used for the bulk of this analysis. This approach does not lump all cases into limited, broad categories containing a wide variety of crimes.

A model of what might have occurred in terms of sentencing if the Community Corrections Department were not available is presented in Chapter 3. This simulation is intended to highlight what sentences might have been assigned if the courts continued sentencing practices

which existed prior to the Department. The difference between what actually happened and what might have happened in large measure can be attributed to the Department. No major changes in laws or other factors occurred during this period.

The costs of the Department's various services both total and on an average client basis are presented in Chapter 4. Other portions of the county's corrections system outside the Department are also presented in terms of costs, numbers of offenders and average cost.

Revenues and other benefits produced by the corrections system of the county are detailed in Chapter 5. These are presented in terms of "benefits" generated under the auspices of the Department and produced directly by the courts - fines and community service work directly collected/supervised by the courts.

The final chapter examines the gross and net costs, a cost / benefit analysis, of the Department. To inform the County Commission about the soundness of its decision to fully participate in the Community Corrections Act, two alternatives which resemble options at the county's disposal were analysed. One option would be to have a program scope similar to the 1977 misdemeanor program. This option is not entirely different than a decision to be a Regional Manager participant in the Community Corrections Act. A second option would be no program - essentially not participating in the CCA or what might happen if that Act is not refunded by the legislature.

Data

The data reported in this document comes from three sources. Information about offenders handled by the Circuit and District Courts was collected by ASR staff. All criminal, non-traffic convictions in

1980 were included in the study population. Every criminal conviction in Circuit Court had data recorded about it. Criminal convictions in District Court were sampled on a 1 in 3 basis. Major traffic offenses (i.e. DWS, DUII) are much more numerous and were sampled on a 1 in 13 basis. Data from previous years, the second major source of data, was also collected by ASR staff and has been described in earlier reports. The third data set came from financial records. Financial information was provided by the State Corrections Division, the Washington County Office of Finance, and from the Department itself.

Chapter Two Case Dispositions

This chapter reviews the role played by the Community Corrections Department in supporting Washington County Circuit and District courts. The Restitution Program, Community Service program, Supervised Probation are all sentencing options available to judges. The more extensively Department of Community Corrections services are utilized in sentencing of offenders, the stronger the support function being performed by the department.

A substantial increase in the number of cases being handled by Circuit and District courts in Washington County was noted in the Evaluation Report of 1979. There was a 36% increase in Circuit Court convictions from 1978 to 1979. The cumulative total increase was 44%. The year to year increase in Circuit Court from 1979 to 1980, however, was only 2%. In District Court, there was a 20% decline in convictions. Separating out traffic offenses (DWS, DUII, etc.) from other criminal cases reveals that a total caseload decline from 1979 to 1980 of 9% overall is primarily a function of a decrease in the number of major traffic convictions. The number of criminal convictions, both felony and misdemeanor, was essentially constant from 1979 to 1980. The budgetary problems Washington County has encountered in the last fiscal year, including much of calendar year 1980, may in part explain this decrease. Court staff has been reduced and county law enforcement have been adversely impacted in many areas as well. This may explain why the number of criminal cases did not increase in its previous pattern and the number of traffic convictions actually declined.

TOTAL COURT CASELOAD BY CLASSIFICATION

TABLE 2.1

<u>Year</u>	<u>B, C Misd.</u> % (N)	<u>A Misd.</u> % (N)	<u>C Felony</u> % (N)	<u>A, B Felony</u> % (N)
1977	4 (62)	79 (1136)	12 (166)	6 (80)
1978	4 (68)	78 (1312)	12 (210)	6 (101)
1979	7 (155)	75 (1797)	14 (339)	4 (103)
1980	7 (147)	74 (1680)	13 (305)	6 (138)

Looking at the cases the Circuit and District courts have encountered over the four year period, as noted in Table 2.1, illustrates remarkable constancy. There is very little change in the overall "seriousness" of the offenses being handled by Circuit and District courts as judged by the classification of the convictions. The number of A misdemeanors and C felonies declined from 1979 to 1980. This numeric decrease is likely a function of the decrease in major traffic convictions discussed above. The overall distributions of seriousness appear to have changed very little despite the increase in cases from 1977 to 1980.

The role played by the Community Corrections Department in the criminal justice system is summarized in Table 2.2. The sentences given all cases are noted in the table. The label "Monetary" refers to fines, fees, and orders for payment of restitution. The Bench Probation category refers to individuals who were assigned unsupervised probation who may also have been assigned monetary penalties. The Community Service category could include offenders

who have been assigned bench probation and monetary penalties as well as a requirement to do a certain amount of community service work. Supervised Probation, as with the previous, could include a requirement to perform community service work and the assessment of monetary penalties. The Jail category includes individuals assigned jail time as well as subsequent bench probation or the assessment of monetary penalties. Jail plus probation is all those sentenced offenders who were assigned both jail and subsequent supervised probation; they may also have received monetary penalties and required to perform community service work. Penitentiary refers to assignment to state institutions and the custody of the state corrections division.

TOTAL CASELOAD SENTENCE BY YEAR

TABLE 2.2

<u>Year</u>	<u>Monetary</u> % (N)	<u>Bench</u> % (N)	<u>Com. Serv.</u> % (N)	<u>Super Pro.</u> % (N)	<u>Jail</u> % (N)	<u>Jail & Pro</u> % (N)	<u>Pen.</u> % (N)
1977	26 (405)	17 (257)	5 (71)	16 (243)	29 (439)	5 (78)	3 (48)
1978	27 (475)	13 (227)	8 (137)	26 (465)	16 (289)	9 (165)	1 (21)
1979	27 (681)	15 (381)	7 (177)	25 (637)	16 (404)	9 (224)	2 (50)
1980	21 (484)	10 (243)	10 (230)	30 (702)	10 (244)	16 (381)	2 (51)

Looking specifically at 1980, there are a number of interesting differences in sentencing patterns. Use of monetary penalties alone declined from 27% in 1979 to 21% in 1980. Bench Probation also decreased from 15% to 10% of all convictions in Circuit and District Courts. Note the increase in use of

Community Service. As noted in the Service Delivery System Report, there was also a substantial increase in the number of offenders assigned to the department's Community Service Program by Municipal courts. Supervised probation also increased. It appears that many offenders who in the past would have been assigned simply jail were assigned jail plus probation in 1980 -- 9% of all convictions given that disposition in 1979 as compared with 16% in 1980. Percent of all cases resulting in assignment to the state penitentiary also is constant.

Looking at the entire history of the department (1977 through 1980), it is interesting to note the overall decline in the role of Bench Probation as a disposition option for Circuit and District court. Community Service doubles over the same period, as does supervised probation -- increasing from 16% in 1977 to 30% of all convictions in Circuit and District courts for 1980. The increasing use of probation or jail and probation probably accounts for the ongoing increase in Department of Community Corrections clientele in the face of a modest decrease in overall convictions in Washington County courts. In the face of the current jail crowding problems of the county, it should be pointed out that the use of jail as a sentence imposed by Circuit and District courts has decreased precipitously over the four year period -- the combined percentage of jail and jail plus probation for 1977 was 34%, in 1980 26% of all offenders were assigned jail as either the exclusive or partial sentence in their case.

Tables 2.3 and 2.4 array Circuit and District Court cases by offense conviction. In that respect, it is a refinement of the information presented in Table 2.1 of the classification of convictions in Circuit and District courts. The purpose of Table 2.3 is to suggest more concretely and specifi-

CIRCUIT COURT CASELOAD BY OFFENSE

TABLE 2.3

	<u>% of 1977</u>	<u>% of 1978</u>	<u>% of 1979</u>	<u>% of 1980</u>
Serious Offense	5.5 (19)	4.8 (21)	6.6 (47)	3.2 (23)
Sexual Offense	2.9 (10)	6.6 (29)	3.9 (28)	3.7 (27)
Assault	2.9 (10)	7.1 (31)	3.9 (28)	3.2 (23)
Burglary	17.6 (61)	15.5 (68)	12.3 (88)	13.2 (96)
Theft	15.9 (55)	15.1 (66)	14.7 (105)	16.8 (122)
Car Theft	5.8 (20)	5.0 (22)	4.6 (33)	4.7 (34)
Fraud	7.8 (27)	8.0 (35)	9.9 (71)	6.5 (47)
Drug	22.8 (79)	16.7 (73)	16.1 (115)	25.5 (186)
Major Traffic	1.4 (5)	1.4 (6)	1.5 (11)	1.6 (12)
DUII	2.6 (9)	1.4 (6)	4.3 (31)	1.1 (8)
DWS	10.1 (35)	13.0 (57)	11.7 (84)	10.3 (75)
Other	4.6 (16)	5.5 (24)	10.5 (75)	10.3 (75)

cally the character of the offenses being handled by Circuit Court and District Court during the three year history of the Department and the year prior for comparison purposes. The category Serious Offense refers to homicides, kidnapping, robbery and arson -- essentially life-threatening offenses. The other offenses are self-explanatory. The Other category includes offenses such as obstructing the police, criminal non-support of family, and criminal mischief. In general, there do not appear to be major changes in the composition of the Circuit Court caseload in terms of conviction offenses from 1977 to 1980. There are, however, some interesting year-to-year changes. Note,

for example the increase in drug convictions in 1980 as compared with 1979, up from 16% to 25%. It should be borne in mind that the 25% level is not wholly different in proportion to that found in 1977. Note the absolute number, however, is more than twice that convicted in 1977.

District Court caseload data, noted in Table 2.4, is very similar in result to the Circuit Court. There are no striking differences throughout the four year period in the distribution of convictions by offense. There are year-to-year differences in some cases, however. Note the increase in the number of theft convictions from 1979 to 1980 is almost constant but represents almost 25% of all cases in 1980 as compared with 20% of 1979. The drop in DUII convictions from 1979 to 1980 is one of the most striking differences found in either Circuit or District Court. The decrease is almost 50% in terms of absolute numbers. The increase in DWS convictions is no less striking, going from 17.3% to 36.6% of all cases.

In order to facilitate a careful review of how offenses are handled by the courts, each of the types of offenses presented in Tables 2.3 and 2.4 are arrayed separately in order to identify any changes in the "seriousness" of each individual offense. The classification of the convictions is noted. The same "taxonomy" of sentences employed earlier is repeated for each offense. In this way, changes in sentencing patterns can be much more clearly pinpointed by offense.

DISTRICT COURT CASELOAD BY OFFENSE

TABLE 2.4

	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>
Serious	.2 (2)	0	.7 (12)	.5 (7)
Sexual Offense	0	.1 (1)	0	.3 (4)
Assault	1.1 (12)	1.2 (15)	1.1 (19)	1.6 (23)
Burglary	.1 (12)	.2 (2)	.1 (1)	0
Theft	22.6 (251)	21.1 (267)	19.9 (346)	24.8 (357)
Car Theft	.1 (1)	.2 (2)	.1 (1)	.1 (2)
Fraud	.5 (6)	.8 (10)	1.4 (24)	.3 (4)
Drug	10.4 (115)	8.4 (106)	8.4 (145)	1.9 (28)
Major Traffic	5.6 (62)	5.8 (74)	6.2 (107)	4.1 (59)
DUII	13.3 (148)	22.1 (280)	28.9 (502)	18.7 (269)
DWS	33.6 (373)	27.3 (346)	17.3 (301)	36.6 (527)
Other	12.4 (138)	13.0 (165)	16.0 (277)	11.0 (158)

SERIOUS OFFENSES, CLASSIFICATION BY YEAR

TABLE 2.5

<u>Year</u>	<u>B, C Misd.</u> % (N)	<u>A Misd.</u> % (N)	<u>C Felony</u> % (N)	<u>A, B Felony</u> % (N)
1977	5 (1)	5 (1)	38 (8)	52 (11)
1978	5 (1)	10 (2)	33 (7)	52 (11)
1979	0	0	42 (19)	58 (26)
1980	0	20 (6)	27 (8)	53 (16)

Serious Offenses do not evidence a material change in classification from 1977 to 1980, as noted in Table 2.5. The role played by the Department can be clearly seen in the sentencing information for serious offenders (Table 2.6). Notice the decline in the use of state penitentiary; and a rise in the use of supervised probation or probation and some jail time.

SERIOUS OFFENSE SENTENCES BY YEAR

TABLE 2.6

<u>Year</u>	<u>Monetary</u> % (N)	<u>Bench</u> % (N)	<u>Com. Serv.</u> % (N)	<u>Super Pro.</u> % (N)	<u>Jail</u> % (N)	<u>Jail & Pro</u> % (N)	<u>Pen</u> % (N)
1977	0	5 (1)	10 (2)	48 (10)	0	0	38 (8)
1978	5 (1)	0	5 (1)	57 (12)	5 (1)	5 (1)	24 (5)
1979	22 (12)	0	0	29 (16)	7 (4)	13 (7)	29 (16)
1980	20 (6)	0	0	27 (8)	0	43 (13)	10 (3)

SEXUAL OFFENSES, CLASSIFICATION BY YEAR

TABLE 2.7

<u>Year</u>	<u>B, C Misd.</u> % (N)	<u>A Misd.</u> % (N)	<u>C Felony</u> % (N)	<u>A, B Felony</u> % (N)
1977	0	0	50 (5)	50 (5)
1978	0	29 (9)	32 (10)	39 (12)
1979	0	28 (8)	28 (8)	45 (13)
1980	3 (1)	26 (8)	42 (13)	29 (9)

There appears to have been a decrease in the seriousness of Sexual Offenses judged by the classification of convictions. Beginning in 1978 and continuing through 1980, there was a much greater likelihood for A misdemeanor convictions for sexual offense rather than C felony or A or B felony. This same phenomena noted for Serious Offenders in terms of sentence can be seen in the sentences assigned Sexual Offenders. 70% of all Sexual Offenders received either supervised probation or jail plus supervised probation in 1977. In 1980, the corresponding percentage was 90%. Clearly, in terms of sexual offenders, the Community Corrections Department is playing an increasing role in supporting Washington County Courts.

SEXUAL OFFENSE SENTENCES BY YEAR

TABLE 2.8

<u>Year</u>	<u>Monetary</u> % (N)	<u>Bench</u> % (N)	<u>Com. Serv.</u> % (N)	<u>Super Pro.</u> % (N)	<u>Jail</u> % (J)	<u>Jail & Pro</u> % (N)	<u>Pen.</u> % (N)
1977	0	10 (1)	0	50 (5)	0	20 (2)	20 (2)
1978	3 (1)	0	0	69 (20)	0	28 (8)	0
1979	0	0	0	48 (14)	0	24 (7)	28 (8)
1980	0	0	0	71 (22)	0	19 (6)	10 (3)

ASSAULT OFFENSES, CLASSIFICATION BY YEAR

TABLE 2.9

<u>Year</u>	<u>B, C Misd.</u> % (N)	<u>A Misd.</u> % (N)	<u>C Felony</u> % (N)	<u>A, B Felony</u> % (N)
1977	0	30 (7)	61 (14)	9 (2)
1978	0	63 (31)	27 (13)	10 (5)
1979	0	75 (36)	15 (7)	10 (5)
1980	0	75 (35)	21 (10)	4 (2)

Assault convictions have had a decrease in the seriousness of the conviction classification over the four year study period. Note the increase in the number of convictions which are classed as A misdemeanors as compared with C felonies. Sentences assigned assault offenders clearly evidence the role played by the Community Corrections Department. The percentage of assault offenders assigned supervised probation increased from 22% in 1977 to 49% in 1980. Interestingly, the percentage of offenders assigned both jail and supervised probation did not increase materially over the four year period.

ASSAULT OFFENSE SENTENCES BY YEAR

TABLE 2.10

<u>Year</u>	<u>Monetary</u> % (N)	<u>Bench</u> % (N)	<u>Com. Serv.</u> % (N)	<u>Super Pro.</u> % (N)	<u>Jail</u> % (N)	<u>Jail & Pro</u> % (N)	<u>Pen</u> % (N)
1977	4 (1)	22 (5)	0	22 (5)	35 (8)	18 (4)	0
1978	2 (1)	6 (3)	0	58 (28)	13 (6)	19 (9)	2 (1)
1979	0	12 (6)	0	39 (19)	25 (12)	20 (10)	4 (2)
1980	2 (1)	2 (1)	0	49 (23)	13 (6)	17 (8)	17 (8)

BURGLARY OFFENSES, CLASSIFICATION BY YEAR

TABLE 2.11

<u>Year</u>	<u>B, C Misd.</u> % (N)	<u>A Misd.</u> % (N)	<u>C Felony</u> % (N)	<u>A, B Felony</u> % (N)
1977	2 (1)	3 (2)	39 (24)	56 (34)
1978	0	6 (4)	38 (28)	56 (41)
1979	0	2 (2)	46 (41)	52 (47)
1980	0	7 (7)	38 (36)	55 (53)

The classification of Burglary offense convictions does not appear to have changed markedly over the four year period, as evidenced by the data in Table 2.11. As noted in Table 2.12, however, the sentences assigned to burglars have changed substantially. Supervised probation increased as a disposition for burglars from 48% in 1977 to 65% in 1980. Jail plus supervised probation also increased from 2% to 16%. The cumulative percentage of all burglars assigned to some form of involvement with the Community Corrections Program (supervised probation plus jail and probation) rose from 50% to 71% over the four year period.

BURGLARY SENTENCES BY YEAR

TABLE 2.12

<u>Year</u>	<u>Monetary</u> % (N)	<u>Bench</u> % (N)	<u>Com. Serv.</u> % (N)	<u>Super Pro.</u> % (N)	<u>Jail</u> % (N)	<u>Jail & Pro</u> % (N)	<u>Pen</u> % (N)
1977	0	20 (12)	3 (2)	48 (29)	2 (1)	2 (1)	26 (16)
1978	9 (6)	1 (1)	3 (2)	57 (40)	4 (3)	16 (11)	10 (7)
1979	0	16 (14)	6 (5)	57 (51)	2 (2)	13 (12)	7 (6)
1980	0	2 (2)	0	65 (62)	0	16 (15)	18 (17)

THEFT OFFENSES, CLASSIFICATION BY YEAR

TABLE 2.13

<u>Year</u>	<u>B, C Misd.</u> % (N)	<u>A Misd.</u> % (N)	<u>C Felony</u> % (N)	<u>A, B Felony</u> % (N)
1977	1 (2)	90 (306)	10 (34)	0
1978	0	88 (311)	12 (42)	0
1979	3 (13)	85 (436)	13 (65)	0
1980	9 (51)	80 (438)	11 (60)	0

There has been a slight decrease in the seriousness of Theft offenses handled by the courts over the four year period. Note that 9% of all theft convictions were classed as B or C misdemeanors in 1980 as compared with 1% in 1977. The slight decrease in the seriousness of offenses is also reflected in sentencing. There is a diminished use of jail as a sentencing option in 1980 as compared with 1977 and increase in the use of community service as a sentencing option (10% in 1977 and 23% in 1980). Supervised probation also evidences a substantial increase, up from 12% in 1977 to 35% in 1980. In all likelihood, many of those offenders assigned jail time in 1977 are being assigned to supervised probation in 1980.

THEFT SENTENCES BY YEAR

TABLE 2.14

<u>Year</u>	<u>Monetary</u> % (N)	<u>Bench</u> % (N)	<u>Com. Serv.</u> % (N)	<u>Super Pro.</u> % (N)	<u>Jail</u> % (N)	<u>Jail & Pro</u> % (N)	<u>Pen</u> % (N)
1977	7 (25)	20 (68)	10 (34)	12 (41)	46 (161)	3 (10)	3 (9)
1978	5 (16)	8 (27)	23 (82)	30 (104)	25 (89)	8 (27)	1 (5)
1979	7 (38)	6 (32)	21 (106)	34 (174)	26 (135)	6 (29)	1 (2)
1980	5 (29)	10 (56)	23 (125)	35 (192)	17 (95)	9 (54)	1 (4)

CAR THEFT OFFENSES, CLASSIFICATION BY YEAR

TABLE 2.15

<u>Year</u>	<u>B, C Misd.</u> % (N)	<u>A Misd.</u> % (N)	<u>C Felony</u> % (N)	<u>A, B Felony</u> % (N)
1977	0	23 (5)	77 (17)	0
1978	0	19 (5)	82 (22)	0
1979	0	47 (21)	53 (24)	0
1980	0	31 (11)	69 (25)	0

Car Theft offense classifications have changed year to year, but do not appear to have been substantially different in 1980 than 1977, the year preceding start-up of community corrections. As noted for other offenses, the role played by the Department in supporting the courts has been a significant one for car thefts. Note the decline in the number of offenders sentenced to the state penitentiary as a percentage of all cases from 1977 to 1980 with a corresponding increase in supervised probation and jail plus supervised probation for these offenders. The cumulative total of probation and jail plus supervised probation as a sentence for car thieves increased from 50% to 86% in 1980.

CAR THEFT SENTENCES BY YEAR

TABLE 2.16

<u>Year</u>	<u>Monetary</u> % (N)	<u>Bench</u> % (N)	<u>Com. Serv.</u> % (N)	<u>Super Pro.</u> % (N)	<u>Jail</u> % (N)	<u>Jail & Pro</u> % (N)	<u>Pen.</u> % (N)
1977	9 (2)	18 (4)	0	32 (7)	5 (1)	18 (4)	18 (4)
1978	0	15 (4)	4 (1)	52 (14)	4 (1)	22 (6)	4 (1)
1979	0	17 (8)	9 (4)	26 (12)	30 (14)	13 (6)	4 (2)
1980	0	3 (1)	3 (1)	47 (17)	3 (1)	39 (14)	6 (2)

FRAUD OFFENSES, CLASSIFICATION BY YEAR

TABLE 2.17

<u>Year</u>	<u>B, C Misd.</u> % (N)	<u>A Misd.</u> % (N)	<u>C Felony</u> % (N)	<u>A, B Felony</u> % (N)
1977	0	31 (10)	69 (22)	0
1978	0	46 (16)	51 (18)	3 (1)
1979	8 (6)	41 (33)	51 (41)	0
1980	0	29 (15)	71 (36)	0

Fraud offenses judged by the seriousness of the classification do not appear to have changed materially over the four year period (see Table 2.17). The Department is playing a significant role in serving the courts for these offenders. Note the decline in the use of bench probation for these offenders, from 1977 to 1980, and even more dramatic increase in the use of supervised probation. Cumulative percentage of cases handled by the Department's probation services increased from 45% in 1977 to 91% in 1980.

FRAUD SENTENCES BY YEAR

TABLE 2.18

<u>Year</u>	<u>Monetary</u> % (N)	<u>Bench</u> % (N)	<u>Com. Serv.</u> % (N)	<u>Super Pro.</u> % (N)	<u>Jail</u> % (N)	<u>Jail & Pro.</u> % (N)	<u>Pen.</u> % (N)
1977	0	39 (13)	0	39 (13)	3 (1)	6 (2)	12 (4)
1978	0	15 (7)	7 (3)	63 (29)	4 (2)	7 (3)	4 (2)
1979	6 (6)	19 (18)	1 (1)	56 (53)	8 (8)	5 (5)	4 (4)
1980	0	2 (1)	2 (1)	77 (40)	0	14 (7)	6 (3)

DRUG OFFENSES, CLASSIFICATION BY YEAR

TABLE 2.19

<u>Year</u>	<u>B, C Misd.</u> % (N)	<u>A Misd.</u> % (N)	<u>C Felony</u> % (N)	<u>A, B Felony</u> % (N)
1977	1 (1)	74 (89)	4 (5)	21 (25)
1978	1 (1)	67 (91)	10 (13)	22 (30)
1979	0	79 (205)	18 (46)	4 (9)
1980	2 (4)	59 (130)	15 (32)	24 (53)

The seriousness of Drug offenses judged by conviction classification has changed. There is a greater likelihood of drug offenses resulting in C felony convictions rather than A misdemeanor. Nevertheless, the same pattern noted previously in terms of increased use of the Community Corrections Department holds true for drug offenses (see Table 2.20). There is a decrease in use of bench probation and use of monetary penalties for these offenders. These declines are mirrored but are increased in use of supervised probation.

DRUG OFFENSE SENTENCES BY YEAR

TABLE 2.20

<u>Year</u>	<u>Monetary</u> % (N)	<u>Bench</u> % (N)	<u>Com. Serv.</u> % (N)	<u>Super Pro.</u> % (N)	<u>Jail</u> % (N)	<u>Jail & Pro.</u> % (N)	<u>Pen.</u> % (N)
1977	52 (106)	21 (43)	1 (1)	22 (44)	2 (4)	3 (5)	0
1978	51 (95)	12 (23)	1 (2)	32 (59)	1 (1)	4 (7)	0
1979	40 (107)	18 (48)	8 (20)	30 (80)	2 (6)	2 (6)	0
1980	16 (34)	10 (22)	7 (15)	54 (118)	2 (5)	9 (19)	2 (5)

MAJOR TRAFFIC OFFENSES, CLASSIFICATION BY YEAR

TABLE 2.21

<u>Year</u>	<u>B, C Misd.</u> % (N)	<u>A Misd.</u> % (N)	<u>C Felony</u> % (N)	<u>A, B Felony</u> % (N)
1977	3 (2)	96 (68)	1 (1)	0
1978	3 (2)	89 (69)	8 (6)	0
1979	9 (9)	88 (88)	3 (3)	0
1980	39 (28)	50 (36)	11 (8)	0

Major Traffic offenses are offenses such as reckless driving and hit and run. They do not include violations or infractions. A much higher percentage of cases resulting in convictions as B and C misdemeanors was found in 1980 than in any of the previous years (see Table 2.21). Unlike some other offenses discussed earlier, major traffic convictions have not evidenced changes in the use of monetary penalties or bench probation as the primary penalty assigned. Supervised probation or jail and supervised probation appears to have replaced use of jail alone for the balance of the cases.

MAJOR TRAFFIC SENTENCES BY YEAR

TABLE 2.22

<u>Year</u>	<u>Monetary</u> % (N)	<u>Bench</u> % (N)	<u>Com. Serv.</u> % (N)	<u>Super Pro.</u> % (N)	<u>Jail</u> % (N)	<u>Jail & Pro.</u> % (N)	<u>Pen.</u> % (N)
1977	57 (41)	16 (11)	4 (3)	9 (6)	13 (9)	1 (1)	0
1978	67 (53)	15 (12)	1 (1)	9 (7)	5 (4)	3 (2)	0
1979	61 (72)	8 (9)	9 (11)	8 (10)	11 (13)	3 (4)	0
1980	57 (41)	18 (13)	1 (1)	18 (13)	0	6 (4)	0

DRIVING UNDER INFLUENCE, CLASSIFICATION BY YEAR

TABLE 2.23

<u>Year</u>	<u>B, C Misd.</u> % (N)	<u>A Misd.</u> % (N)	<u>C Felony</u> % (N)	<u>A, B Felony</u> % (N)
1977	0	98 (168)	2 (3)	0
1978	0	99 (295)	>1 (1)	0
1979	0	99 (485)	1 (3)	0
1980	0	100 (287)	0	0

Obviously, the classification of Driving Under the Influence has not changed over the four year period (see Table 2.23). Sentences assigned to these convicted offenders, however, has changed substantially. Note the decline in use of jail alone as a primary sentence. There has been an increase in the use of community service for these offenders and a dramatic increase in the number of offenders assigned both jail and subsequent supervised probation -- up from 12% of all cases to 36% of all cases.

DRIVING UNDER INFLUENCE, SENTENCES BY YEAR

TABLE 2.24

<u>Year</u>	<u>Monetary</u> % (N)	<u>Bench</u> % (N)	<u>Com. Serv.</u> % (N)	<u>Super Pro.</u> % (N)	<u>Jail</u> % (N)	<u>Jail & Pro.</u> % (N)	<u>Pen.</u> % (N)
1977	1 (2)	9 (16)	10 (17)	17 (29)	51 (88)	12 (20)	0
1978	16 (48)	24 (72)	9 (28)	18 (56)	20 (60)	14 (43)	0
1979	38 (207)	24 (132)	3 (15)	15 (80)	8 (46)	13 (70)	0
1980	4 (13)	12 (39)	17 (54)	20 (65)	12 (39)	36 (118)	0

DRIVING WHILE SUSPENDED, CLASSIFICATION BY YEAR

TABLE 2.25

<u>Year</u>	<u>B, C Misd.</u> % (N)	<u>A Misd.</u> % (N)	<u>C Felony</u> % (N)	<u>A, B Felony</u> % (N)
1977	0	93 (383)	7 (27)	0
1978	0	91 (371)	10 (39)	0
1979	0	86 (311)	14 (51)	0
1980	0	93 (554)	7 (41)	0

Driving While Suspended sentences classifications, as noted in Table 2.25, have not changed at all in distribution from 1977 to 1980. It is apparent, however, the number of such offenses has increased substantially from 1977 to 1980. This represents a 45% increase in the number of DWS convictions in the four year period. Unlike other offenses described previously, the role played by the community corrections department in sentencing these offenders does not appear to have changed significantly. Note the decline in the use of jail from 1977 to 1980 and corresponding increase in the use of simple monetary penalties.

DRIVING WHILE SUSPENDED, SENTENCES BY YEAR

TABLE 2.26

<u>Year</u>	<u>Monetary</u> % (N)	<u>Bench</u> % (N)	<u>Com. Serv.</u> % (N)	<u>Super Pro.</u> % (N)	<u>Jail</u> % (N)	<u>Jail & Pro.</u> % (N)	<u>Pen.</u> % (N)
1977	41 (171)	12 (49)	1 (5)	9 (38)	31 (128)	5 (21)	>1 (1)
1978	48 (199)	9 (37)	2 (7)	12 (50)	22 (91)	8 (32)	0
1979	36 (136)	6 (24)	3 (10)	14 (53)	28 (108)	11 (41)	2 (8)
1980	56 (340)	13 (81)	2 (10)	11 (66)	7 (43)	11 (67)	>1 (1)

OTHER OFFENSES, CLASSIFICATION BY YEAR

TABLE 2.27

<u>Year</u>	<u>B, C Misd.</u> % (N)	<u>A Misd.</u> % (N)	<u>C Felony</u> % (N)	<u>A, B Felony</u> % (N)
1977	34 (55)	60 (97)	5 (8)	1 (1)
1978	34 (62)	60 (110)	6 (11)	1 (1)
1979	81 (126)	10 (173)	9 (32)	1 (2)
1980	42 (61)	9 (155)	12 (36)	4 (5)

Other offenses, as one might expect in a "catch-all" category, are widely distributed across the spectrum of offense classifications. Despite the diversity, there do appear to be some notable patterns in terms of changing sentences assigned to this category of offenders. Note the increase in use of supervised probation and the increase in the use of jail plus supervised probation for this category. These increases appear to have occurred as a result of corresponding decreases in the use of fines and other monetary penalties plus bench probation for these offenders. Those dispositions declined from 35% to 8% and 21% to 10%, respectively.

OTHER OFFENSE SENTENCES, BY YEAR

TABLE 2.28

<u>Year</u>	<u>Monetary</u> % (N)	<u>Bench</u> % (N)	<u>Com. Serv.</u> % (N)	<u>Super Pro.</u> % (N)	<u>Jail</u> % (N)	<u>Jail & Pro.</u> % (N)	<u>Pen.</u> % (N)
1977	35 (57)	21 (34)	4 (7)	10 (16)	23 (38)	5 (8)	2 (4)
1978	28 (55)	21 (41)	5 (10)	23 (46)	16 (31)	8 (16)	0
1979	29 (103)	25 (90)	1 (5)	21 (75)	16 (56)	8 (27)	1 (2)
1980	8 (20)	10 (27)	9 (23)	29 (76)	21 (55)	21 (56)	2 (5)

SENTENCE SEVERITY

Despite the changing pattern of sentencing for various crimes discussed above, the severity of sentences does not appear to have changed correspondingly. The number of community service hours ordered for example has declined only marginally and is within the same general range as the hours which have been ordered over the four year period. The 57 hours ordered (see Table 2.29) occurs while the number of individuals ordered to perform community service has increased substantially. The size of the monetary penalties assigned has risen somewhat but considering the rate of inflation over the four year period is clearly comparable to the fines and other monetary penalties which have been levied in the past.

Bench probation evidences an unstable pattern in terms of length of probation. Supervised probation, on the other hand, has remained surprisingly stable over the four year period. Again, this stability is somewhat counter intuitive given the number and types of offenders who are now being assigned supervised probation.

The analysis of sentencing patterns indicated that use of jail as a disposition has declined for a variety of offenses. One inference which could fairly be drawn from Table 2.29 is that while the number of offenders assigned jail may be declining, removal of "light" offenders from the jail has had the effect of increasing the average length of time served. It is not the case, however, that the length of time to be served in county jail has appreciably increased for the offenders who continue to be assigned to the jail. These more serious offenders are also more frequently being assigned supervised probation in addition to jail time.

SENTENCE SEVERITY

TABLE 2.29

<u>Community Service</u>		<u>Monetary Penalties</u>	
<u>Year</u>	<u>Hours</u>	<u>Year</u>	<u>Dollars</u>
1977	62	1977	\$419.05
1978	60	1978	434.45
1979	65	1979	409.14
1980	57	1980	460.63
<u>Bench Probation</u>		<u>Supervised Probation</u>	
<u>Year</u>	<u>Months</u>	<u>Year</u>	<u>Months</u>
1977	20	1977	31
1978	14	1978	33
1979	24	1979	29
1980	13	1980	31
<u>Jail</u>		<u>Penitentiary</u>	
<u>Year</u>	<u>Days</u>	<u>Year</u>	<u>Years</u>
1977	34	1977	1.8
1978	55	1978	5.
1979	86	1979	6.9
1980	89	1980	6.1

In the same way that average jail days has increased during the course of the four years under investigation, average length of time for penitentiary stay has lengthened. It appears to be this "increasing severity", however, that appears to be a function of the fact that "lighter" offenders are no longer sent to the penitentiary as they were in years past. In that respect, the apparent increased sentence severity actually reflects the absence of lighter offenders from that disposition altogether.

Chapter Three Simulation

The analysis of case dispositions 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. With the availability of resources within the Department in providing various services, judges can "fine tune" their sentencing practices and more specifically tailor a given sentence to a given offender. This was found to be clearly the case in terms of increasing use of community corrections for offenders who in the past would have been assigned to county jail or ordered to pay fines.

What would the sentencing pattern be like in the absence of the Community Corrections Department as a resource for Circuit and District Courts? Although one cannot be absolutely certain in reasoning about what might have happened were community corrections not available to the courts, it is possible to use the sentencing practices of the courts prior to the advent of the Department as a guide. 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 simulation 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. As a practical matter,

this analysis basically tests what might happen in the absence of the CCA, since the county clearly does not have the funds to pick up Department costs at even the No Expansion level.

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.

A simulation analysis basically involves the development of a mathematical model which correctly predicts known events. In this case, the first step 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.

RESULTS OF THE SIMULATION

Table 3.1 contains results of the first simulation -- No Expansion. The same disposition options used in describing sentencing patterns in Chapter 2 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 3.1

	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 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 3.2

	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

In comparing between the two models, it is apparent that the largest change occurs between the actual 1980 sentencing patterns and those that would have occurred under the Cut Back model. That is, the biggest increment of change occurs in the increase in resources from the level found in 1977 to the level found under the Community Corrections Act. Overall changes from No Program at all to the more limited program found in 1977 are not as extreme. This can be seen in the change in number of probationers -- 735 change between the No Expansion and the actual system. If the No Program were in place, it would represent only an additional 197 not being on probation. The difference between the two programs in terms of jail is negligible. Although important, the change in population which are predicted to have been assigned to the penitentiary likewise is not as great between the No Expansion model and the No Program model as exists between the current system and the No Expansion model. 45 more individuals would have been sent to the state penitentiary had the scope of corrections services been retained at the level found in 1977. Abolishing that smaller level of programming would have added only an additional 18 to the total penitentiary population. The most important increment of program scope occurs not from zero program to a modest program, but from either no program at all or a modest program and the much more extensive program which is available in the county presently. These conclusions are pursued more extensively in Chapter 7.

This finding is broadly consistent with the preliminary results in the statewide evaluation. Although less than half the cost of Full Participation, the Regional Manager Plan option appears to have a much smaller marginal impact.

Chapter Four Analysis of Corrections Costs

This chapter briefly reviews the expenditures of the Community Corrections Department in 1980. Department expenses are broken out by major component. Other budgetary items not directly related to the probation activities of the Department are also noted. Purpose of this review is to provide as detailed an understanding of resource allocation within the Department as possible, particularly in terms of better understanding costs for clients receiving various services.

The costs 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 a cost standpoint as well as a service standpoint. Expenses of other components of the corrections system are noted as well as counts of clients involved in each of these other components of the system and average costs per client.

Costs of the Community Corrections Department are noted in Table 4.1. 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 1980. The average cost per client of probation services in 1980 was \$271.

As noted in the SDS Report, the Restitution Center has experienced substantial changes in its operating efficiency. The number of clients has increased almost 100%, as noted in Table 4.1. The overall costs of the center

WCCC COSTS (CY 1980)

TABLE 4.1

<u>COMPONENT COSTS</u>	<u>CY80</u>	<u>Number of Clients¹</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	<u>18,318</u>	182	100
SUBTOTAL	\$762,013		
 <u>SUPPLEMENTAL COSTS</u>			
Volunteer Program	30,530		
Victim 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	<u>-0-</u>		
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.

has 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 various resource components of the department, alcohol, mental health, community service, and job development, are noted in Table 4.1 as well. The SDS Report indicated that alcohol, mental health, and community service case-loads were up from 1979 levels. Community Service component, in fact, was up by more than 100%. Actual expenses for mental health services declined from \$99,630 in 1979 to \$76,847 in 1980. As a result of the increases in caseload for these resource units, average client costs in each case declined. The number of placements in the Job Development component declined from 210 to 182, and as a consequence the average per client cost increased by approximately 17%.

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.

Table 4.2 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 noted in the Service Delivery System Report. 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 4.2 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 4.2

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

* Post sentence

** W.C. pro-rated share

The total corrections services expenditures incurred either directly or indirectly in Washington County are summarized in Table 4.3. 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 4.3

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

Chapter Five Revenues and Other Benefits

INTRODUCTION

This chapter briefly reviews the revenues collected by various portions of the corrections system within Washington County, and other benefits produced by that system. Where relevant, the distinction is made between the Community Corrections Department and those revenues or other benefits that are produced, typically by the courts.

COLLECTIONS

The collections made under the auspices of the Department and those collections which accrue directly to the court are noted in Table 5.1. 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. As noted in Chapter 2, the overall criminal caseload of the courts has not increased from 1979. This may explain why the attorney fees and overall fines collected represent less than 5% in-

creases over amounts collected in calendar year 1979. Because of staff cut-backs made in the courts, collections noted for alternate dispositions should be seen as estimates rather than exact. Complete records in all dimensions of court activity could not be maintained by the courts.

COLLECTIONS

TABLE 5.1

<u>Washington County</u>	
Fines	\$ 12,018
Restitution	49,484
Attorney Fees	11,307
Probation Fees	<u>33,759</u>
	\$106,568
<u>Alternate Dispositions</u>	
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 in Chapter 2. 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.

VALUE OF COMMUNITY SERVICE

TABLE 5.2

<u>Community Corrections</u>	
Hours worked	26,762
No. of Clients	595
Average Hours Worked	45
Value	\$82,962
<u>Alternative Disposition</u>	
Hours worked	4,797
No. of Clients	127
Average Hours Worked	38
Value	\$14,870

The monetary benefits produced through the restitution center are noted in Table 5.3. The four years of operation of the center are each noted in the table to facilitate a clearer recognition of the changes which have been occur-

ring in programming and operating efficiency. The two areas where the increase in numbers of residence are most clearly evident are in the total fines paid and room and board payments areas. Room and board payments more than doubled as a result of a full years' operations in the new restitution center. Fines collected increased substantially, as well. In terms of the benefits individual offenders receive from residence in the restitution center, note the amount of personal savings accumulated during 1980 -- \$12,591.

MONETARY BENEFITS FROM THE RESTITUTION CENTER

TABLE 5.3

<u>FINES</u>	\$ 2,920	\$ 2,637	\$ 4,356	\$ 7,766
<u>PROB. FEES</u>	N/A	N/A	N/A	\$ 3,331
<u>RESTITUTION PAID</u>	\$ 5,483	\$14,185	\$16,406	\$15,186
<u>PERSONAL SAVINGS</u>	N/A	\$11,042	\$ 9,760	\$12,591
<u>ROOM & BOARD PAYMENTS</u>	\$ 9,376	\$ 9,832	\$14,913	\$34,659
<u>DISCRETIONARY COMMUNITY SERVICE</u>				
Hours worked	700	1,050	3,350	4,010
No. of Jobs	22	39	45	72
Average Hours Worked	32	27	74	56
Value (at Min. Wage)	\$ 1,610	\$ 2,783	\$ 9,715	\$12,431

The job development component, which was terminated in the fall of 1980, placed 182 individuals in new work situations. The mean wage for those offenders was \$3.49 per hour, as noted in Table 5.4. Based on follow-up interviews by the job developer with clients placed in work and the mean wage of positions secured, it has been estimated that \$565,545 in wages were earned by individuals placed through the job developer in 1980.

MONETARY BENEFITS FROM JOB DEVELOPMENT

TABLE 5.4

No. of Clients Placed	182
Mean Wage	\$3.94/hour
Estimated 1980 Wages	\$565,545

The number of different volunteers recruited to assist the Department increased from 54 in 1979 to 85 in 1980. The contribution of these volunteers in supporting the activities of the Department is noted in Table 5.5. The administrative support noted in the table reflects assistance that volunteers have played in performing clerical tasks which otherwise would either be undone or require paid staff to perform. Assuming that these volunteer activities were to be compensated at the hourly wage customarily charged for temporary help -- \$5.00 -- this volunteer contribution translates to \$22,575.

VOLUNTEER PROGRAM CONTRIBUTIONS

TABLE 5.5

Administrative Support Hours	3,504
Direct Client Services	<u>1,012</u>
Total	4,515
Estimated Value (\$5.00)	\$22,575

SUMMARY

Counting all of the revenues and benefits produced within the county, the total is \$1,045,604 (see Table 5.6). 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 5.6

<u>Community Corrections</u>	
Collections	\$106,568
Community Service	82,962
Job Development	565,545
Volunteer Contrib.	<u>22,575</u>
	\$777,650
<u>Alternative Dispositions</u>	
Collections	\$253,084
Community Service	<u>14,870</u>
Total	\$1,045,604

Chapter Six Cost Benefit Analysis

This analysis reviews the costs and benefits of the community corrections program. In an important respect, it provides a summary assessment of the entire Community Corrections Department. This approach essentially considers the advisability of community corrections as a public investment strategy for Washington County. This public investment strategy approach is one which seeks to identify the lowest net cost corrections system available to the county.

To determine net cost, one must bring to bear the simulation analysis (Chapter 3), cost analysis (Chapter 4), and the benefit analysis (Chapter 5). The simulation analysis suggested the number of individuals who were assigned dispositions in Washington County, and the number who would have been assigned to different dispositions had the county decided not to expand its program or not to participate in the Community Corrections Act. Chapter 4 reviewed the costs of various components of the corrections system within the county -- both those under the jurisdiction of the Community Corrections Department and those under the jurisdiction of the sheriff (jail), or the courts directly (bench probation, unsupervised community service, and monetary penalties). In charting the costs and the number of clients throughout the system, average costs were also computed. These average costs and the simulation analysis can be used to formulate what costs might have been incurred under different circumstances -- the No Expansion and No Program models.

The costs of each of the three possible corrections systems for Washington County have been computed. Table 6.1, Gross Cost Comparisons, indicates prior

cost history of the Corrections Department as well as three 1980 cost calculations for corrections services in the county. The actual 1980 cost calculations were identified in Chapter 4. They include all dimensions of the Community Corrections Department as well as other dimensions of the corrections system, also incorporating the pro-rated share of state penitentiary expenses. Total for all dimensions of the actual 1980 corrections system in place serving Washington County was \$3,212,044.

CORRECTIONS SYSTEM GROSS COST COMPARISON

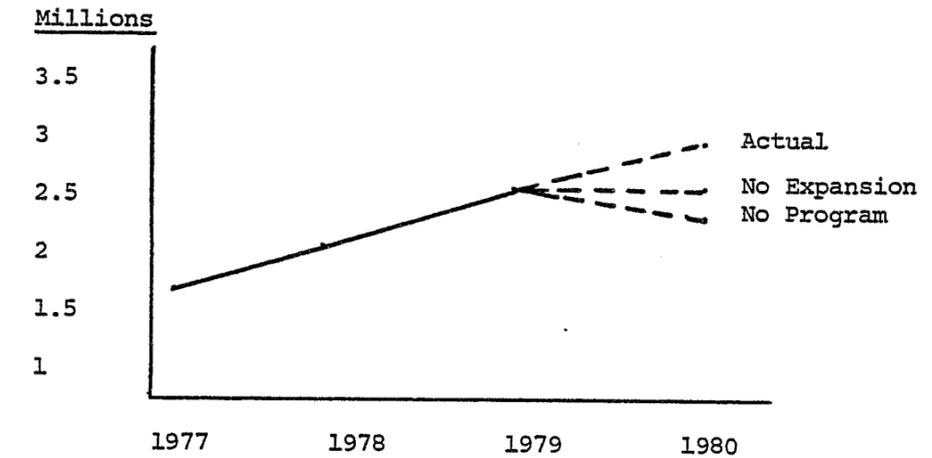
TABLE 6.1

	1977 Actual	1978 Actual	1979 Actual	1980 Actual	1980 No Expand	1980 No Program
Community Corrections	162,883	492,102	880,289	983,027	214,191	0
Alternative Dispositions	1,653,440	1,736,951	2,090,215	2,229,017	2,624,003	2,764,006
TOTAL	1,816,287	2,229,053	2,970,504	3,212,044	2,838,194	2,764,006

Taking into account the changes in dispositions and resultant costs attendant with those changes, the costs of the No Expansion model have been computed; the total costs of the No Expansion model are \$2,838,194. The costs of the No Expansion model for community corrections are estimated to be the same costs in 1980, adjusted for inflation, as were actually incurred in 1977. The No Program option costs have also been computed. For 1980 they are \$2,764,006. The data presented in Table 6.1 can be portrayed graphically in Figure 6.A. Note the increases in overall costs from 1977 through 1978 and 1979. The three options for 1980 are also noted and graphically presented.

GROSS COST COMPARISON

FIGURE 6.A



In the same way that costs of alternative systems can be computed, benefits produced by alternative systems likewise can be estimated. The benefits produced throughout the actual 1980 corrections system were noted in Chapter 5. Those benefits were basically a function of activities carried on by the Community Corrections Department as well as revenues and collections generated as a function of disposition patterns. Monetary penalties can illustrate the approach. Being assigned a monetary penalty on average resulted in a fine of \$460 in 1980. For purposes of estimation, as the number of individuals assigned to pay monetary penalties increased or decreased, the estimated revenues produced from monetary penalties are adjusted accordingly. A similar procedure is followed for all other benefits that accrue to the corrections system of the county.

CORRECTIONS SYSTEM GROSS REVENUE/BENEFIT COMPARISON

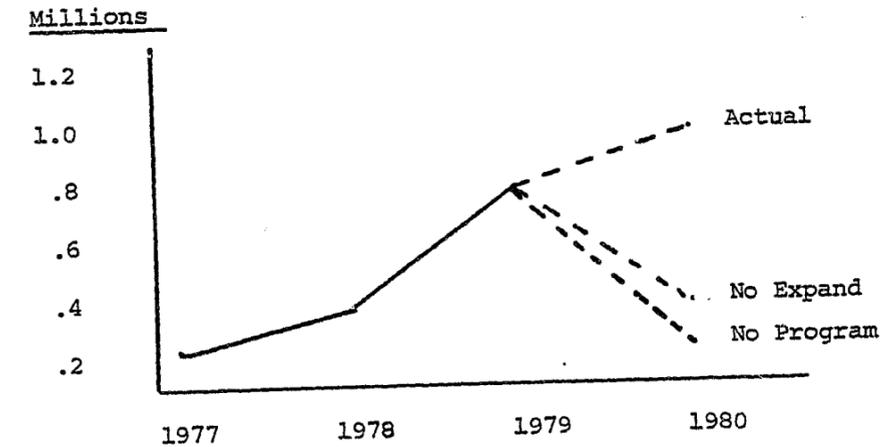
TABLE 6.2

	1977 Actual	1978 Actual	1979 Actual	1980 Actual	1980 No Expand	1980 No Program
Community Corrections	63,880	241,181	546,761	777,650	208,406	0
Alternative Dispositions	172,856	202,481	248,987	267,954	269,336	249,096
TOTAL	236,736	443,662	795,748	1,045,604	477,742	249,096

Table 6.2, Gross Revenue/Benefit Comparison, displays the benefits and revenues produced within the corrections system for the years 1977 through 1980, and includes estimates of the benefits which would have been produced within the system had the Community Corrections Department Not Expanded beyond its 1977 level. A second scenario involving No community corrections Program within the county is also noted. As noted in Chapter 5, the benefits produced in 1980 totaled \$1,045,604. Estimated benefits in the No Expansion model are \$277,742. This benefit estimate is a "high" one. It assumes that some portion of the benefits produced by the job development component would have continued in 1980 even under the smaller program that was in place for 1977. Of course, the No Program model assumes no benefits accruing from the Department, in fact no Department. Estimated benefits for the No Expansion model are \$377,742, and \$249,096 for the No Program model. These benefits are charged graphically on Figure 6.B.

GROSS REVENUE/BENEFIT COMPARISON

FIGURE 6.B



When benefits are subtracted from costs, a net cost estimate is produced. Such a net cost calculation has been performed for the Corrections Department and can be found on Table 6.3. Note the actual estimated net costs of the Department are less than the net costs in 1979. 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.C 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.

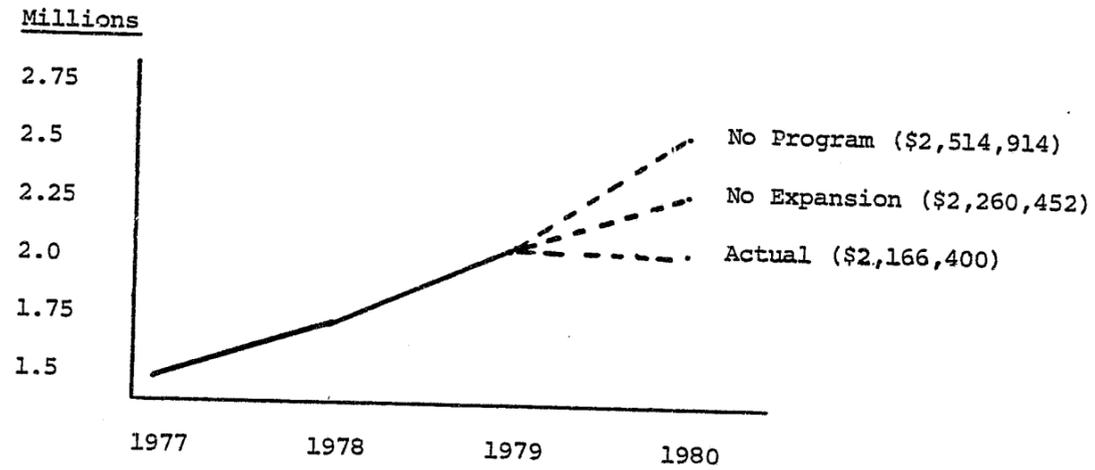
CORRECTIONS SYSTEM NET COST COMPARISON

TABLE 6.3

	1977 Actual	1978 Actual	1979 Actual	1980 Actual	1980 No Expand	1980 No Program
Community Corrections	99,003	250,921	333,528	205,337	5,785	0
Alternative Dispositions	1,480,548	1,534,470	1,841,228	1,961,063	2,354,667	2,514,910
TOTAL	1,579,551	1,785,391	2,174,756	2,166,400	2,260,452	2,514,910

NET COST COMPARISON

FIGURE 6.C



END