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# WASHINGTON COUNTY CRIMINAL JUSTICE SYSTEM INTERIM REPORT

## Volume I Summary and Introduction

NCJRS

MAR 8 1995

ACQUISITIONS

November 18, 1991

# ILPP

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## ABBREVIATIONS

ADB .....	Average daily bookings
ADP .....	Average daily population
AJA .....	American Jail Association
ALS .....	Average length of stay
CJES .....	Criminal Justice Executive Staff
CMSI .....	Computer Management Services Inc.
DAIS .....	District Attorney's Information System
DUII .....	Driving under the influence of intoxicants.
DWHO .....	Driving while habitual offender
DWR .....	Driving with a revoked license
DWS .....	Driving with a suspended licence
ESPD .....	Enhanced Sheriff's Patrol District
FTA .....	Failure to appear
FY .....	Fiscal year
ICHS .....	(Intensive) Custodial Home Supervision
ILPP .....	Institute for Law & Policy Planning
JIGSAW ....	Justice Information Gathering and Sorting Affiliation of Washington (County)
JMIS .....	Jail Management Information System
LEDC .....	Law Enforcement Data Center
LEDS .....	Law Enforcement Data Service
LOS .....	Length of stay
LPA .....	Law and Policy Associates
NCIC .....	National Criminal Information Clearinghouse
NIC .....	National Institute of Corrections

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OJIN.....	Oregon Judicial Information Network
OOC.....	Out of custody
OSH.....	Oregon State Hospital
PC.....	Personal computer
PROBER.....	Probationary Client Tracking System
RAO.....	Release Assistance Officer
RC.....	Restitution Center
RDIS.....	Remote Data Information System
RFP.....	Request for proposal(s)
VOP.....	Violation of probation/parole
WC.....	Washington County
WCJP.....	Washington County jail personnel
WCSO.....	Washington County Sheriff's Office
WERC.....	Willamette Employment Resource Center

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## **EXECUTIVE SUMMARY**

## **INTRODUCTION**

## EXECUTIVE SUMMARY

### A. BACKGROUND

Washington County's rate of growth surpasses that of any other county in Oregon. The growth has been accompanied by typical factors: new and more jobs, a rising population, and, inevitably, a rising amount of crime.

The problem for the county has been that the current criminal justice system has not significantly developed to take on the challenges of an increasingly complex criminal population and a changing demand for criminal justice services. The main symptoms of the unmet need are facility overcrowding, unreliable record and information management, and poor coordination overall.

ILPP was contracted by the county to assess the variables of the growth dynamic: the problems of the system, the conditions of the existing system, and allocation of resources to improve the system. This assessment is presented in four volumes:

- Volume I: Summary and Introduction
- Volume II: Justice System Components - An Initial Assessment
- Volume III: Corrections Needs Assessment
- Volume IV: Master Plan and Facility Programs

A summary of the main points of this assessment is presented herein. A list of recommendations follows.

### B. FINDINGS: ELEMENTS OF THE SYSTEM

The criminal justice system in Washington County is characterized by a simple infrastructure overwhelmed by diverse demands. While the county's crime rate is not rising as quickly as in other counties, the amount of crime is increasing faster than the state average. The narrow range of available punishments produces severe jail overcrowding.

Over half of those incarcerated are of noncounty residents. This compounds the stress on the system from the county's own population growth.

The prevalence of misdemeanor cases is inherently encouraged at many levels of the criminal justice system, from arrest policies to sentencing practices. Misdemeanor cases make up a large portion of cases cited, referred to the District Attorney, brought to trial and housed in county correctional facilities. These types of cases have become a major factor in crowding county facilities at every stage of the adjudication process.

Each element of the criminal justice process is reviewed below, highlighting specific problems of the system.

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### **Law Enforcement**

Law enforcement agencies, made up of local police departments and the Sheriff's Department, clearly differ in levels of experience, operational policies, and goals. This has meant that there is no county-wide standard for local police departments and the Sheriff in the process of arresting, citing and processing bookings. This is a cause of coordination and cooperation problems with the District Attorney's Office.

Prioritizing incidents worthy of arrest and referral to the DA and establishing procedures for dealing with minor incidents have not been clearly established. Part of the problem is a lack of officer awareness of all legal and law enforcement priorities. Alternatives such as formalized police diversion which falls short of an actual arrest are only being used to some degree.

There has been a significant increase in the number of cases referred to the District Attorney, that involve minor charges. This may be partly due to the creation of the Enhanced Sheriff's Patrol District (ESPD), which has increased the number of officers assigned to neighborhood supervision.

### **Pretrial Release Function**

Pretrial release functions cover all the steps taken after an arrest and prior to a court appearance, dismissal or release. Accordingly, they are significant in the overall efficiency of processing offenders and ultimately, on population levels.

While Oregon leads the nation in limiting the predominance of financially-based releases, Washington County employs a simplistic pretrial approach. A variety of pretrial release methods exist, but are inconsistently applied, decreasing their usefulness.

Staff and funding are insufficient to cope with the high volume of cases.

The criteria to determine release eligibility/status are subjective, creating inconsistent responses and detaining offenders for unnecessarily long periods of time.

There is no program to ensure released offenders will show for scheduled court appearances. The resulting high rate of FTAs further crowds the system.

### **The Trial Stage**

This area includes the Courts, District Attorney's Office, and defense.

#### **COURTS**

The Courts are generally well managed, adequately staffed, setting and meeting reasonable goals. Caseload is reasonable.

There is a lack of data on cases in general. The Oregon Judicial Information Network's (OJIN) maintenance of records is not very useful because it does not track cases until after

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the end of the time period within which most have been disposed of. A substantial 90 percent of District Court cases are disposed of within 120 days; the Information Network keeps aging data only on cases lasting longer than six, twelve, and 24 months.

Misdemeanor cases represent a disproportionately high number of cases that the Courts hear. This is tied to problems with the nature of law enforcement referral practices and District Attorney screening. Many of these cases are DUI related.

A notable decrease in the number of jury trials with a concurrent increase in the number of court trials points to increased efficiency of the Courts. There has been a slight negative effect on the efficiency of civil trials.

An aggressive policy in the treatment of misdemeanor cases that have deluged the Courts has resulted in faster, more efficient processing of these cases in the absence of state sentencing guidelines such as those that exist for felonies.

Participation in the automation pilot program under IBM will not significantly improve data maintenance of the overall criminal justice system. Few staff thoroughly understand the system; some were not aware of its existence. In addition the automation will encompass only the Courts and not include other criminal justice agencies. In a system whose main problem is coordination this is critical to its success.

#### **DISTRICT ATTORNEY**

There is a good sense of morale, responsibility and professionalism among the staff in the District Attorney's Office and a consensus that strict, written regulations and procedures would be superfluous. However, because of the massive power that prosecutorial discretion allows, there needs to be explicit standards governing its use. Effective screening of cases is this agency's biggest problem. This becomes clear given the probable effect the ESPD has had in increasing the number of minor misdemeanor cases referred to the DA.

There is no routine meeting of managers in the DA's Office and their counterparts in law enforcement. In the present system, meetings among high level representatives from these two agencies and others do not serve to establish a coordinated relationship and deal with policy and coordination problems.

The currently used computer management information system has been widely disparaged; all statistics are manually recorded in this office.

#### **DEFENSE**

All parties are generally satisfied with the quality of service provided by the county's main contracted defense attorneys, Metropolitan Public Defenders.

Attorneys contracted to handle misdemeanor, serious felonies, and other crimes received mixed reviews.

State compensation of attorneys for indigent defense work is low by most standards and does not encourage quality representation. Low fees have fostered a system of artificial competition by firms who need the work for cash flow and public relations.



## Community Corrections

Community Corrections provides supervision of offenders in the Restitution Center and on probation, preparation of presentence investigation reports for the Courts, and administration of other community-oriented programs aimed at preventing future crime.

An increasing reliance on some form of incarceration has undermined the principal goal of Community Corrections as a rehabilitative and treatment function. It is in danger of being transformed into merely a step in the processing and housing of incarcerated offenders.

There is no data widely available to evaluate whether probation officers are making effective use of incarceration. One-third of all inmates are felony and misdemeanor probation or parole violators. Existing precedent for the civil liability of parole and probation officers for failure to report these violations is a disincentive to seek noncourt solutions for minor infractions.

Alternatives to incarceration are not used to full advantage. For offenders whose crime may be minor or probation violations which are not serious, there is no method which probation officers can use to assign sanctions short of court intervention leading to custody.

The Abuse Prevention Team which supervises sexual offenders is a particularly successful and innovative program. An aggressive supervision program has been able to detect violation activities.

Supervision, screening and drug testing deficiencies reduce the effectiveness of the Restitution Center and present a potential threat to the community. Approximately 80 percent of inmates are estimated to be drug dependent. A drug treatment program is an important component for the Washington County justice system.

As system crowding increases, reliance on the Community Service Program will increase. Program expansion must be envisioned and planned for now.

Despite the usefulness of a volunteer program for alleviating caseloads on staff, the volunteer coordinating position recently has been cut. This program improved the quality with which cases were handled and provided for a variety of volunteer jobs to generally improve the flow of community corrections.

The agency's computerized information management system, PROBER, has been reported to create large amounts of paperwork. The county faces a very costly and time-consuming undertaking in trying to create its own data management system. Most staff critique PROBER for reducing office efficiency.

The county would benefit from an asset forfeiture program, allowing it to take advantage of sales of assets in drug-related convictions.

## **Corrections**

The heavy workload of sergeants and the recent reduction of one lieutenant from jail administration has eroded supervision, administration and security at the county jail. Minimum staffing requires a total of eight posts to cover the jail.

The County Jail does not provide a comprehensive and useful variety of programs for literacy, life skills, job training, etc. due mainly to a lack of staff and funding. The Programs Manager and jail administration show support for these programs.

Classification of inmates is problematic because staff are not sufficiently trained to deal with classification issues. There is no ongoing training for classification procedures to counteract staff inexperience. Classification is a significant determinant of inmate levels and distribution; its importance is currently deemphasized.

A lack of space has forced the housing of all women inmates together, regardless of classification.

## **C. FINDINGS: PROFILE OF CRIMINAL JUSTICE SYSTEM FACILITIES AND POPULATIONS**

### **Facilities**

#### **WASHINGTON COUNTY JAIL**

The jail has been remodeled five times since its construction in 1970, bringing bed capacity to 189.

Operations at the jail are influenced by every other element in the criminal justice system, contributing to its current overcrowding and hindering improvement of its substandard state. Lack of sufficient funding is only worsened by the fact that jail administration have little effect on policy and thus can only react to decisions.

The jail is nearly 50% smaller than jails in smaller counties, Lane and Marion, but crime in the county is relatively low.

#### **RESTITUTION CENTER**

The Restitution Center is the first tool used in alleviating jail overcrowding and avoiding direct release of inmates to the street. It has thus become directly affected by rising jail populations and inmates who would, under ideal circumstances, not be so quickly referred to the center.

## **Population Profile**

### **COUNTY JAIL**

The County Jail houses many unsentenced males booked on felony charges. Three-fourths of the inmates have had a prior conviction; over one-half were being held on probation/parole violations and failure to appear (FTA) charges.

### **RESTITUTION CENTER**

Repeat offenders make up the majority of the Restitution Center population. Over one-third were being held on probation/parole violations and failure to appear (FTA) charges. Predictably, misdemeanants outnumber felons.

## **D. GENERAL CONCLUSIONS**

1. Lack of an accessible and reliable information management system prevents the county from identifying its problems and evaluating its solutions. Furthermore, any data management system must be interconnected among agencies since coordination is a main factor of the system's success.
2. Handling the increasing number of misdemeanor cases affects the daily jail population. DUIs make up such a large portion of these types of cases that attention must be paid to developing a program for processing these types of offenders from arrest, to referral, to sentencing guidelines, to rehabilitation and release.
3. DUI arrests (33%), parole/probation violations (42%), and failure-to-appear (FTA) cases account for significant portions of the jail population, and therefore to system overcrowding.
4. Coordination among agencies, especially between the DA and law enforcement, is crucial to improving the efficiency of processing the most important cases. This coordination must occur regularly at the managerial level of leadership.
5. Jail bookings have been increasing faster than the growth of county population for the last twenty years and faster than the crime rate.
6. The Restitution Center has to some degree become an annex to the County Jail. Crowding at the jail has undermined the purpose of the center's creation and further limited options for responding to and preventing crime.

## **E. FACILITY ASSESSMENT AND OPTIONS FOR CHANGE**

The material presented in Volume IV lays the groundwork for assessing the crowding problems addressed in the preceding volumes of the report. An evaluation of the physical conditions of Washington County's correctional facilities is followed by several options for developing new facilities or expanding the Washington County Jail and the Restitution Center. Below are a summary of these options.

### **Existing Conditions**

#### **COUNTY JAIL**

Physical deficiencies of the jail worsen the effects of current overcrowding.

- The configuration of the building prevents adequate and easy supervision of inmates and may be an area of liability.
- Single cell units represent only eight percent of total bed capacity ignoring the need to separate a diverse population (e.g., escape risks, mental health cases, protective custody, disciplinary, etc.).
- General conditions are universally substandard. These include daylighting and floor areas. There may be an asbestos problem as well.
- Special spaces, such as intake and processing areas, are inadequate.
- Expansion of the existing jail is not feasible. Conversion of the facility to add single cells would reduce capacity by about 60 to 70 beds.

#### **RESTITUTION CENTER**

The Restitution Center is in generally good condition, meeting most critical standards for community corrections facilities. Sleeping and hygiene areas are well within standards for space and numbers of fixtures. There are nine different program areas.

### **Facility Options**

The following building options are provided to initiate discussion of improving the present facilities. They may be combined or explored individually. The 340 space parking lot located immediately north of the new Washington County Administration Center is considered advantageous due to its proximity to the Courts and other related functions. A detailed technical discussion of these options is in the second part of Volume IV.

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- Option A      Phase One: 300 cell jail on north parking lot.
- Phase Two: Jail expansion on north parking lot and on additional lands. Relocation and expansion of Restitution Center when average daily population exceeds 120.
- Option B      Jail on north parking lot, sentenced facility on a remote site. Co-locate Restitution Center with sentenced facility.
- Option C      Co-location of Restitution Center and County Jail on an outlying site. Use parking lot for other county needs.
- Option D      Pretrial facility on north parking lot, remodel existing jail for sentenced inmates.
- Option E      Remodel part of one jail floor for court holding functions.

## **F. RECOMMENDATIONS**

In the following section are summarized the recommendations made for the various components of Washington County's criminal justice system. A fuller development of these, together with the reasoning behind them and other supporting detail, is to be found in the appropriate sections of this report.

### **Law Enforcement**

**General.** Washington County officials should be aware of and sensitive to interagency conflicts and a reluctance to cooperate in the implementation of all of the recommendations of this study.

**Officer Training.** Officer training, preferably through the DA's Office, is needed in the areas of arrest, report writing, and testimony. If funds for this are not available, the DA should at least offer policy guidance, with the various law enforcement agencies taking the responsibility for officer training.

Areas covered by such training should include, at a minimum, new laws, drug enforcement practices (legal issues), policies of the DA's Office, charging and filing criteria, and case investigation protocols to provide consistency.

Part of the training should include the exercise of arrest discretion. (See recommendations regarding diversion under Arrest Policies.)

**Performance Evaluation.** Although ILPP could not confirm the use of arrest quotas, enough of the members of the justice system suspected them to warrant some concern. Individual agencies may want to review their policies on this.

**Case Review Coordination.** To improve coordination between the DA and law enforcement, a sergeant or lieutenant should review all cases before referring them for

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prosecution. Deputy district attorneys should be available for consultation on this. Formal agency recommendations could, but need not, be a part of the referral.

ILPP recommends that all cases with identified suspects be referred for review to assure that some do not "slip through the cracks." Involving the supervisors of the law enforcement agencies should strengthen the cases and reduce the need for secondary review by the DA.

Alternatively, senior officials in the District Attorney's Office could meet with the law enforcement agencies to outline the types of cases that ought to be referred. Formal written guidelines could be adopted by law enforcement agencies, perhaps in conjunction with the DA.

The agencies receiving the DA's charging decision forms need a follow-up system to ensure that proper and timely steps are being taken to get the appropriate information to the DA. A tickler file should be created to provide accountability for the information requested, and the forms should be used in the local agency to hold supervisors accountable and for follow-up officer training.

**Uniform Charging and Arrest Policies.** A forum should be created by CJES at which the policies of each agency should be discussed and a uniform charging/arrest policy sought. Written policies should be disseminated throughout the county for all agencies to consider adopting. The forum should include members of all levels of the agencies involved rather than just at the top level.

A less-preferred alternative is to let the supervisory and line staff attend direct meetings with the policy makers who can directly explain the thoughts behind the policy decisions.

**DUI and Drug Cases.** Clear policy regarding DUI and drug cases must be provided to the agencies involved in enforcing these crime areas. It is recommended that the law enforcement agencies and the DA, individually, create their policies on the subjects and either work out a compromise of their differences or simply recognize them and get on with business. Line staff should be trained about the policies and the policies should be put into action.

**Crime Prevention.** Serious consideration should be given by law enforcement to implementation of crime prevention measures among merchants, perhaps through a joint county-wide crime prevention agency. National and regional crime prevention associations have available a variety of programs aimed specifically at small merchants that can reduce the need for police investigation and prosecution referral.

In some jurisdictions there has been a rebirth of formalized police diversion. Community action officers are assigned to work with officers on patrol, who have the option of lecturing the culprits on the spot and turning them over to the community action officer. No special legislative authority is needed to institute such a program, and Washington County, given its size and crime mix, seems an ideal candidate for this.

**Citation Release Policy.** Law enforcement agencies should develop clear county-wide policies on the use of citation release in lieu of booking. Officers must be provided sufficient training in such county-wide policies. This training might be integrated with training provided for arrest, report writing and testimony (see Issue 1, Officer Training).

**Rationing Jail Use.** The county should pursue legislation to promote rationing jail use. The state should legislate a city booking fee to help fund and ration jail operations.

**Jail Bookings.** The pretrial release practices in Washington County need system-wide attention to ensure that FTAs do not cause new crowding and intensify delay problems. The county should explore the potential for local agencies to book at their own facilities and then either issue a citation release or bring the arrestee in for confinement.

Another alternative is the creation of satellite booking/release facilities where suspects could be printed, photographed and released, or held for later pickup. It would require personnel to manage and pick up prisoners. For DUI cases, this would allow more expedient administering of breathalyzer tests. This is already being done in the eastern part of the county where arrests are taken to Tigard for the test and release.

The county should use video arraignment as an alternative to transporting inmates from the county jail to outlying courts. A local cable station has expressed a willingness to handle the transmissions if all outlying court areas agree to go "on-line."

**Coordination Between Law Enforcement and Other Justice System Members.** The county's law enforcement agencies should seek opportunities to have their respective staffs interact with other agency members at the same work levels. This will facilitate the sharing and exchange of ideas and information, and break down the barriers that prevent good cooperation. There needs to be a more successful method of communication between agencies, perhaps at the mid-manager level.

**Facsimile Machines.** The Courts should acquire facsimile machines to avoid costly hand-delivering of police reports by local and state police officers.

### **Pretrial Release Function**

**Pretrial Release System.** Washington County should develop a comprehensive pretrial services program centered in either the Courts, the County Administration, or the Department of Community Corrections. The program should be built around the existing state-funded Release Assistance Officers and local police resources already committed to field and stationhouse release. It should collect and be guided by data on the characteristics and behavior of those released, particularly appearance and subsequent offense statistics.

As part of the new system for pretrial release, data should also be collected on those released via financial means to compare their appearance and rearrest rates with those released through non-financial means.

Part of the recommended new pretrial release system should be a provision for charging fees to the released suspects for various program and service elements such as supervision while on release or urinalysis. Fees should be applied to all and matched to the individual's ability to pay, as per similar recommendations for the Department of Community Corrections set out elsewhere in this report.

To establish and house a pretrial services program, the county will need to develop additional funding beyond the Courts and local police funds now employed. ILPP estimates that a proper program would require \$200,000 to \$300,000 annually, which

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could be administered by (preferably) the Department of Community Corrections, the Courts, or the County Administrator. The issue of placement should be considered along with any possible consolidation among agencies over the custody function.

**Field Citation.** The new system should begin with uniform policies, procedures, and criteria for field citation in lieu of arrest, developed with the cooperation of CJES and the chiefs of police. Common forms, data collection, reporting, training and feedback on release and FTA data should be employed.

**Stationhouse Release.** A similar uniform county-wide stationhouse citation policy should be developed through CJES and the Council of Chiefs for use in situations where a field citation cannot be issued. Both field and stationhouse citation procedures should result in data that show the success or failure of the criteria in insuring appearance and public safety. This information should be provided to the arresting agency for training, monitoring, and feedback.

**OR Release.** An instrument similar to the current overcrowding matrix should be employed for OR release at the jail. The current release criteria are reasonable, but objective points should be attached to the criteria to insure validity in predicting appearance and consistency in application. Data on appearance and rearrest could be used to adjust points to reflect public safety concerns as well as jail crowding constraints.

The county should establish new OR programs for conditional and supervised release, operated in cooperation with the Department of Community Corrections. Electronic monitoring and urinalysis and alcohol testing should be included in situations suggested in the profile discussion in this report.

**Assuring Appearance.** As part of the pretrial services program recommended herein, Washington County should set up a program to insure appearance of those released and limit FTAs. There are a variety of proven mechanisms for this, including computerized telephone reminders of court appointments, postal reminders with admonitions and procedures for rescheduling court dates impossible to make, and more specific techniques such as requiring periodic phone-ins, providing calls and postcards in Spanish, etc.

## **The Courts**

**Misdemeanor Pretrial Settlement Conferences: Scheduling and Judicial Involvement.** Misdemeanor pretrial conferences are presently scheduled a week before trial. There would be a substantial reduction of pending cases if they were scheduled for around two weeks after arraignment. This would still allow sufficient time for discovery to be completed, and for most defendants to be ready to plead guilty or for their attorneys to have a defense ready.

The active involvement of an aggressive "settlement judge" would bring pressure on the prosecutor and defense attorney to reach the outcome much more quickly. This would also provide a mechanism for the prosecutor to express and enforce case screening policies (see below).

**Felony Pretrial Settlement Conference.** Pretrial settlements in felony cases are reached only through informal telephone calls between prosecutor and defense attorney. The process should be formalized by routinely scheduling a conference around the time of



the preliminary hearing before an actively involved judge. Cases which are not settled at this conference should be limited to those in which there is a serious factual question to be decided or a real possibility of a harsher sentence being imposed.

**Local Rules of Court.** There are few written rules of court governing local practice of the law in Washington County. Yet these are a significant improvement when a community grows past the size where a few judges see a few attorneys with such regularity that written rules are superfluous. Attorneys practicing in the community are put on notice of the formal rules they will be expected to observe, and attorneys from out of the county can quickly adapt to variations in local practice. Washington County should develop and enact a set of local rules of court.

**Misdemeanor Sentencing Guidelines.** In Oregon, as with other states, sentencing guidelines govern felony, but not misdemeanor, cases. The result is that the old indeterminate range of up to a year for most misdemeanors, when applied to several concurrent offenses, can produce a sentence considerably longer than low grade felonies receive under the guidelines. In addition there can be great differences among judges in sentencing misdemeanants.

Disparities like these lead experienced attorneys to look for ways to manipulate the system to obtain the judge they believe will be most favorable in a particular case. Universally criticized, this practice can become ingrained in a court culture if the system rewards it. Misdemeanor sentencing guidelines are one way to minimize it.

Unreasonable and inconsistent sentencing for misdemeanor offenses should be eliminated by statewide guidelines or statutory mandates. Failing that, the Washington County judges should consider adopting DUII sentencing guidelines by local rule of court. A specific example would be standard policies for repeat DUII cases. Doing this would improve the quality of justice and make the system more efficient.

**Automated Case Information System.** The Washington County Courts should review their automated court information system, for several reasons.

First, the judges and staff should be made familiar with the new IBM imaging system. Second, the system should be examined for extension beyond purely internal court use to interaction with the prosecution, defense, and law enforcement agencies. Third, the structure of the case flow system in Washington is still relatively unsophisticated. Recently developed and desirable new reforms once agreed upon should be reflected in an automated case information system.

Data items of interest in this regard would be, for example:

- Distribution of cases by charge;
- Aging of cases by 30-day intervals for the first six months;
- Average time to disposition, by charge and level;
- Proportions of cases discharged, dismissed, or acquitted, and of felonies reduced to misdemeanors;
- Average caseload per judge;

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- Proportion of trials (which are much more expensive than negotiated pleas);
- Number of indigent cases;
- Number of "conflict" cases (see below);
- Cost of public defense by the various contractors.

Many of these quantities could be compared with other counties in Oregon or with standards proposed by the National Center for State Courts.

**Additional Clerical Support.** Coordination of the ever-growing caseload would be more efficiently handled by several additional clerks telephoning parties and sorting cases into proper categories before a calendar begins. A single position for the presiding judge to help structure and enforce court rules and calendars, coupled with one or two for the court administrator or the county clerk to process cases in the system, would offer an opportunity for more effective use of judicial and attorney time and real efficiencies.

**Courthouse Security.** There is a lack of any significant security in the courthouse. Washington County's need for security does not match that of its large urban cousins, but simple weapons checks and the ready availability of security officers when intense emotions are involved would be a wise precaution and should be instituted.

**Liaison with Law Enforcement.** There needs to be better liaison with law enforcement to facilitate appearances in court. The legal system needs to recognize that officers belong on the street, not in a waiting room. Careful scheduling, and calling no more officers than necessary, would help this.

Most jurisdictions solve this problem with a clerical position ("subpoena clerk") devoted to alerting officers and other witnesses that their case is coming up. Forewarned of the impending appearance and its approximate time, most Washington County witnesses should be able to show up with a half hour's notice.

**Intermediate Punishment Options.** The nation is presently undergoing an explosion in the development of intermediate punishment options which combine some custody time with other forms of penalty. While Washington County's caseload is not as desperate as many other American jurisdictions, expanded use of these programs would be very useful, and is recommended. Procedures for these are being refined in many jurisdictions throughout the country so the county would not need to invent its own.

Examples include: police diversion, pretrial release to drug or alcohol programs, prosecutor diversion, electronic monitoring, house arrest, community service, day fines, specialized treatment programs, shock probation, boot camps, specialized return to custody facilities for probationers, county parole and halfway houses. Much of this material is reviewed more thoroughly elsewhere in this report.

### **District Attorney's Office**

**Case Screening Policies.** The District Attorney's Office needs to build on recent policy innovations such as the close review of "low blow" cases (DUI cases testing below

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0.08 percent) to develop recognized charging policies. Law enforcement agencies in the county deserve to know what will or will not be prosecuted to assist in deciding to refer cases for prosecution.

Such policies must of course accommodate the need for flexibility and discretion to deal with the unusual case. Here assistance can be sought from national and regional associations of prosecutors who have already developed written forms of these policies.

These policies should be implemented by intake deputies who would review all cases referred to the office by law enforcement agencies. Intake deputies must be experienced prosecutors with both felony and misdemeanor backgrounds. Consistency of assignment is important, and there should be a conscious connection between the realities of intake and the policies developed.

**Case Negotiation.** Case settlement conferences for misdemeanors should be conducted only by experienced prosecutors with full authority to negotiate the settlement. Binding these deputies by previously written instructions prevents reasonable accommodation to newly discovered facts or unexpected weakening of a case. The matter may be assigned to junior deputies only when it is concluded that it must go to trial.

Of course this deputy must operate within office policies, and indeed should be a significant influence on case settlement practices. It is likely that there would be several deputies, for both felony and misdemeanor cases, who could back each other up. Finally, these deputies should work closely with the intake deputy, so the intake policies reflect the reality of dispositions achieved.

**Policy Council.** The District Attorney should consider forming either a Criminal Justice Coordinating Council or a Criminal Justice Policy Implementation Council. The former is composed of elected or appointed policymakers in the county, and has counterparts elsewhere in Oregon, where it is reputed to have greatly improved coordination and information flow among criminal justice agencies. (While CJES fits this statutory committee except for a defense element, CJES is not an "official body.")

Alternatively, the prosecutor could form a more narrowly focused Policy Implementation Council composed of his chief deputy and unit supervisors and the assistant chiefs of the law enforcement agencies in the county.

Information exchange, standardization of county criminal justice information systems, use of common forms, development of referral policies and charging practices, and witness coordination programs could all be subjects of fruitful cooperation.

**Use of Paralegals.** Law offices have been among the last of the professions to develop the use of paraprofessionals. But today in large American cities everywhere the paralegal occupies an accepted place in delivery of legal services.

Paralegals in prosecutors' offices generally follow one of two tracks. At the upper end of the range is the full paralegal, who has extensive academic training beyond a bachelor's degree. The other common form of paralegal is the legal assistant with specialized training in legal matters.

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Use of paralegals gives a range of professional expertise more appropriate to the variety of tasks faced by a prosecutor's office. Many of the tasks in the District Attorney's Office could be well performed by thoughtful use of paralegals.

**Hearing Officer for Shoplifting/Theft/Bad Check Cases.** Shoplifting, minor theft and bad checks are the plague of criminal justice; they come through the system in great numbers and cannot be ignored, but they do not endanger the public and, especially with bad checks, they border on civil violations.

One technique for resolving many of these cases outside the courtroom is the use of a hearing officer by the District Attorney to divert cases. The prosecutor simply cites the accused citizen at an appointed time and place, and forgoes prosecution on condition that the defendant meet certain conditions. These might include attending counselling for the episodic shoplifter, or alcoholism or drug addiction programs for the substance abuser, or simply heeding a warning that the sentence sought on a repeat offense will be more severe.

Such programs give considerable control to the DA, create an early diversion for cases which are likely to end up on probation anyway and provide an appropriate disposition for many cases. Washington County should consider establishing such a position.

**Clerical Staffing Levels.** There is a noticeable need for additional clerical help, principally in the misdemeanor unit.

**Videotape of DUI Arrests.** Only a few police agencies in Washington County videotape drinking and driving arrests. These videotapes minimize faulty memory and deceit as problems in the fact finding process. Most jurisdictions experience a dramatic drop in the number of trials; more importantly, defendants who view themselves at the time of arrest usually hurry to plead guilty rather than face the possibility of having that tape run at a trial. Not only are there more guilty pleas, but they occur much earlier in the process.

While some police officers are reluctant about videotaping, the failure to videotape is usually due to the initial expense for hardware and training by the police agency and ignorance of the benefits to the system further along. The District Attorney in Washington County should undertake a program to encourage law enforcement agencies to videotape their DUI arrests.

**Automation.** The benefits of office automation should be explored more systematically in the District Attorney's Office while conversion to automated systems is still in its infancy. A full use of merge, macro and Lexis type logic programs could help ease some of the clerical shortages currently experienced.

The automated data system (DAIS) does not at present generate statistical reports in which the DA has confidence, yet system analysts insist that it is capable of being made to do so if resources can be allocated to the effort. This should be done.

## **Defense**

**Quality of Representation.** The quality of the defense for felonies cannot be seriously faulted. The Metro Public Defender seems to rank among the best, and most attorneys

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appointed from the private sector do their jobs well. The few privately appointed ones who do poorly should be individually handled.

Misdemeanor representation is another matter. Clearly, the State Court Administrator in Salem is pushing the limits of minimally acceptable quality with the contract structure in place in Washington County. This is not so much attributable to the poor quality of the attorneys themselves, but to the economic pressures generated by unreasonably low fees. Pressure should be put upon the State Court Administrator to allow adequate reimbursement to defense attorneys, or to expand the role of the Metro Public Defender.

**Cost Recoupment.** Many jurisdictions in recent years have developed an automated system for reviewing state income tax refunds to check for certain individuals who owe debts to the state, particularly child support debtors. Consideration should be given to adding partially indigent defendants to the list of debtors automatically checked against income tax refunds due each year.

### **Community Corrections**

**Charging for PSIs.** The county should pursue legislation permitting the department to charge for PSIs using a sliding scale with a full-cost charge for defendants who are employed. New revenue collected could be used to hire sufficient staff to assure timely preparation of PSI reports.

**Streamlining PSIs.** The department should meet with the Courts and attempt to develop ways of streamlining the PSI to reduce report preparation time. Ideas should be shared with other Community Corrections Act counties, and a proposal should be submitted to the state. In-custody PSIs should have priority over noncustody cases.

**Eliminating PSI Referrals.** Consideration should be given to eliminating PSI referrals from the Circuit and District Courts on misdemeanor matters and to providing the Courts with court officers to respond to special questions and issues (e.g., determining restitution, clearing criminal records, providing sentencing options).

**Eliminating Affidavits with PSIs.** The Courts should eliminate the requirement to submit an affidavit with each report. A probation officer's signature on a report should be sufficient assurance that the report was prepared to the best of the officer's ability and accurately reflects the facts as known at the time it was prepared.

**Additional Computer Terminals.** Two more computer terminals should be installed in the Community Corrections field office to assure that staff can have immediate access for preparation of backup material needed to complete PSI reports.

**DA File Check-Out System.** The DA should consider initiating a check-out system for its files, with Community Corrections staff required to return files within ten working days. Alternatively, the Department of Community Corrections should consider assigning a half-time clerk to the DA's Office to copy needed data.

**PSI Preparation Time.** A reasonable time period for preparing the type of PSI report used in Washington County is 28 calendar days from the date of referral. The department has used 17 days as a goal, but recently requested additional time because of an upsurge in

referrals. The Courts can reduce preparation time by as much as two days by installing a facsimile machine to send referrals to program staff on the date of referral.

**Interview Space at the Jail.** The Sheriff should look for ways to provide private interview space in the jail to Community Corrections staff at least five hours each day.

**Revocation Court.** Consideration should be given to designating a "revocation court" to hear all revocation matters at least twice each week. This requires developing a short, check-list type of report (including a recommendation section) for in-custody revocation matters so that court reports can be filed earlier with the Courts (within seven to ten working days of placing an offender in jail).

**Guidelines for Minor Technical Violations.** The Department of Community Corrections should work with the Courts to develop new guidelines for probation officers detailing appropriate options for dealing with minor technical violations that do not require revocation action.

**Use of Graduated Sanctions.** With assistance from the Courts, the Department of Community Corrections should consider initiating an ex parte informational report for the Courts, letting judges know about more serious technical violations in cases where the probation officer believes imposing a graduated sanction short of incarceration and court intervention is appropriate. Full-blown revocation hearings are not necessary until the probation officer has decided that the probationer or parolee should be revoked, and a severe sanction requiring the Courts' intervention is necessary.

The department should develop a series of graduated sanctions short of jail, including electronic surveillance/house arrest, that probation/parole staff can implement with supervisory approval, thus greatly reducing court hearings and incarceration.

**The Drug Team Unit.** The Drug Team unit should be eliminated, combining cases and staff with the general supervision caseload. An automated call-in urinalysis notification system should be set up for all offenders whose committing offense or underlying problem is substance abuse. Since substance abuse is a problem impacting most offenders, there should be a training program for all staff covering substance abuse assessment, symptomology, treatment strategies and relapse prevention.

**Banking of Cases.** The department should bank all low risk and most DUII cases, implement a computer caseload management system to handle these cases, and initiate an automated call-in system to notify offenders of urinalysis testing times. Case aides can collect urine samples and maintain testing records. This will slow the movement of cases among case workers and free staff resources to concentrate on higher risk cases.

The number of cases in the bank and number of officers assigned will dictate the amount and type of service provided. Even with banks of 250 to 300 cases, an officer using a computerized caseload management program can be expected to assure that regular urinalysis testing is done, to track payment of fines, fees, costs and restitution, and to monitor participation in treatment programs.

After 18 months of formal probation, banked cases in full compliance with their court orders might be moved to bench probation or the Courts asked to consider an early termination of probation supervision. With savings generated from automation and possible staff reductions, clerks can be hired to assist with data input and record keeping.

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Low-risk cases may be moved directly into banks without first being supervised at a more intensive level. Within one week of assignment, case workers should be expected to have one personal contact with all offenders initially assigned to the banked unit.

**DUII Diversion Program.** The county should seek state legislation for a diversion program allowing the Courts to order treatment as the primary intervention for first-time DUII cases. Prosecution can be avoided for those who successfully complete the program. Probation could easily monitor compliance, and diversion/treatment agencies can urine-test defendants as a condition of program participation. All costs could be borne by the defendant. The DA would experience some reduction in prosecution workload.

**The Telephone System.** The phone system should be upgraded to one that provides voice mail and a WATS (Wide Area Telecommunications System) line. This will relieve receptionists from some telephone answering functions and increase the efficiency of probation officers who are often paged for telephone calls while they are already on the telephone.

**Assignment of a Court Officer.** The department should consider assignment of one permanent court officer to the Courts handling the largest number of felony sentencing matters. This officer should familiarize himself/herself with all matters on calendar, represent the probation officer of record, keep the department informed about problem cases, and resolve issues for the Courts as they arise.

**Electronic Surveillance Program.** The department should implement an ESP, either operating it as a county function with all costs offset through offender fees or having a private firm respond to a county-initiated RFP. If a private operation is preferred, the RFP should require that all Community Corrections staff costs be absorbed as part of the contract, with the private entity paying all program costs from client fees.

**Drug Treatment.** The department should provide more in-patient drug treatment beds and increase funding for out-patient treatment programs, dedicating any new revenue generated by the Department of Community Corrections to fund these programs.

**Homeless Offenders.** The department should increase funding for temporary shelter care and long-term housing for homeless offenders by:

- Considering elimination of "mandatory" assessments on all cases and focusing mental health assessments only on those cases where the probation officer needs guidance in formulating a case plan. Reallocating any savings to funding shelter care or treatment programs. Training all probation staff in drug/alcohol assessment issues and relapse prevention strategies.
- Providing "seed" money to private agencies to establish "Living Sober Residences" to provide for long-term housing for Community Corrections clients committed to living sober. Seed money could be payment of three to six months' rent plus a stipend for equipment costs. Private agencies selected to receive funds should have experience in operating such programs and agree to continuous operation of any facility opened with county funds for at least two years.

**Setting an Offender Contact Standard.** Approval should be sought from the state to set a single reasonable offender contact standard for all clients in the program.

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**Expanding Caseloads.** The department should increase caseloads to 250 to 300 per officer with one data entry clerk for every two probation officers. If caseloads move over 400, it should consider a team of one probation officer, one clerk or one case aide for each caseload.

As a first step, the department should provide an automated caseload management system. It should separate urinalysis testing for this group and assign the function to case aides with the probation officer responsible only for responding to positive tests.

Probation officer responsibility should be limited to: reviewing cases for early termination or bench probation; taking action on positive urinalysis tests; collecting fines, fees, costs and restitution; and responding to any violation, including new offenses.

**Substance Abuse Tests.** The department should purchase a \$500 Alcosensor Device for routine and immediate tests for alcohol use on return to the center. After purchase of the initial unit and calibration equipment, tests should cost \$0.10 to \$0.20 each in comparison to the approximately \$4.80 for a urine-based alcohol test.

The urinalysis budget should also be increased to permit 100 urine samples to be tested each month.

**Field Contacts.** The department should add three field officers to the Restitution Center budget to provide random field contacts to inmates released into the community during the day and to custodial supervision clients. Such activities will uncover problems, most of which can be dealt with by center staff who will need to develop a series of sanctions aimed at assuring appropriate conduct while offenders are temporarily released into the community.

**Restitution Center Fees.** The department should reevaluate Restitution Center room and board fees and include a full cost charge in the sliding scale.

**Tax Intercept System.** The department should seek legislation to implement a tax intercept system on all delinquent accounts.

**Drug Treatment.** The department should seek grant funding to provide a drug treatment/therapeutic community program at the Restitution Center.

**Community Service Referrals.** The department should eliminate the Restitution Center program component which permits direct assignment of inmates to needy private citizens to assist them on private work projects, since it creates the impression of unfairness, even a conflict of interest.

The goal that the Restitution Center wishes to accomplish with this program is worthy and could continue to be accomplished by having the center refer appropriate inmates to work projects carried out by a nonprofit agency, which then assigns them to needy citizens requesting assistance.

As an alternative, appropriate inmates can be referred to the department's Community Service Program for assignment to clean-up activities in the community surrounding the Restitution Center. Before any work by inmates or Community Service Program workers is done on private property, legal advice should be obtained.



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**Community Service Automation.** The department should automate the Community Service Program referral, assignment and tracking process.

**Community Service Fees and Revenue.** The department should reassess program fees and implement a sliding scale assessment system with full-cost reimbursement expected of all employed participants.

It should also review the possibility of putting more full-cost reimbursement/revenue-based crews on line as program referrals increase. Full cost would include the salary of a probation staff crew supervisor, vehicle lease and maintenance costs, and possibly, participant stipends.

It is possible to put these revenue crews on line (including staffing) without incurring additional direct costs if contracts are with agencies financed from special funds (state highway funds, school districts, public transit districts, agricultural districts, etc.). The movement toward operations based on revenue crews need not significantly impact the department's commitment to providing "free" labor to nonprofit efforts.

**Establishing a Volunteer Program.** The department should fund a full-time volunteer coordinator who will also take on selected public information functions.

It could establish a nonprofit Volunteers in Corrections group with a Board of Directors representing business and community functions. Under this board, it could set up fund-raising activities that the board can take a leadership role in coordinating and assisting by acquiring grants from private foundations to augment subsidy program activities (treatment, medical/dental services, temporary residential costs).

**Volunteer Recruitment.** Volunteer recruitment should be aimed at professional staff who may be willing to provide direct service free of charge to a specified number of clients each year: the retired community, the college student population, multi-cultural and bilingual individuals, and other interested citizens.

**Volunteer Background Checks.** Procedures should be established to do at least a limited background check on volunteers who will work directly with clients. This is particularly important in light of federal and state training requirements and restrictions on the disclosure of criminal offender record information.

**Public Information Program.** The department should develop an organized, goal-driven public information program, including development of brochures on various community service programs and a speakers' bureau involving interested probation staff and aimed at community groups (clubs, associations and public forums).

**Replacement of the Computerized Case Management System.** The department should initiate meetings with other criminal justice agencies (Sheriff, District Attorney, Courts) to attempt to assure that any existing or new system purchased by the department is compatible with other existing systems or systems other agencies may be interested in purchasing.

It should find a probation-oriented computerized caseload management system that is in use in other jurisdictions and that can also generate management information. Excellent cost-effectiveness and quality control data can flow from a caseload driven system.

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The department should also attempt to persuade the state to purchase existing software rather than develop its own. Although the purchase of an existing system can be costly, it is usually in place much sooner and can be molded to fit special jurisdictional requirements and put in place within six months. Any new system should eliminate dual entry of data and, as much as possible, duplicative forms. Line as well as management staff should be involved in reviewing possible computer information systems and conducting on-site tests of any system under consideration.

The department should reassess the Community Corrections forms index and eliminate or combine forms that are duplicative. A good computer system should, at least, transfer client data from one form to another without the need to enter it manually on each separate form.

**Waivers for Drug-Related Probation Cases.** The department should ask the Courts to impose a Fourth Amendment waiver condition (search condition) as a standard condition of probation in all drug-related cases. The department should retain a list of all offenders with a search condition and share this with law enforcement agencies.

**Asset Forfeiture Task Force.** A county task force of law enforcement and Community Corrections staff should develop a collaborative policy describing asset forfeiture targets and the manner in which asset forfeiture proceeds will be split when multiple departments (including the Department of Community Corrections) are involved.

**Asset Forfeiture Account.** In accordance with federal law, a Community Corrections asset forfeiture account should be established with expenditures being under the authority of the department's director. Consideration should be given to spending any proceeds on a computerized caseload management system.

## **Corrections**

**Jail Administration.** Jail administration needs another lieutenant (for a total of three) to provide optimal administration of the jail.

**Midlevel Supervision.** One additional sergeant would improve jail supervision and provide more opportunities for inmate programming.

**Correctional Officers.** There may be a need to increase staffing to improve minimum coverage of posts within the jail (one additional), court security (up to seven additional), transportation (one to two additional staff) and programs (one to two additional).

**Staff Training.** Washington County should look into ways of enhancing staff training.

**Jail.** Minimum staffing requirements may need to be increased to include one to two floaters so that posts need never be vacated even temporarily.

**Courts.** Court security should be increased. Ideally, there would be enough security staff to cover each of the 12 courts. When a court was not in session, staff would be available to handle such things as high-risk trials, cover for sickness and leaves and provide backup for other jail staffing needs.

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**Inmate Transportation.** An increase in transportation staff of one or two officers seems needed in order to provide required transport without having to pull staff from other areas.

**In-House Staff Training on Classification.** The County Jail should provide ongoing in-house training of all staff on the operation of the classification system. This training should go beyond the basic classification training staff receive as part of their regular training.

One or more staff members should receive advanced training in classification to serve as expert resources to the staff and keep the system current on the latest research and innovations in the field. The expert(s) would also conduct a regular review of the classification component (see below).

**Review of Classification Component.** A regular review of the classification component should occur to review policies and procedures and to see whether the instrument is giving the jail the right "fit" for its housing and programming needs. This review should occur at least twice a year and be instituted after any major changes occur in jail housing policy or in the actual physical plant.

**Classification Beyond Midnight Shift.** The County Jail should consider conducting classification beyond the midnight shift which limits access to inmates.

**Collect Classification Data.** Information should be kept which breaks out the classification of inmates over specified dates (similar to the classification exercise in this report). This information could be used to help determine optimum housing requirements for future jail planning.

**Inmate Reclassification.** Reclassification of inmates should occur on a regular basis, particularly after any change in housing behavior or adjudication status.

**Restitution Center Classification.** The Restitution Center should look into using its Custodial Supervision Classification Score for more applications than determining eligibility for House Arrest.

(Note: classification is further discussed as a separate topic in Vol. III.)

## **Special Issues**

### **DATA AND INFORMATION**

**Data Managers' Working Group.** The county should consider establishing a working group of data managers to resolve current issues and plan for overall system improvements.

**Community Corrections Automation.** The PROBER system for the Department of Community Corrections should be replaced, and the caseload management should be automated. Redundant manual entry should be eliminated.

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**Management Data.** Management data should be collected. This would include the following items:

- For Law Enforcement and Jail Management: Monthly summaries of bookings and populations by sex, offense and level, and custody status; also, profile and tracking information as presented in this report on at least an annual basis. Using these, the county could prepare and analyze its own tracking and profiles and note trends. Data should be maintained on releases and subsequent FTAs.
- For Prosecution: Filing and drop rates, by jurisdiction; average caseloads, processing times and costs; filing and disposition summaries. Much of this is collected by hand; it should be automated.
- For the Courts: Case filing and disposition details; aging profiles at much more frequent intervals than is done now.
- For Community Corrections: Caseload and cost summaries, by function, with case characteristics and failure statistics.

**Information Access.** Information should be more generally accessible among agencies, though each agency will probably wish to restrict access to some items and to control modification of its data bases.

### **Programs and Services**

**Inmate Programs.** The County Jail should provide a more fully-developed array of inmate programs which would include literacy, life skills, job and treatment placement and expanded substance abuse programs.

An increase of one or two staff members may be needed to provide an adequate number of programs for inmates.

**Revise Pay Rates.** The county should revise the pay rate specifications for WERC so that more persons can be referred for employment.

**Increase Substance Abuse Programming.** The county should increase the resources allocated to substance abuse services given the large proportion of the Restitution Center population with a drug/alcohol abuse history.

**Review Initiation Procedures.** The county should review the procedures for initiating participation in the education program, and revise them as necessary to increase participation.

### **Alternatives to Incarceration**

**Central Pretrial Services Agency.** Washington County should implement a system of alternatives to incarceration to increase pretrial appearance and reduce jail crowding. Pretrial programs need to be established under a central pretrial services agency employing faster and more objective procedures and criteria, and more varieties of conditional release.

**Review Release Policies.** In order to reduce FTAs, there should be a review both of pretrial release policies and of programs to increase the likelihood of appearance. The county should consider a program to assure appearance, such as the "Close Street Supervision" program operated by Multnomah County.

**Alcohol/Drug Diversion.** The county should increase services for persons who have a history of substance abuse, and should also consider pretrial diversion of defendants charged with alcohol/drug-related offenses. For sentenced inmates, programs that most immediately suggest themselves are alcohol and DUII-related initiatives, various mechanisms for substituting treatment and/or work for custody, intermediate programs such as day custody or reporting, and various hybrid programs combining antabuse, urinalysis and electronic monitoring. There should be heavier interaction with probation/parole in an effort to reduce VOPs (29% of felonies and 38.5% of misdemeanors).

### **Population Projections**

**Data Collection.** The county should immediately begin to collect and maintain detailed statistics on jail admissions and releases; see the attached table for details. (Other, smaller counties are able to do this; perhaps it is easier when they are not growing so fast.)

**Data Analysis.** After these data begin to accumulate the county should regularly analyze them for trends in order to be able to make more useful projections of future needs or to modify operations to reduce the demand with a good way of predicting impact.

## INTRODUCTION

### A. PURPOSE OF STUDY

#### Project Background

Washington County contracted for an assessment of the criminal justice system, a corrections needs assessment and a master plan. Selected as the contractor was the Institute for Law & Policy Planning (ILPP), based in Berkeley, California. This report represents the major planning effort requested without finalized recommendations. It has been set out as an interim report for use in guiding further planning. The county and ILPP have agreed that the county will proceed further, as needed, on its own.

As the fastest growing county in Oregon, Washington County has experienced increasing crowding and costs throughout the justice system. Since 1985, arrests, filings and jail bookings have increased at a rapid rate while the number of beds at the County Jail has remained constant at 189 (the rated bed capacity). As a consequence, allied agencies struggle with increased demand, county community corrections services are burdened, the Restitution Center has had to increase its number of sentenced beds to take the spillover from the County Jail, inmates are released early, both from the County Jail and the Restitution Center, and overall budget growth for the justice system continues to be more and more difficult to control.

ILPP undertook the following main tasks set out in the request for proposals (RFP):

- Assess the operations of each of the justice system agencies in the county. Is the processing of caseloads consistent with good practice? Are duties accomplished utilizing the most effective technology and procedures?

Tasks involved reviewing the operations of local police and the Sheriff's Department; tracking a sample of arrestees; creating a statistical profile of County Jail and Restitution Center inmates; and reviewing pretrial release modes and prosecution, defense and community corrections procedures.

- Assess the coordination among the various agencies. Are there factors which impede coordination and cooperation? Are there priorities or objectives which are not adequately addressed?

Tasks involved the study of information flow among agencies and the utilization of shared or common resources. Every agency was covered.

- To the extent that shortcomings are identified in the present system, what practical measures can be undertaken to overcome them, and what would be the cost and time scale of implementing such measures? What can be done within the parameters of the existing system, and must new entities be organized?

## **A Policy Model**

The mission of the Washington County criminal justice system is to reduce the volume and impact of crime in the county. It must promote public safety while maintaining the interests of justice, and do all of this within the resources allocated to it. The contradictions inherent in pursuing these three ends make rational planning vital if the public's interest is to be served.

As is the case in most counties, the criminal justice function in Washington County is carried out by a number of jurisdictions. Arrests are made by nine police departments (Beaverton, Cornelius, Forest Grove, Gaston, Hillsboro, King City, North Plains, Tigard and Tualatin), by the county Sheriff's Office, and by the state police. Presentence confinement is in the County Jail (managed by the Sheriff). Criminal cases are prosecuted in state courts by the District Attorney who, like the Sheriff, is an elected county official. Indigent defense is provided by several private agencies under contract to the State Courts Administration. Post-sentence confinement may be in the County Jail, the Restitution Center (Department of Community Corrections) or the state prison.

Responsibility is thus divided among local, county and state agencies headed by both elected and appointed officials. Yet an arrested offender or suspect moves through the criminal justice process as though it were a unified whole.

An offender is introduced to the Washington County criminal justice system at arrest, whether for probable cause, or on a warrant. If not cited, the offender is taken to the County Jail for booking, regardless of the arresting agency.

If the offense is a misdemeanor, the offender will have an initial appearance or arraignment which may result in a dismissal; in this case, the offender could be unconditionally released. The offender may also plead guilty at this point.

If it is determined at the initial appearance that the offender must go through a trial (court or jury), then the offender may remain in the County Jail, or be released pretrial through the following mechanisms: security release (bail), release on own recognizance (OR) or other conditional release. An offender may also be released later through an emergency release (officially, an OR release).

The trial may result in an acquittal, or the offender may plead guilty or be convicted; if so, a presentence investigation takes place, followed by sentencing.

An offender may be sentenced to fines, probation, jail time, or a combination of probation and jail.

For felonies, after initial appearance, the offender may remain in the County Jail, or be released pretrial (bail, OR). A preliminary examination follows, at which time, an offender's charges may again be dismissed. From here, there may be a waiver of indictment and filing of information in preparation for an arraignment. Alternately, a grand jury may review the case and decide to indict (true bill) or dismiss the case (not true bill). If an indictment results, the process moves on to the arraignment.

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At arraignment, an offender may submit a guilty plea and move on to presentence investigations and sentencing. If the offender pleads not guilty, he or she may remain in the County Jail, or be released pretrial (bail, OR) while awaiting trial. If convicted at trial, an offender may be sentenced to incarceration at state institutions, or at the County Jail.

The system as constituted presents many opportunities for individual agencies to act on their own without regard for the concerns of the others. That they do not do so most of the time is a tribute to the sense of responsibility felt by the judges and agency heads. Policy planning requires that the operations of the system be considered as a whole, giving attention to the impacts of each agency's actions on all of the others.

A policy model of the criminal justice system encompasses three components. There is the input, which is the criminal suspects brought in by the police; the process or flow of suspects through the system; and the control, where system actors exercise their judgment as to what is to be done with each arrested individual. Viewed in this way, the distinctions among the agencies are of less significance than their contribution to the overall process.

The model can be expanded upon by examining each of these components in turn. ILPP chooses to do this by presenting first a generalized description of offenders, what can be done with them, and how this is controlled. Issues that pertain particularly to Washington County are introduced, but a detailed description of all these begins in Volume II, Justice System Components: An Initial Assessment.

### FACTORS IN CRIMINAL BEHAVIOR

Characteristics such as low income, poor education, unemployment, and inadequate housing are all statistically correlated with high rates of assault, larceny, robbery, burglary, and substance abuse. There is, however, considerable disagreement among scholars in the field on whether these social conditions are the cause of crime or merely accompany it. One school of thought is that situations such as poverty, unemployment, an abusive upbringing, and ethnic discrimination are the direct source of much of the crime in society. In this view, curing the social problems is the most effective way to reduce criminal activity.

Opposed to this is the proposition that personality factors, such as a short time horizon and a lack of self-control, lead to a desire for immediate gratification regardless of the long-term consequences of the action which may produce it. The same characteristics also lead to school dropout, an inability to hold a job, etc., so that these other social ills are merely correlates and not causes of crime. Adherents of this point of view do not always offer feasible solutions to the problem. Not necessarily excluded from their analysis, however, is the possibility that such personality factors are formed early in life as a reasonable response to poverty or abuse and are not easily overcome later on even with an improvement in external circumstances.

Quite obviously, this dispute is not going to be settled here. Yet both sides are in agreement that crime is a systems problem. It is generally accepted that the subsequent behavior of those who are arrested depends to some extent on whether they are released (and how) or detained after arrest, whether they are punished or rehabilitated after conviction, and how consistent, predictable and appropriate to crime causation those responses of the system are. Yet the reduction of crime requires a social strategy which



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goes well beyond the criminal justice process per se. A few general thoughts on this may be of use to Washington County officials in attempting to devise such a strategy.

Certain characteristics of criminals and crime in general are recognized. All are generalizations which do not apply in every case. Full development of these points would go well beyond the scope of this study, but the most important conclusions are:

- Criminal behavior is strongly correlated with age and sex; this is probably biological in origin as it persists across time and localities. A high proportion of young men admit to some criminal action which falls off steadily as they mature. Criminal behavior is also correlated with ethnicity, but that pattern is not persistent across long time spans. Most recent immigrant groups often have high rates of criminal activity, but this drops off in succeeding generations as groups become culturally assimilated. Finally, criminals tend to be of below-average intelligence.
- Criminals get involved in petty infractions of all sorts and have a high incidence of other negative behavior such as substance abuse, sexual activity, accidents, school and job terminations, and personal conflict and violence. Such behavior appears at quite a young age and persists even as major criminal activity wanes with maturation; it also is transmitted across generations.
- Most crime is poorly planned and opportunistic, with the victims being chosen more for convenience than for the proceeds. In the long term, crime is not financially rewarding. The act of committing the crime seems to be its own reward; offenders take pleasure in a successful action, or at least feel justified in having committed it.
- The threat of capture and punishment is too remote and uncertain to be a serious deterrent to persons with the short time horizons of typical criminals. This fact may not be appreciated by people who make and administer the laws as they themselves do not so strongly discount the consequences of their actions.
- Incapacitation of criminals by incarceration is temporarily effective, but it is inefficient as many of those imprisoned may have been close to the ends of their criminal careers anyway. Also, institutionalization does not provide good training for living outside after the sentence is completed.
- Though most rehabilitation programs do not work very well, some do. Success here seems to be more a factor of how well the program is managed than of the specific treatment modality.

### SYSTEM STRATEGIES

Given the nature of those who commit crime, what can be done about them? By all accounts it is better to prevent crime than to deal with it only after the fact. As crime is a systems problem, a multifaceted strategy is needed to make an impact on it.

The traditional response to crime in Washington County has been a mixture of deterrence, incapacitation and rehabilitation. The philosophy of deterrence holds that if the punishment is sufficiently fast and unpleasant, it will discourage commission of future crimes by offenders (those who have already committed crimes) and others (those who have not yet, but may commit crimes). Deterrence will be ineffective, however, in cases where:

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- Apprehension is unlikely (due to no or slow police response);
- A crime is motivated by circumstances which may be beyond the offender's control (such as drug addiction without available treatment); or
- The offender has little to lose from punishment (as when state prisons release most sentenced offenders early).

Incapacitation means simply that an offender cannot harm the public while in jail. (It does not, however, prevent assaults on other inmates or jail staff.)

Rehabilitation, on the other hand, directs attention to the causes of an offense and seeks to reform the offender. The county's Restitution Center has made efforts in this area. However, due to the volume of cases that are processed, the center has been hampered in fulfilling expectations of offender rehabilitation.

All of this is reactive. Preventing crime should include both the traditional activities and efforts directed at providing positive alternatives to criminal behavior. Additionally, Washington County faces a particular complication which some other jurisdictions do not: nearly half of those jailed are not county residents. The county cannot by itself pursue any interventionist strategy outside of its own boundaries, but it can act in concert with the surrounding counties toward an area-wide strategy.

An anti-crime strategy has four components:

- Deterrence: making the consequences of crime unpleasant enough to discourage it. While, as pointed out, this does not work very well, it can be improved by making apprehension and punishment quicker and more certain. These, unfortunately, are not easy to improve, since most justice agencies are doing the best they can already. Nevertheless, there seems to be no usable alternative to punishing the criminals.

There are, however, deterrent actions other than jail which can be effective. Alternative sanctions such as fines, restitution, and home arrest are much cheaper and in some cases are perceived by the offenders as being at least as punitive as traditional incarceration. Also, keeping lesser offenders out of jail leaves more room for the really bad ones, who may know that they are likely to be released after a short time.

- Rehabilitation: here, alcohol and drugs are a major issue. Even if drugs do not turn people into criminals, as is suggested by the fact that most addict-criminals were criminals before becoming addicted, they reduce judgment and can create a physical need which lowers the barriers to further crime when the occasion presents itself. In addition, substance abusers generally do not have the good self-image which would encourage responsible behavior. Thus, substance abuse programs can help both to control addiction and to promote self-esteem. Such programs should not be limited to those who have already demonstrated criminal behavior.

Other rehabilitative techniques include literacy and job training to give an inmate an alternative upon release. Community-based programs, conducted in a more normal setting like the Restitution Center rather than in an institution, allow the criminal both to earn some honest wages and to improve in the kind of skills needed in the outside

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world. Even in the worst neighborhoods, there is less exposure to the criminal element than there is in jail.

- Education: here, the target is not those who have become criminal but rather, young people who are at risk. The goals are like those of rehabilitation: employment skills to provide an attractive alternative to criminal behavior, and forethought and responsibility for one's own actions.
- Remedial social intervention: a high proportion of criminals come from dysfunctional families where want and violence reign. In addition, poverty forces these families to live in proximity to others with the same problems, and their behavior reinforces one another.

Improving the lots of such families is lengthy and frustrating, but can pay off in the long run. Identification of potential problems is an extremely important step; teachers and others in a position to notice trouble must not disregard it because of low expectations based on the person's ethnic or class background.

### CONTROL ISSUES

Regardless of the authority under which they act, agents of the justice system exercise a great deal of discretion in making decisions at all stages of the process.

Law enforcement exercises the first responsibility, selecting those who will be removed from community life and introduced into the justice system. Some will be physically detained while others are released on a promise to reappear. In Washington County, there is about one such citation in every eight arrests. Of those arrested and brought to jail, a decision is made to release more than half pretrial with a promise to return for appearance in court.

Prosecutors review law enforcement decisions and select offenders to be channeled into the trial stage. The rest are discharged when there is insufficient reason to prosecute. The suspects themselves decide, with advice from both prosecution and defense, to plead guilty in most cases. Those that do not plead guilty eventually go to trial unless dismissed by a judge. Sentencing may be for various amounts of time, to probation, confinement in one of the facilities, or some combination of these.

Finally, jail and community corrections officials, within resource constraints and crowding, provide punishment and help decide when offenders will return to the community.

At every level, these discretionary decisions are made, often in the face of poorly defined values, objectives and priorities, or conflicts between them. The sum of the decisions and procedures ultimately determines the quality and efficiency of the administration of justice as a whole.

## **SYSTEM SHORTCOMINGS**

The major general shortcomings in the administration of justice in Washington County are:

1. Inconsistent arrest policies and practices;
2. Lack of a pretrial release system;
3. The lack of case-flow management in prosecution, Courts and defense to handle crowding;
4. The lack of alternatives to traditional incarceration;
5. The lack of data with which to manage; and
6. The lack of an overall system management structure.

These underlying and general problems stem mostly from external pressures on the basic characteristics of the system, the agencies comprising it, and to some degree, the individuals who operate it.

Good decisions require knowledge of the likely consequences. In deciding whether to arrest and prosecute suspects, for example, the police, prosecutor and judge should quickly know the circumstances of the offense and offender and the likely consequences of pretrial release and prosecution.

Is the offender likely to continue the behavior? Will arrest serve to prevent further crime, or is treatment the answer? Will some form of trial and punishment or treatment serve to protect the community and/or reform the offender in some way? Without resources, cooperation and answers to these questions, many actions by the justice system make little sense, are horribly expensive, and do not reduce crime.

Unfortunately, authorities often make discretionary decisions on the basis of past practice. This is especially likely when there are ill-defined yet strong public pressures on the system with regard to controlling crime.

The many interlocking agencies within the criminal justice system are subject to a variety of influences and constraints, and the actions of each agency affect the entire system. Poor coordination among system elements in terms of priorities, policy and procedure adversely affects administrative efficiency and the quality of justice. Effective coordination is possible, however, only if all parties agree to a set of clearly defined system priorities and coordination. Such agreement has yet to be reached in Washington County. There are conflicting answers to the basic questions of available state and local resources and of managing them together. No one agency or group has been able to fill this gap.

## **B. METHODOLOGY**

Throughout the study, certain data, interviews and materials are directly referred to, or were employed indirectly as the basis for assessment. In this section, a complete picture is

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set forth of the supporting data and materials employed, and the methodology, including random samples and analyses of statistical validity. Individual sections of the report refer to additional sources. Appendix I.A is a listing of all documents and sources; annotations of these sources can be found in Appendix I.B. Finally, a listing of all interviewees and contact persons is in Appendix I.C.

At the project's outset, John Hutzler, the county's Criminal Justice Planning Coordinator, notified ILPP that he would be keeping originals and/or copies of all documents, data and materials needed by ILPP for the study.

Throughout the project, ILPP kept the county apprised of its data collection efforts through monthly progress reports and at other times upon the county's request. ILPP understood that this appraisal would enable the county's Criminal Justice Planning Coordinator to maintain duplicate files.

On October 20, 1991, a fire devastated the hills in Oakland and Berkeley, California. The fire destroyed ILPP's offices and with them, the documents listed in Appendix I.A. However, due to ILPP emergency policies, the tracking and profile data bases had been backed up and stored offsite. ILPP will provide this data to the county for future planning efforts.

The remaining data, documents and materials listed in Appendix I.A. should continue to be available through the county's Criminal Justice Planning Coordinator.

### **Information Sources for the Study**

Collection of extensive documents and data resulted from soliciting all county criminal justice agencies at the study's outset. The responses yielded a large library of baseline information describing all aspects of the system. Information included current and historical budgets and staffing, program and facility plans, studies and various data bases and analyses, special reports, etc.

Independent collection of existing county, state and national studies and analyses of criminal justice functions, programs and problems was conducted. Documents included annual state reports on justice system functions and federal studies aimed at assisting local jurisdictions in assessing system-wide and agency effectiveness.

Observations were made of a host of criminal justice and related activities, including court proceedings such as first appearances, arraignments, motions, trials, and sentencing. Other observations included: corrections classification, jail and detention operations in all detention facilities and some police patrol.

ILPP conducted interviews with key managers and the heads of all criminal justice agencies in the county, as well as many private agencies. County and state officials were also interviewed, as were all Criminal Justice Executive Staff (CJES) members. Numerous follow-up interviews were conducted both on-site and via telephone.

Comprehensive profile and tracking samples for the entire county corrections system were taken to show who was going through the system and how fast they moved through each stage. A collection was made of booking and release (tracking) data for 826 arrestees booked in the County Jail. Profile data was collected for 189 inmates at the County Jail on

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June 19, 1991, and 104 cases from the Restitution Center. An additional sample of 15 women from the County Jail was taken on August 1, 1991 to supplement the June 19 sample.

The collected data were coded and input into a series of data bases. Data analysis yielded various tabulations and cross-tabulations. For example, in the tracking study, length of stay (LOS) was calculated as a function of average length of stay (ALS), by charge and by release mode, for all County Jail bookings. Such statistical analyses offer penetrating views of how the justice system actually moves work through and where improvement is possible.

ILPP made every effort to obtain objective information as the basis for findings, recommendations and plans to be developed during the study. The study was made both by experienced in-house staff and expert consultants, each of whom is an authority in his or her special area of review.

### **C. BACKGROUND DESCRIPTION OF COUNTY**

Washington County is a suburban county of 310,000 citizens, located west of Portland, Oregon. It consists of approximately 727 square miles of suburban and rural property situated between Portland and the coast range of mountains. Generally, the eastern half of the county is comprised of rapidly growing cities, service industries, light manufacturing, residential and commercial activity, and is relatively densely populated. The western half of the county is primarily agricultural and rural, with several smaller incorporated and unincorporated communities.

The county's citizens are well-educated and enjoy the highest per capita income in the state. Approximately half of the county's residents live in one of the 12 incorporated cities, with the other half living primarily in the urban, unincorporated areas of the county.

Known as the "Silicon Forest," the county has experienced substantial growth over the last several years due in large part to the rapid influx of many electronic and high-tech firms. Most recent projections indicate that the growth will continue over the next decade. There remains an abundance of available land for building with adequate services available to support this growth.

Washington County operates under a Council-Manager form of government, with a County Administrator appointed by, and responsible to, a five-member Board of Commissioners. All county department heads report directly to the County Administrator, with the exceptions of the County Counsel, who reports directly to the Board of Commissioners, and the Sheriff, District Attorney and Auditor, who are elected.

In the adult criminal justice area, county departments include: Public Safety (Sheriff), District Attorney and Community Corrections. Washington County's District and Circuit Court judges are elected by county residents, but the Courts are a part of state government, and are funded directly by the state.<sup>1</sup>

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<sup>1</sup> Washington County, Request for Proposals: Consultant Services to Assist in Preparing a Comprehensive Corrections Plan for Washington County, Oregon, n.d.

Many of the county's decisions regarding spending are guided by County 2000, the county's sweeping "business plan," which made criminal justice a high priority. This plan differentiated between base law enforcement requirements in rural, unincorporated areas and the "enhanced" needs of those in urbanized, unincorporated areas. It also differentiated the county's ability to pay for the two levels of service. Finally, it clearly established the Board of County Commissioners' overall involvement in justice policy.<sup>2</sup>

Interviews with county officials suggest that although the priority is criminal justice through fiscal year (FY) 1991-92, it may be reevaluated and the focus could change in the future. The county, particularly the criminal justice system components, should consider the changes that may take place in light of such a refocusing.

## **D. SCOPE OF CRIME IN WASHINGTON COUNTY**

### **Summary**

Crime in Washington County is comparatively not as serious as the other large counties in Oregon. Major violent crimes are not common; most offenses are property or behavioral crimes such as driving under the influence (DUI), theft, vandalism, or liquor and traffic law violations. Crime rates have not changed much in the last decade, but the arrest rates, especially for the lesser crimes, have risen recently (about 25 percent since 1987). The advent of crack cocaine did not have an appreciable effect on crime overall, and the Enhanced Sheriff's Patrol District program became effective only after the period for which data was available, and therefore, no appreciable effect has yet been recorded.

### **Sources**

According to the "Sourcebook in Criminal Justice Statistics" (U.S. Department of Justice), Oregon has a high reported crime rate overall: it had the fifth highest "index" crime rate among the states in 1988. Washington was slightly higher; California and Nevada were lower, and Idaho was much lower. (Index crimes are murder, rape, aggravated assault, robbery, burglary, grand larceny, and auto theft; the crime rate is number of crimes divided by population.) Oregon's rank was due to high rates of property crime, as its violent crime rate was below the national average and well below that of California and Nevada.

Yet within Oregon, Washington County has consistently had a low crime rate: in index crimes in 1989, it ranked 18th out of 36 and was the lowest of the 15 largest counties. Counties with a much more serious crime problem include Multnomah, Marion, Lane, and Linn. Washington County's index crime rate in 1988 was also below the national average.

The Law Enforcement Data Service (LEDS) in Salem lists three crime categories: against persons (murder, rape, robbery, assault), against property (burglary, theft, arson, fraud and forgery) and behavioral (drugs, alcohol, weapons, and other offenses). Traffic crimes are not included in any of these. This classification scheme does not distinguish felonies from misdemeanors.

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<sup>2</sup> Washington County, Washington County Futures, Spring 1990.

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LEDS data does not distinguish grand and petty larceny. This may have significance for the overall index crime rate, as larceny is the largest component of those offenses. Other states do make such a distinction: in California, for example, grand larceny is a theft of over \$400 in value, and petty thefts are about three-quarters of the larceny total.

### Discussion

ILPP obtained offense data for Washington County from LEDS for 1980 to 1990 and arrest data for 1980 to 1989. Property crimes are reported to be the most numerous, followed by behavioral and then finally, violent crimes. However, crime occurrence statistics are notoriously unreliable since many lesser and most victimless crimes are not reported. Index crimes give a better measure of the crime problem than total crimes since they are serious acts of victimization which are universally recognized and usually reported. Still the degree of reporting of some of these (rape and larceny, for example) varies.

Behavioral crimes in particular are difficult or impossible to measure accurately as they are mostly victimless offenses which are not reported unless an offender is arrested. Acts such as drug possession or driving with a suspended license are more like situations than incidents; crime has been committed, but it is not clear how to count the number of offenses. For these reasons, and because they also yield valuable information about offender characteristics, arrest statistics are used in conjunction with reported crimes to describe the crime situation.

Crimes and arrests in Washington County have grown with the population over the period studied. Dividing total events by the population shows whether population growth explains all or only part of the change. If this rate (here expressed as annual events per 100,000 county inhabitants) does not change systematically over a period of years, then population growth may be taken as the primary determinant of growth in the volume of crime and arrests.

It is well known that arrest rates, and thus presumably crime also, vary greatly with the age of the offender. The highest-rate property offenders are in their mid-teens; violent offenders are a few years older. Drunk drivers tend to be in their late twenties and early thirties. These patterns appear to persist over time and among different locations, despite differences in the absolute rates.

Thus, a change in the age structure of the population will change the distribution of crimes and arrests. Such demographic shifts are expected with the aging of the baby boom during the 1980s and then the emergence of their children in a secondary boom over the next decade. In Washington County, between 1980 and 1990, there was a decrease in the proportion of persons aged 10 to 19, a sharper decrease of persons aged 20 to 29, and a steep rise of those over 30. This is the sort of change that predicts a drop in crime rates overall, especially in property crimes.

Of course, other factors influence crime rates. Crime is correlated with the socioeconomic and demographic makeup of a community and with prevailing attitudes among potential offender groups. Since nearly half of the arrests in Washington County are of residents of other counties, the demographic structure of those areas should be included. Even the definition of crime varies from time to time, as does the public demand for prosecution of



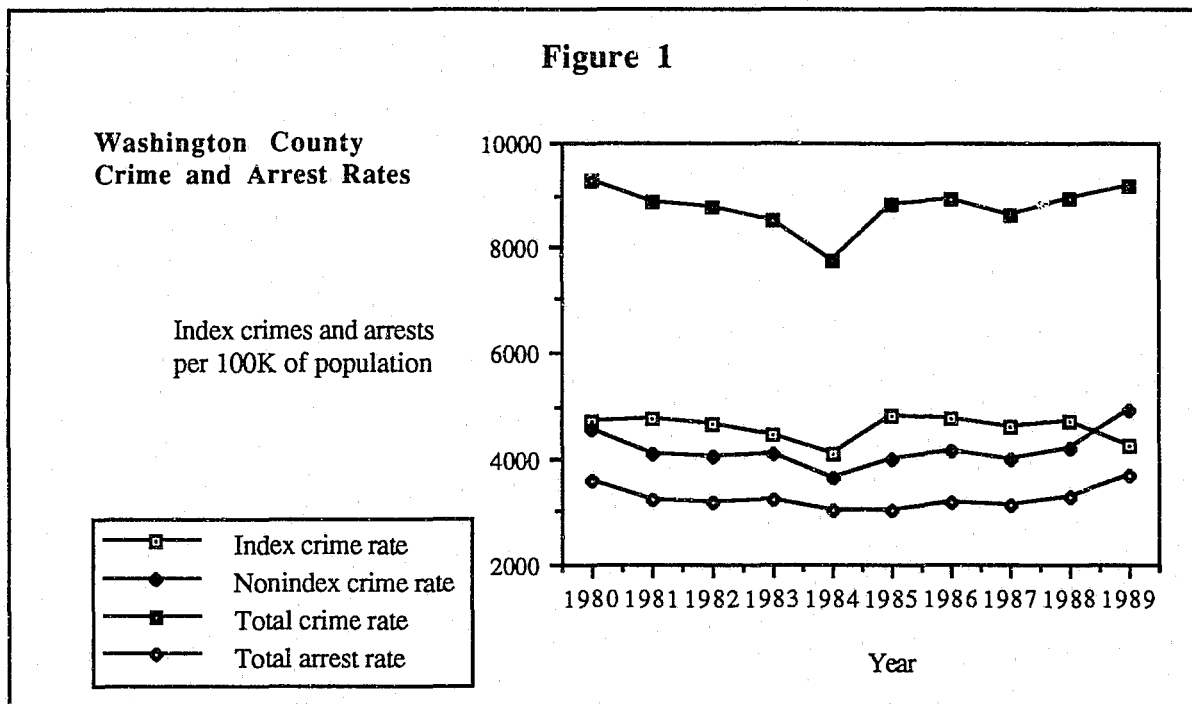
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less serious offenses. Socioeconomic changes usually occur over a long time, but the other factors are volatile and difficult to predict.

### Crime Statistics

Figure 1 shows the Washington County crime rates (all, index, and nonindex crime) and total arrest rates for 1980 to 1989. Despite population growth and urbanization, the crime rate in the county has remained quite steady over the past decade, barring an unexplained drop in 1984. Between 1980 and 1989, the total offense rate dropped by one percent while the index crime rate dropped by nine percent. Arrest rates for the period 1980 to 1983 (which include juveniles) were high, as would be expected from the younger age structure of the population at that time. They fell in the middle of the decade, but turned upward again in the last two years.



The population of the county grew by 16 percent during the same period, so of course the total number of crimes, as contrasted with the rate, grew proportionately. This type of situation often gives the public the impression that crime is becoming more serious and leads to demands for more vigorous law enforcement.

In 1989, there were nearly 6,000 arrests for behavioral crimes. Over half of these were for DUII (driving under the influence of intoxicants) or liquor law violations. There were 3,500 property arrests, preponderantly for larceny, and only 1,300 arrests for violent crime, nearly all of which were for simple (not aggravated) assault. There were also 1,200 arrests for traffic crimes. Juveniles accounted for 12 percent of all arrests, mainly for larceny and liquor laws. Prostitution and gambling are listed as offense categories, but there were virtually no arrests for either of these.

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Some 83 percent of the reported offenses are in the area served by the Sheriff's patrol and in Hillsboro, Beaverton, and Tigard. This is roughly the same as their share of the population as well. Proportionately, arrests in these four areas are somewhat less, 77 percent of the total. Relative to the populations represented, the cities report about twice as many offenses as the unincorporated area and make about two and a half times as many arrests.

Reported crime rates are shown for various classes of offense in Figures 2 to 6. Figure 2 shows that larceny has remained fairly constant, perhaps dropping a little in the last two years; burglary has definitely dropped in the last two years. Vandalism has remained about steady, while liquor law violations fell dramatically from 1980 to 1982. These last two categories, however, are among those offenses which may not be reported consistently.

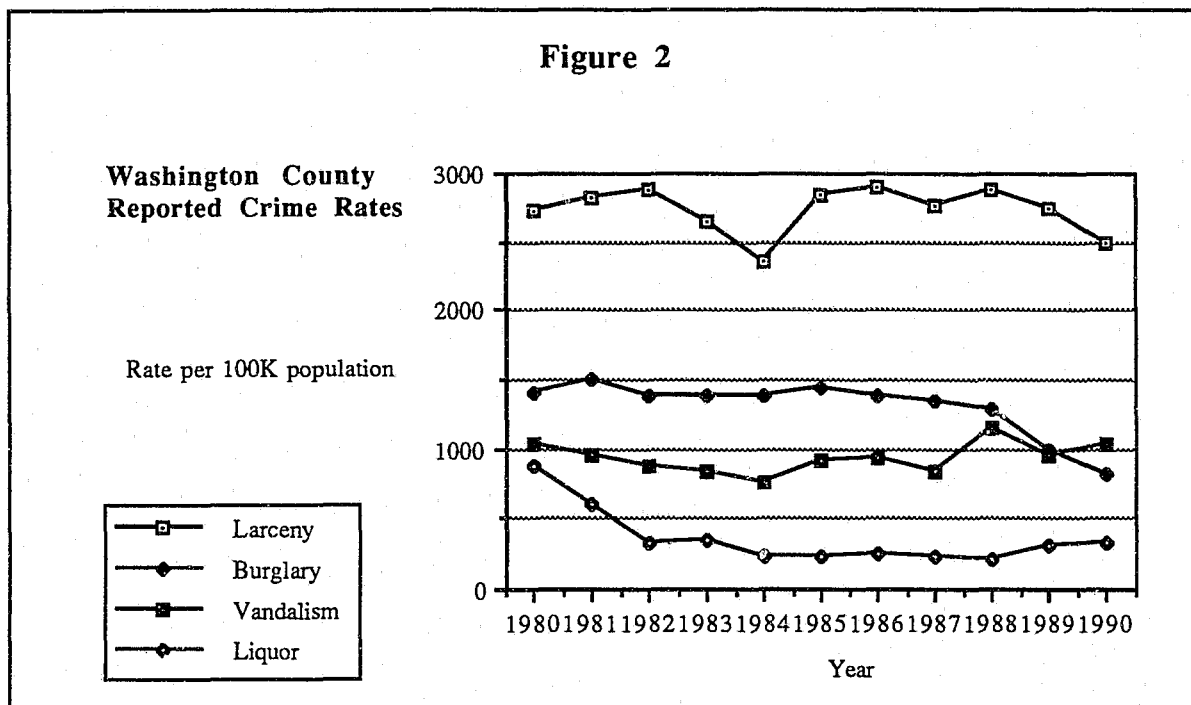


Figure 3 shows a drop in the rate of driving under the influence (DUI) in 1985, with accelerating growth thereafter, but again, the degree of reporting is uncertain and may be more reflective of the extent of enforcement. Assault (aggravated plus simple) has risen steadily though slowly. As shown in Figure 4, Traffic crimes only began to be reported in 1987 and fluctuate wildly.

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Figure 3

Washington County  
Reported Crime Rates

Rate per 100K population

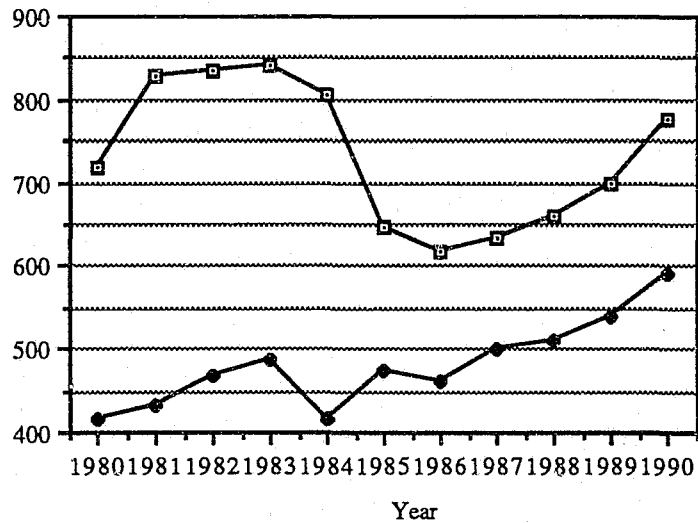
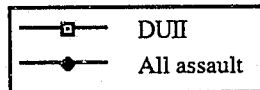
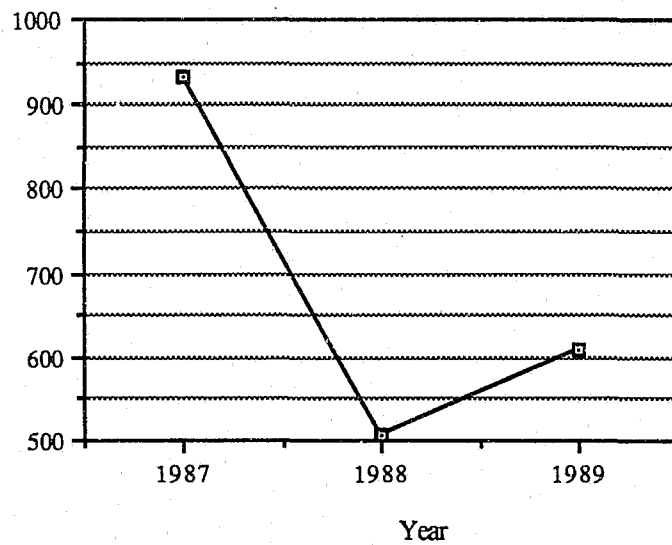
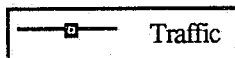


Figure 4

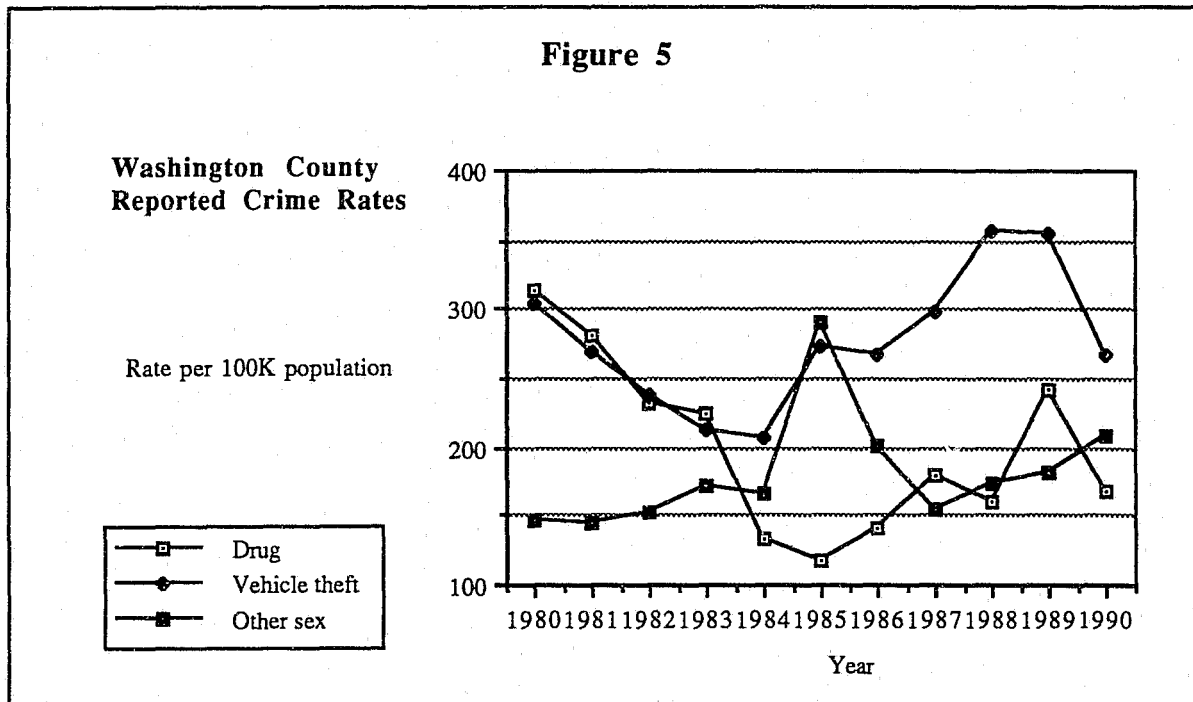
Washington County  
Reported Crime Rates

Rate per 100K population



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Figure 5 shows drug offenses, another of the behavioral crimes, as falling rapidly, rising again, and then falling in 1990; see the discussion below on arrest rates for this. Vehicle theft, which is primarily a juvenile offense but has been rising in many areas recently despite an aging population, shows a decline, then sharp growth, and again a steep decline in 1990. Sex offenses other than forcible rape ("Other sex") have risen somewhat overall, but the sharp peak in 1985 is not explained. This again is a category where reporting rates tend to vary.



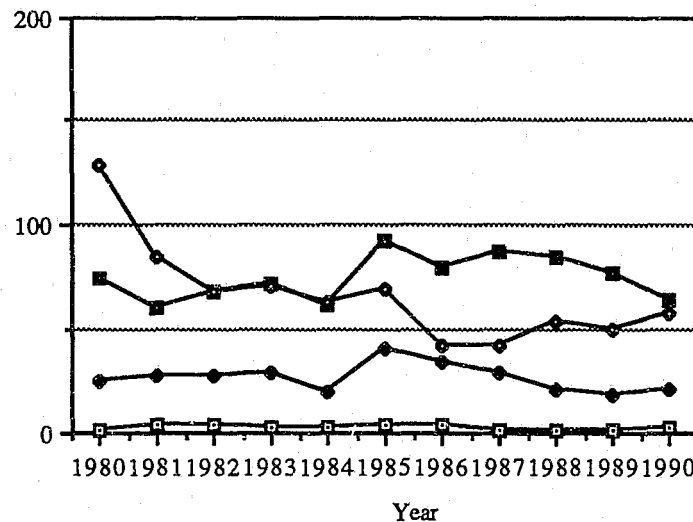
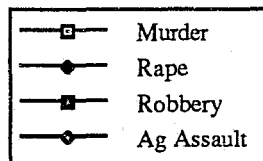
In Figure 6, the most serious crimes are presented. These are also the rarest and would be expected to show the most statistical fluctuation. Aggravated assault has dropped (but see the discussion below). The others have not changed much.

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Figure 6

Washington County  
Reported Crime Rates

Rate per 100K population

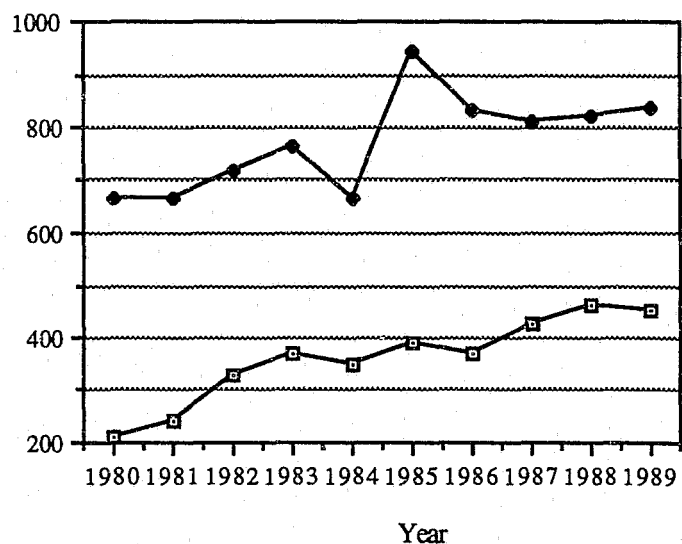
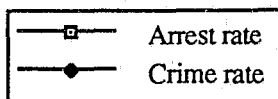


Figures 7 to 11 compare crime and arrest rates for the various classes of offense. Personal crime rates have risen somewhat, but arrest rates for these have risen more sharply. Most of these are for assaults.

Figure 7

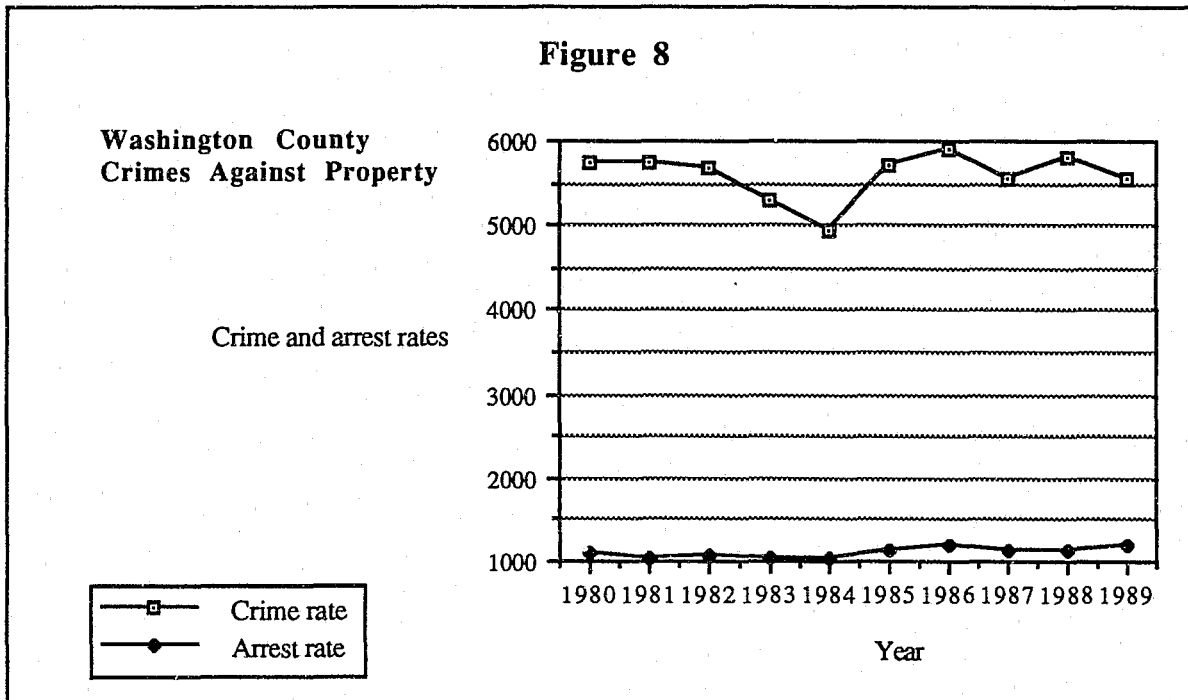
Washington County  
Crimes Against Persons

Crime and arrest rate



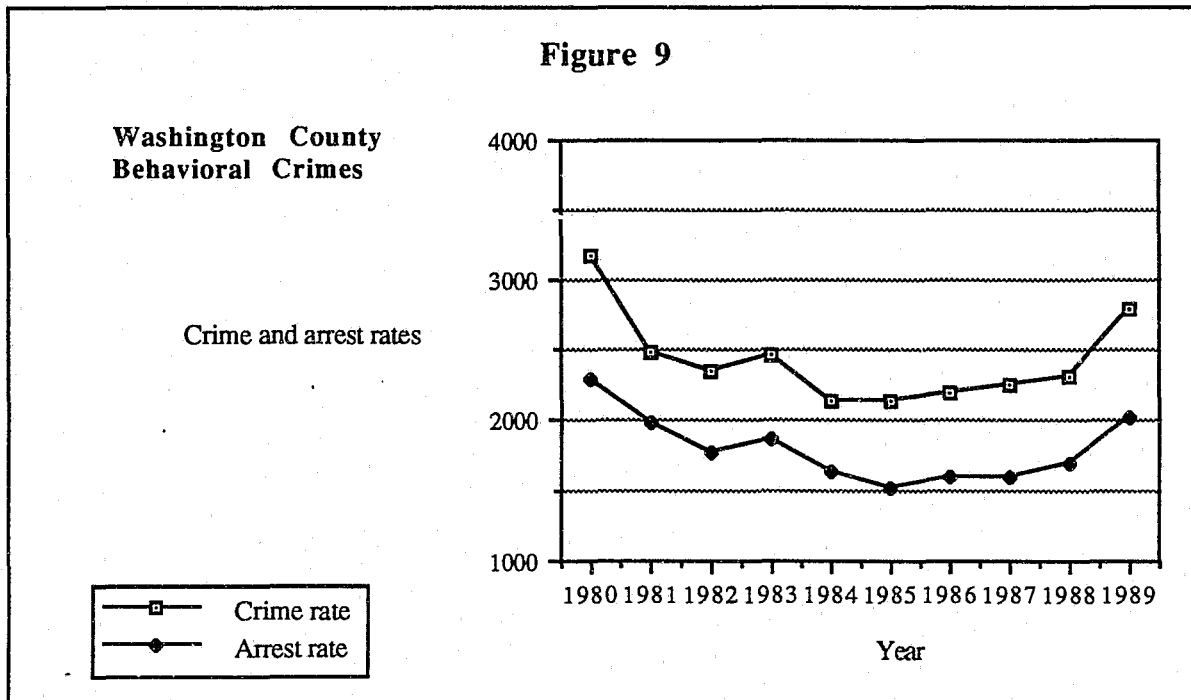
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Property crime and arrest rates have been steady for most of the period except for 1984: note that the ratio of arrests to crimes is much lower here than for personal offenses.

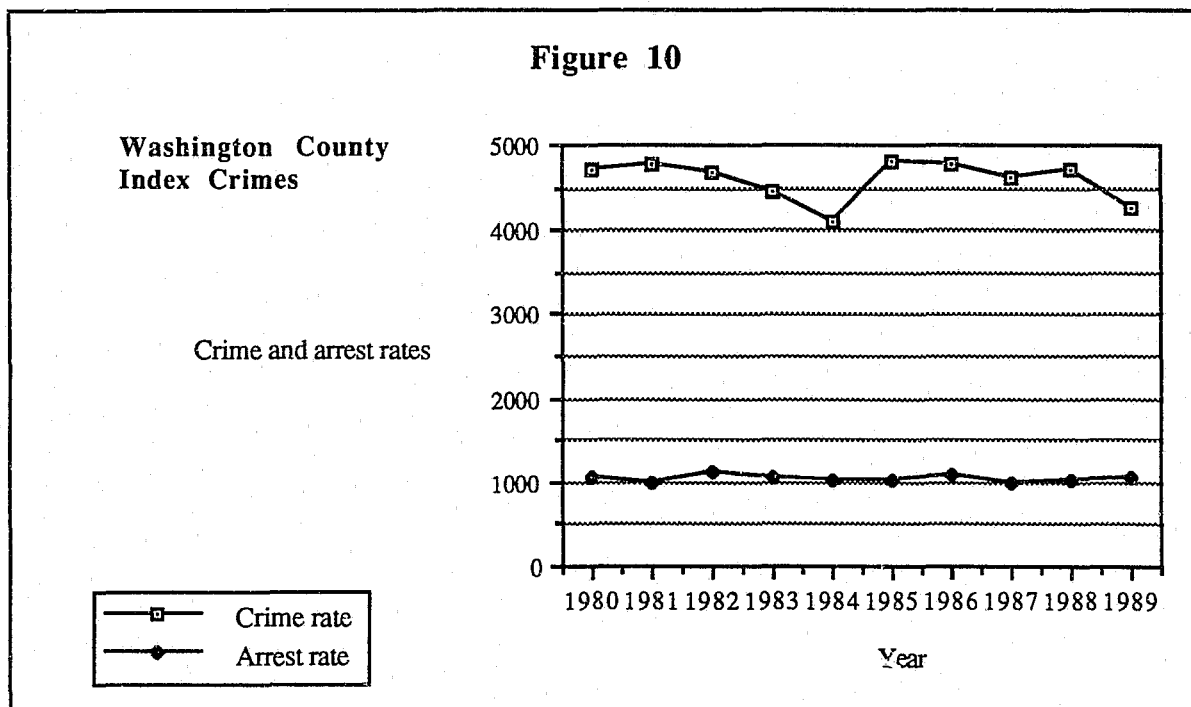


As shown in Figure 9, "behavioral crimes," which are dominated by drunk driving and violation of liquor laws by 18- to 20-year old persons, fell until 1985 and then have begun to rise again but have not reached their 1980 level. As stated, these crimes are hard to measure. The fact that offense and arrest rates are so close suggests that the reported crime rate is measured primarily by the arrests.

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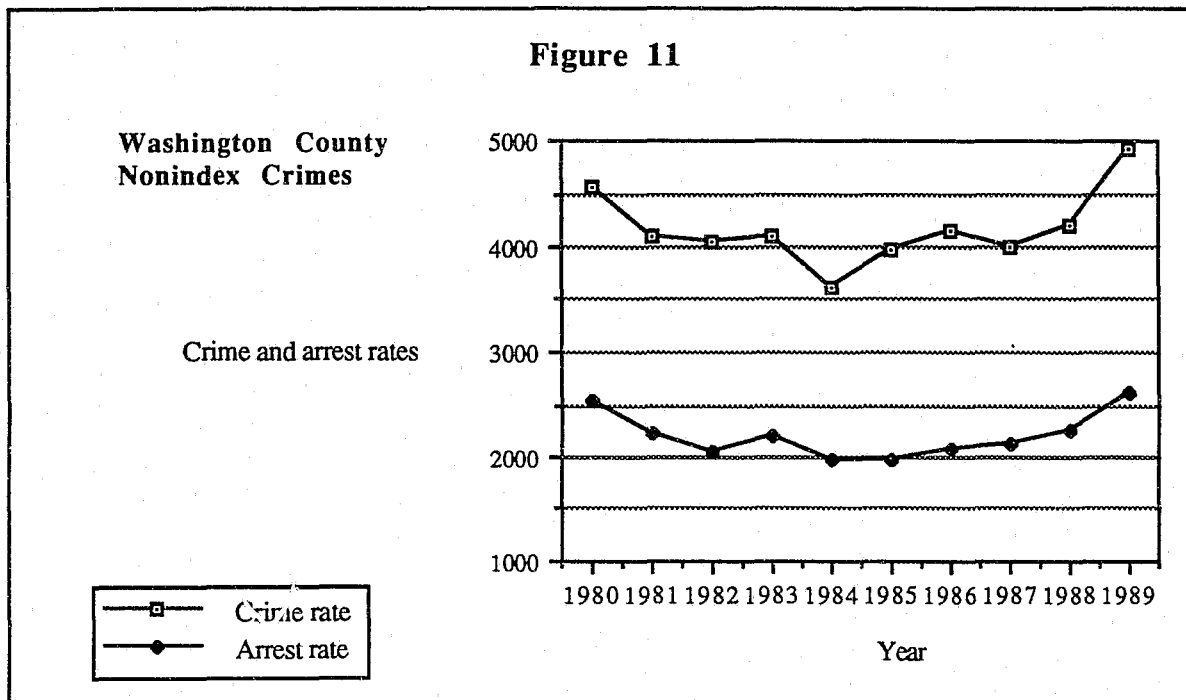


The more serious index crimes (Figure 10) have been rather steady both in reported offenses and in arrests. These are dominated numerically by larceny and burglary and reflect the trends in those.

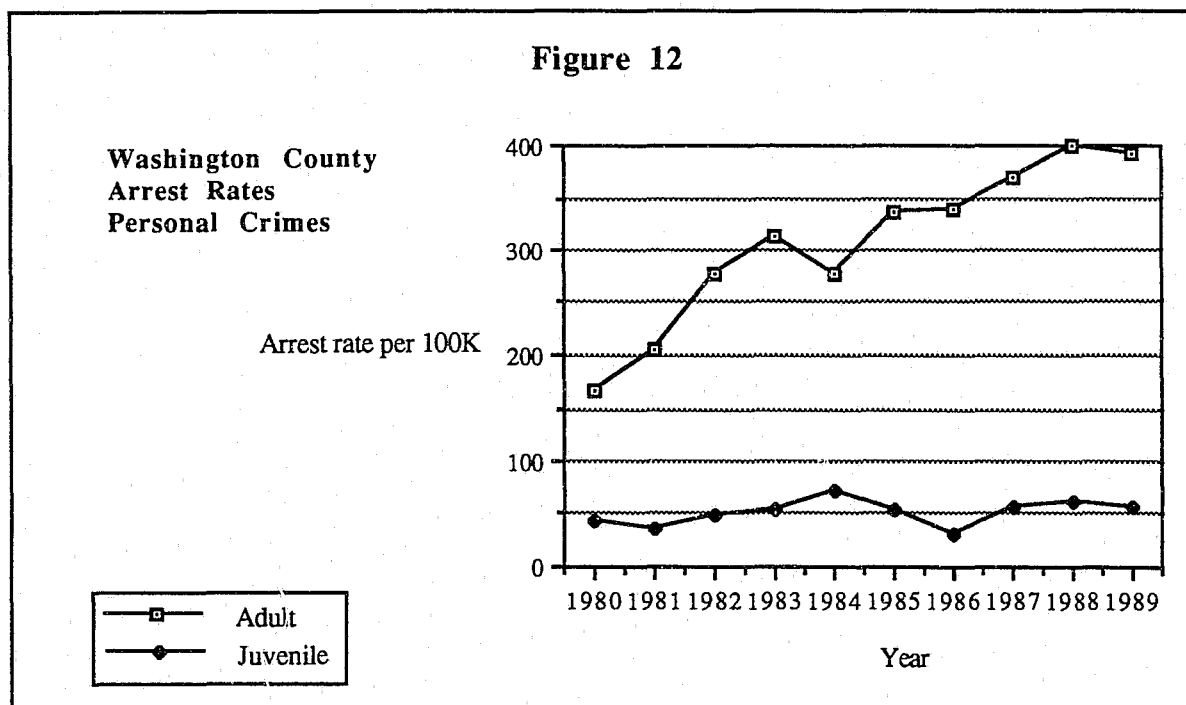


It is in the lesser nonindex crimes that there has been an upturn. Once again, the behavioral crime "rate" which is included here is probably based on arrests.

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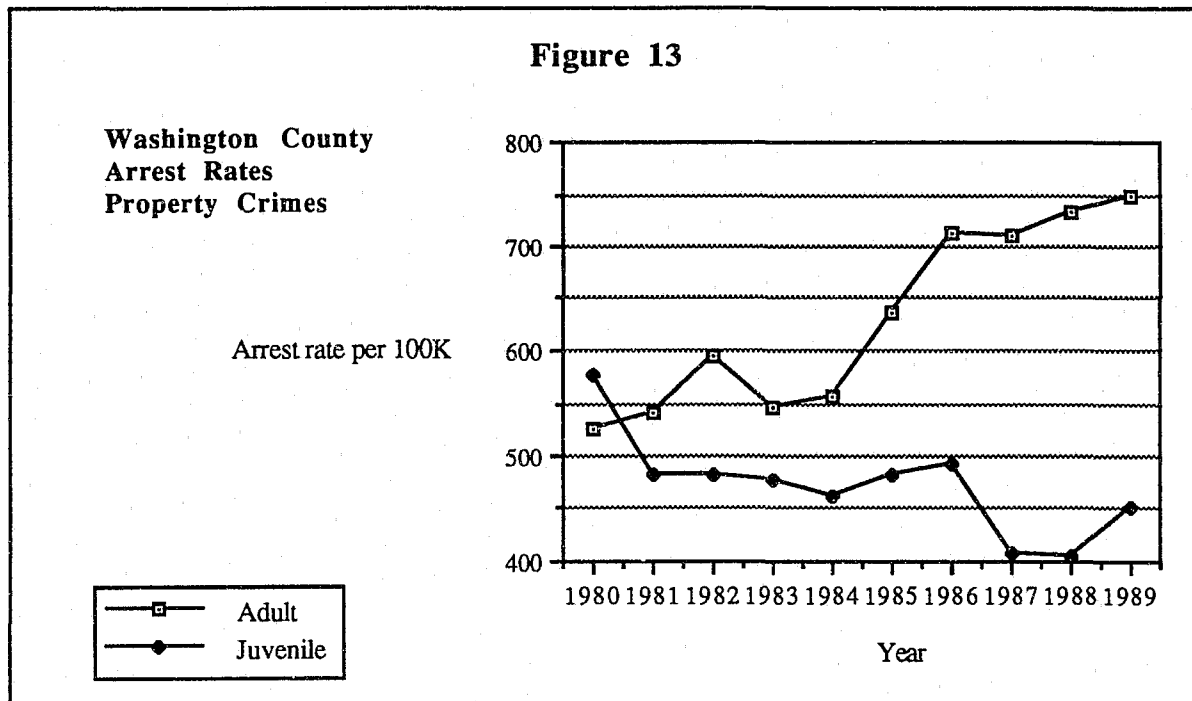
Figures 12 to 16 distinguish adult and juvenile arrest rates in these same categories. The rates are calculated based on total population, not the adult or juvenile population, for which the data is unavailable. For personal crimes (Figure 12), the juvenile rates are low and steady; it is the adult rates which have been rising.



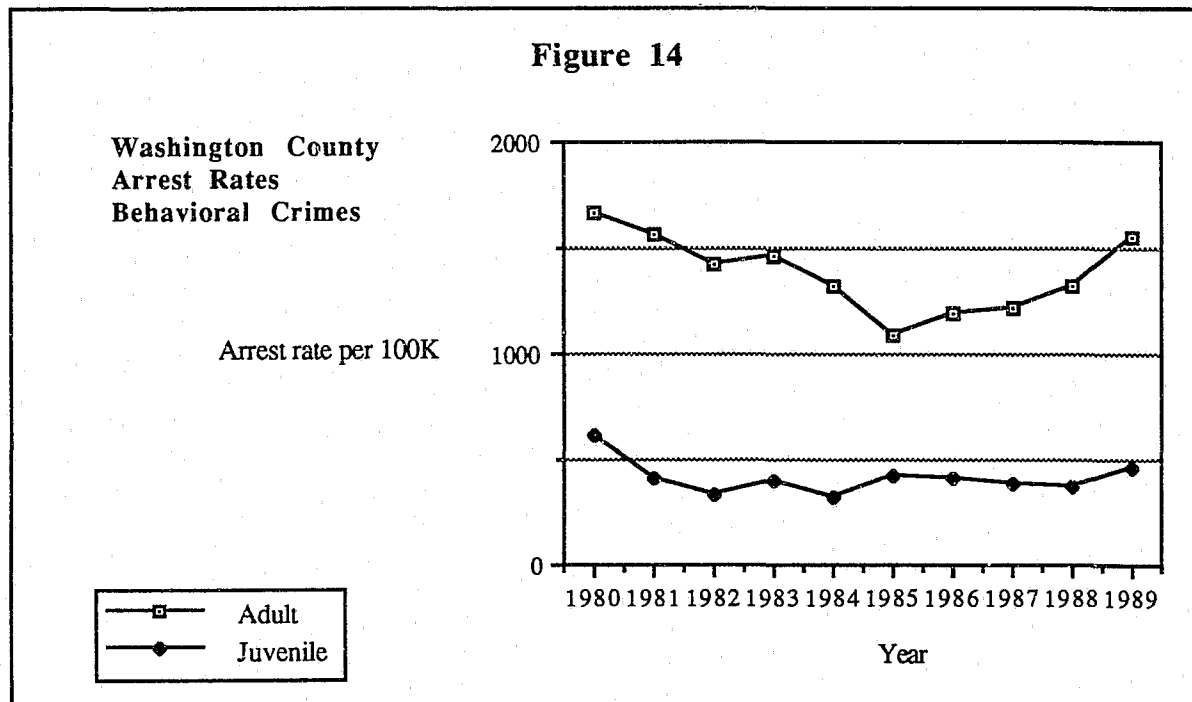


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Property crimes (Figure 13) show a similar pattern except that juvenile rates appear to be falling somewhat.

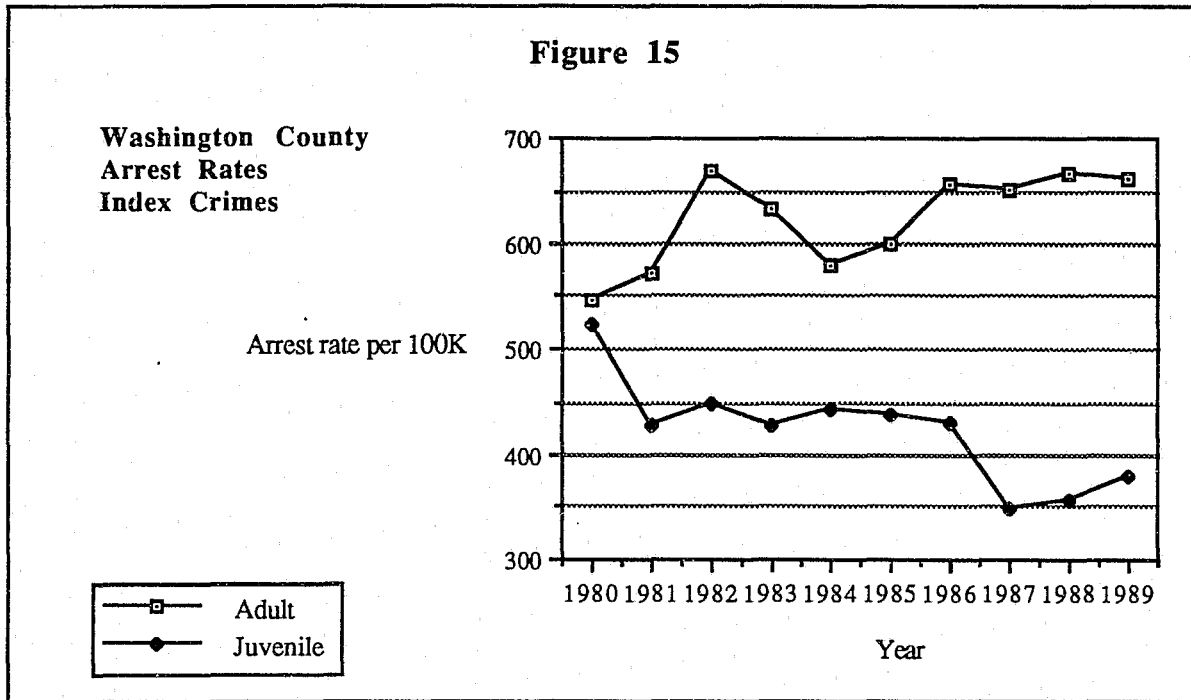


Behavioral crimes (Figure 14) fall and rise again for both groups, but particularly for the adults.

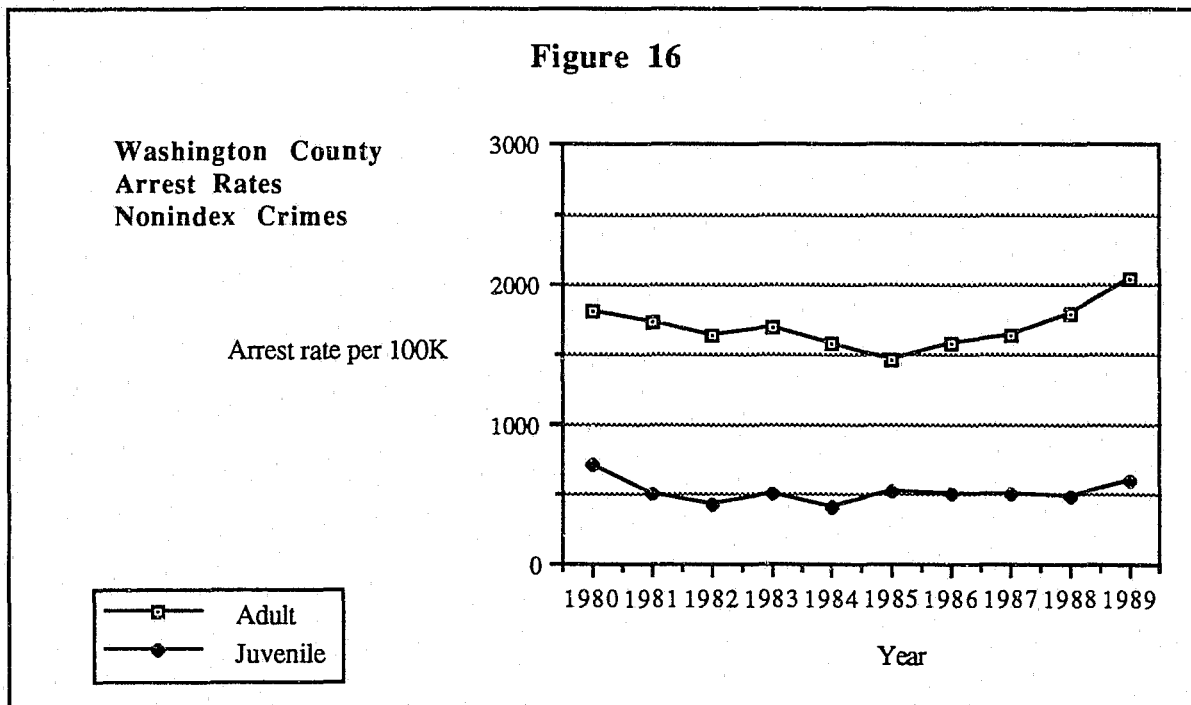


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Adult and juvenile arrest rates for index crime (Figure 15) have diverged.



For the nonindex crimes (Figure 16), the pattern strongly resembles that of behavioral crimes (shown above).



Figures 1 through 16 above seem to show that the less serious crimes account for most of the increased arrests. The index crime arrest rate has scarcely changed in the last four years (see Figure 10), while the rate for nonindex offenses has increased by about a third (see Figure 11). Since the victimless crimes are not usually reported unless an arrest is made, there may not be an actual increase in criminal behavior of this sort. This apparent growth occurred before the Enhanced Sheriff's Patrol District program reached its full staffing level. There is some indication of increased arrests by the Sheriff's Department in 1989, but it would be necessary to examine 1990 data (not available for this study) to confirm this.

How can future crime be predicted from the present data? The most important factor is population growth. In the crudest approximation, crime rates can be taken as simply proportional to the population. The document "Washington County Historic Growth Trends" gives county population in each Census year, plus projections for the year 2010, and age distributions for "the Portland area" (undefined) for 1989 and 2010. ILPP has interpolated population and age distributions for the year 2000 from these. Population will increase by 41 percent by 2010, so crime might increase by the same amount.

A refinement to this projection can be made through consideration of the age structure. ILPP has devised an age-weighted model of arrests by age cohort, sex, ethnic group, and type of offense (felony/misdemeanor, and several categories within each of these) using 1989 arrest data and has applied this model to Washington County in order to gain a perspective on arrests there. The Washington County population was assumed to maintain its current ethnic composition and to be 50 percent male; under these conditions, the gradual aging expected to occur over the next two decades would reduce the arrest rate by about four percent per decade, giving an increase in total arrests of a little over 33 percent by 2010. Consideration of the growth of adjacent counties could modify these figures slightly. The crime rate might be expected to parallel the arrest rate.

This expectation, unfortunately, does not correspond to the county's experience in recent years. As seen above, arrest rates for less serious offenses have been growing; these arrests are increasing faster than the population. This trend cannot continue forever; the question is, when will it level off? It would be important to determine whether the recent increase in arrests reflects more vigorous law enforcement, increased crime, or both. If, for example, the growth is due to the Enhanced Sheriff's Patrol District (ESPD) program, arrest rates should level off after a year or two when the program is operating smoothly at maximum effectiveness. Demographic shifts or behavioral changes, on the other hand, would operate over a longer period of time with no easily predictable cutoff.

## **POLICY IMPLICATIONS**

Washington County has a crime problem which is less serious than that of any other large county in Oregon. This is undoubtedly due in some part to the county's fortunate position as the wealthiest county in the state. It ranks among the top two in other social indicators, such as a low poverty rate and high educational levels, as well; all these are typically associated with low rates of crime. Yet the seriousness of crime is relative: victims are not impressed by the fact that they constitute a statistical anomaly. However good the situation is, it can always be improved.

If the county maintains and analyzes information on crime and arrest rates, it will be better able to plan its justice system needs. The volume of crime overall is most relevant to sizing

the jail and other facilities while the crime rate gives a better indication of the effectiveness of crime prevention activities.

But, as indicated, the numerical incidence of behavioral crime in particular should be viewed with skepticism because of the reporting problem. There will also be statistical fluctuations from year to year which are not sufficient to constitute a trend, so careful and objective interpretation of the data is essential.

Careful analysis will allow assessing the impact of new programs such as the Enhanced Sheriff's Patrol District. Most valuable, though most difficult to assess, would be a determination of the reduction in crime rates in the area covered from what they would have been in the absence of this program. At least, it will be possible to tabulate the increased arrests and relate them to program costs.

There is a suggestion from the data that there has been a recent upturn in arrests for behavioral crimes in Washington County. As these are generally less serious than the other offense categories, the county should be alert to the possibility that it may be diverting jail space and other valuable resources from combatting the more serious offenses.<sup>3</sup>

## E. SYSTEM COSTS

A criminal justice system is an economic good. Allocating resources to criminal justice entails diverting those resources from some alternative use. Any evaluation of a criminal justice system must include considering how much the system costs and what the benefits of it are. Optimizing the system in the economic sense means expanding (or contracting) it to the point where any additional costs begin to exceed the benefits realized.

Thus, costs and benefits must be measured. Most of the costs of the system can be enumerated, at least in principle. There are specific components of it, public safety, Courts, District Attorney, etc., and all of these have their budgets which can be added up. Some noncriminal costs are difficult to separate out: in the Courts, for example, it is not easy to know what fraction of the budget to assign to criminal rather than civil activities. Police departments, similarly, devote some time to noncriminal activities such as traffic control, rescue and emergencies, etc.

The benefits of the system are much more abstract. A major component of these surely is the cost of crime prevented. But it is extremely difficult to measure the costs of crime. Property is stolen or damaged; that is fairly simple to assess. Injuries to persons can be evaluated, however imperfectly, by the worth of the victims' lost wages or productive time. There are more subtle costs as well, such as the loss of work or the increase in family welfare costs for persons in jail or prison.

However, the major problem is that crime imposes a severe psychological cost, most directly on its victims, but additionally on the population which lives in fear of it. These

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<sup>3</sup> There was a large drop in the ratio of aggravated (index) to simple (nonindex) assault arrests in 1985, presumably as the result of a change in legal definitions or interpretations. Before that year, most assault suspects were charged with aggravated assault; since then, aggravated assaults have fallen to a small fraction of the total assault arrests. If current practices had been in force earlier, the index arrests would have been lower and the nonindex higher before 1985. Oddly, this pattern was reflected only in the arrests and not in the reported crimes of assault.

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costs cannot be evaluated, though they seem not to be related directly to the actual amount of crime in a community.

Given that the cost of crime overall cannot be measured in dollar terms, it becomes doubly impossible to measure the benefits of the justice system since it is virtually impossible to determine how much crime is actually prevented or deterred through the system's operations. Economic optimization is not feasible.

The issue can have only a political resolution. All of the costs can be tabulated and presented to the decision makers who will have to decide whether, in their view and that of their constituents, the results justify the expenses. The costs of justice as part of the total county budget can be instructive in this connection, especially when viewed over a period of time since trends in expenditures tend to persist over a period of years.

### **Costs of the Justice System in Washington County**

ILPP obtained the detailed county budget for fiscal years (FY) 1987-88 to 1991-92, the budgets for the Tigard and Hillsboro Police Departments for most of that period, the biennial budget for the Courts system for 1987-88 through 1991-93, and the public defender costs for FY 1987-88 through most of FY 1990-91. All other costs had to be estimated or interpolated. Fortunately, the county budgeted expenses account for the bulk of the total, so that even relatively large percentage errors in estimating the smaller components should not materially degrade the conclusions. The table below shows these figures.

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**County Budget for FY 1987-88 to 1990-91**

Governmental Unit	Cost of each unit (in millions)				
	87-88	88-89	89-90	90-91	91-92
County Public Safety <sup>4</sup>	\$14.256	\$17.795	\$22.507	\$24.930	\$34.065
Courts <sup>5</sup>	3.120	3.244	3.400	3.561	3.790
Public Defender <sup>6</sup>	1.755	1.861	2.024	2.264	2.500
Beaverton Police Department <sup>7</sup>	2.921	3.302	3.550	4.283	4.500
Hillsboro Police Department <sup>8</sup>	2.209	2.452	2.630	2.938	3.200
Tigard Police Department	2.019	2.372	2.652	3.025	3.300
Other cities <sup>9</sup>	3.050	3.070	3.333	3.701	4.000
<b>TOTAL</b>	<b>\$29.330</b>	<b>\$34.096</b>	<b>\$40.096</b>	<b>\$44.702</b>	<b>\$55.355</b>
County population	287,000	295,000	309,883	317,350	323,100
Cost per capita	\$102.20	\$115.58	\$129.39	\$140.86	\$171.32

NOTES: All FY 1991-92 costs are estimated except county public safety. All FY 1990-91 costs are estimated except county public safety and Tigard Police Department.

It can be seen that the justice system is expensive and growing. Some of this is accounted for by population growth and inflation. Per capita costs eliminate the population effect; despite this, they have increased by 63 percent in four years (though some eight percent of this in the latest budget is the new 911 center). No correction has been made for inflation as the general cost of living index may not reflect the specialized types of cost incurred here.

A county's budget is limited by the taxes and fees which can be collected. Demands for public funds always far exceed the supply. Growth in any area always means reduced growth, or even contraction, in another. Thus, it is instructive to examine the public safety function in comparison with the other major operating budget divisions (land use/housing/transportation, health, human services, general government).

<sup>4</sup> County public safety includes a very small amount for functions not directly related to criminal justice. The major components of this are the Sheriff, ESPD (1988-89 and thereafter), corrections, District Attorney, Restitution Center, and juvenile; emergency communications is included in 1991-92 only.

<sup>5</sup> Biennial data for 1987-89, 1989-91, and 1991-93 available; the distribution within each pair of years is estimated. Criminal and civil functions are not distinguished.

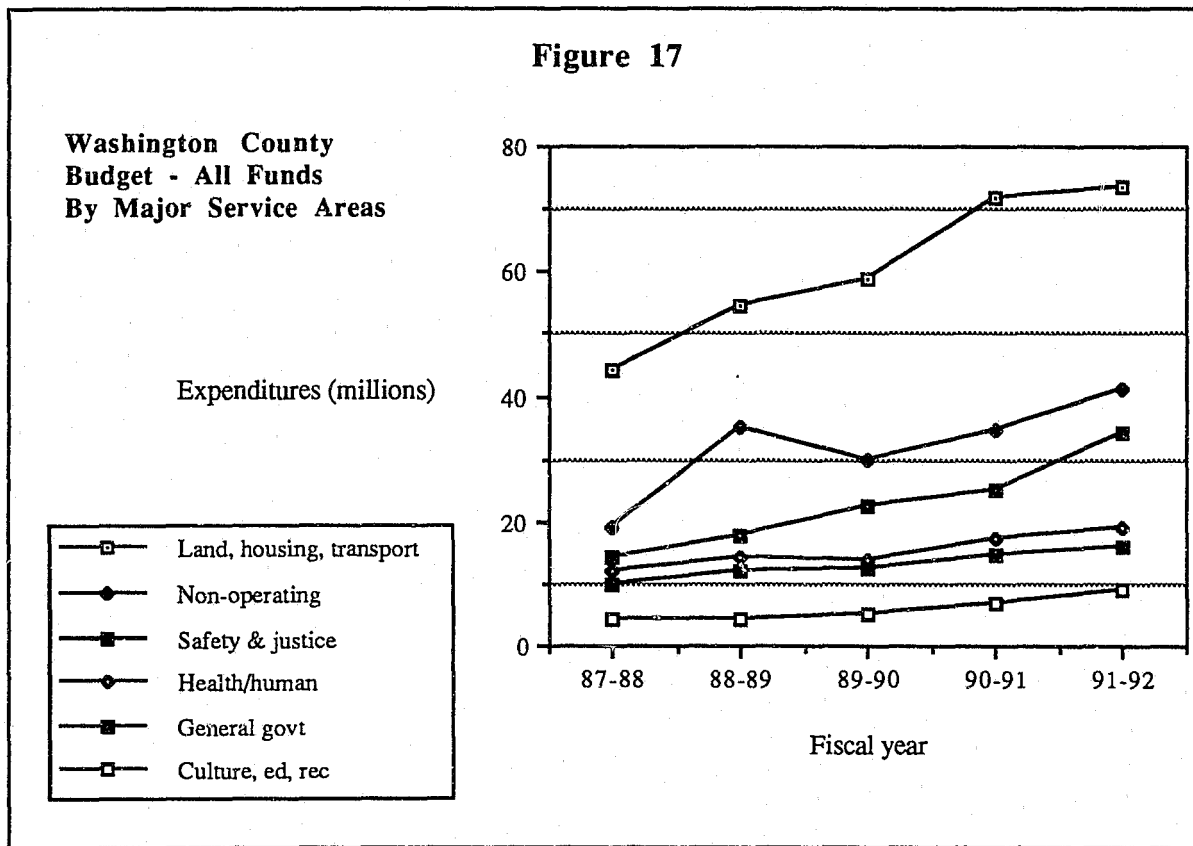
<sup>6</sup> FY 90-91 extrapolated from first 11 months; FY 91-92 estimated.

<sup>7</sup> Beaverton data not available; estimate based on relative sizes of Beaverton and Tigard Police Departments.

<sup>8</sup> Hillsboro budget estimated, FY 90-91.

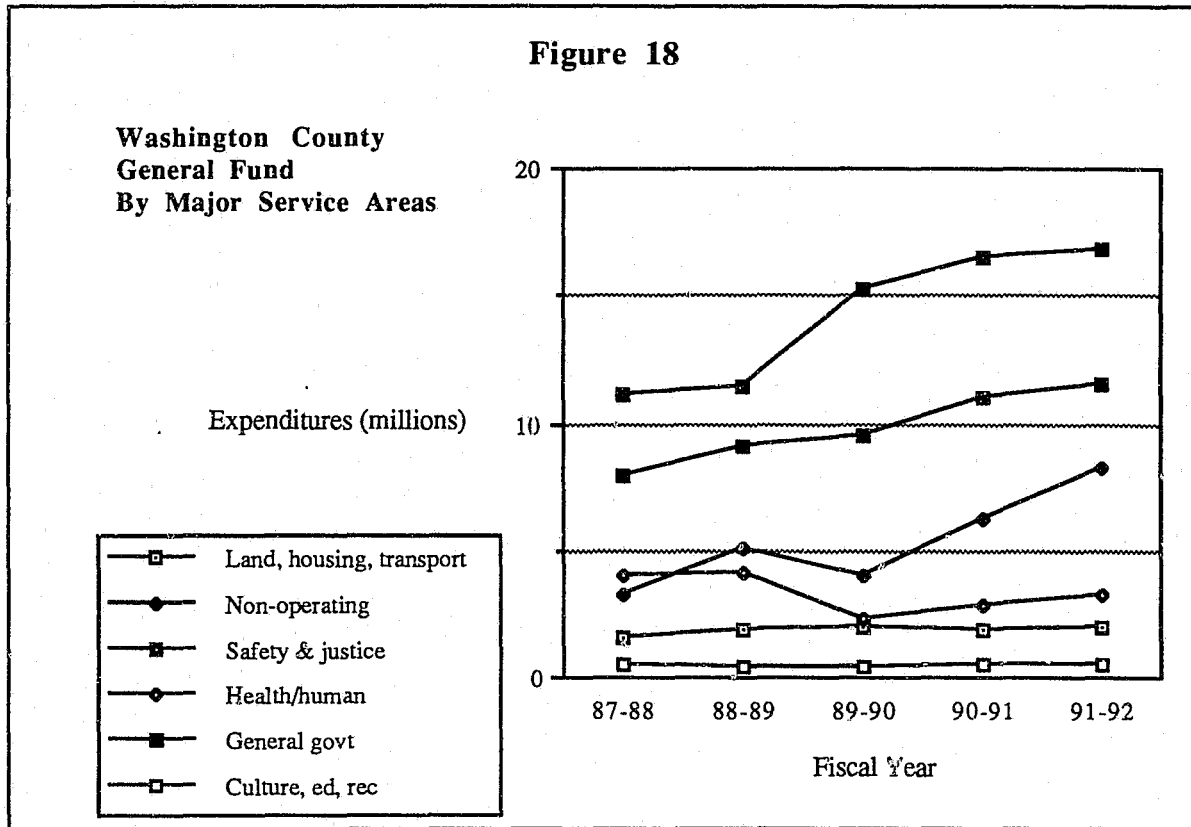
<sup>9</sup> Other cities estimate based on combined staffing of Cornelius, Forest Grove, Gaston, King City, North Plains, Sherwood, and Tualatin Police Departments relative to Tigard. Data extrapolated for FY 90-91.

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Public safety was 14 percent of the total county budget in FY 1987-88; in 1991-92, it will be 18 percent. This is steady if not spectacular growth. But much of the budget, particularly land, housing, and transportation, is financed through special funds such as federal or state contributions or user fees such as the gasoline and vehicle taxes. Public safety does not partake of these to a large degree; instead, it consumes about 40 percent of the county's general fund, as shown below in Figure 18. It is thus by far the largest user of those local funds. It does not appear to be increasing this share, but obviously, any change here will have a major effect on the budget overall.

Figure 18



Although the growth of justice has been slow enough that it will not for many years overwhelm the entire county budget, as it threatens to do in some other jurisdictions studied by ILPP, it will place an increasing burden on the taxpayers if public demands force continual expansion. ILPP presents this information with the following three points in mind:

- Enumeration of the costs can give the county and the public a picture of justice system costs overall, and their rate of increase compared with other governmental functions.
- As shown elsewhere in this report, there appear to be avoidable costs and inefficiencies in the system as presently constituted; these could be ameliorated with no negative effect on the public interest.
- In any case, the public can use this information to help it make an informed choice as to how much justice it is willing to buy with its taxes, and at what point the additional expenditure might better be diverted to preventative rather than corrective action.

### Discussion of Individual Components

The agencies listed in the table above have some duties which do not relate directly to combating crime, but no effort has been made to estimate their magnitudes as these are relatively small except for the civil function of the Courts. Thus, the costs of the criminal justice function alone are somewhat less than those shown for those agencies. On the other



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hand, there are major cost items not included here such as Washington County's shares of operating the state and federal courts, justice departments, and prison systems.

By far the most important component of the tabulated justice costs is the county public safety budget division, and the most important component of this in turn is the Sheriff's Department. In FY 1991-92 the Sheriff plus ESPD accounted for nearly half of the total. Other major components are the Department of Community Corrections, the Juvenile Department (which includes some protective as well as criminal justice functions), the District Attorney, and the Restitution Center. A major new cost in this year is the Emergency Communications Center (911) which handles both criminal and other calls.

Almost all courts in the state of Oregon are under the jurisdiction of the state judicial department. Only justice courts are locally financed, and there is just one of these in Washington County (Tigard Justice Court), which is included in the county public safety budget.

ILPP obtained budget figures for the trial court operations prepared by the Executive Department Budget and Management Division. The data are biennial. The figure for 1987-89 is designated "actual," for 1989-91 "biennial estimate," and for 1991-93 "budget in development." (The document was prepared on 11/27/90.) Unfortunately for the present calculation, the financial statements do not break down total costs between criminal and civil functions. State court costs as presented thus will overstate the criminal costs alone.

Lacking further information, ILPP converted these budgets to approximate annual figures by dividing the expenses between the two years in each pair in such a way as to make the yearly increment consistent.

The costs of indigent defense were obtained from the State Court Administrator's Office by the county and transmitted to ILPP. These include the contracts, private trials and appeals, and extraordinary expenditures. Data for FY 1987-88 through FY 1989-90 were complete while FY 1990-91 extended through only the first 11 months. The latter figure was annualized at the same rate and a figure for FY 1991-92 was estimated.

The budgets for the Hillsboro, Tigard, and Tualatin Police Departments were made available. Using these and the reported staffing of other departments, ILPP estimated the costs for Beaverton and for the other cities in the county, considered as a group. (Tualatin was included with this latter group.) Except for Tigard and Hillsboro, therefore, the numbers are rough, but they do give at least an indication of this component of justice system costs.

## **Conclusion**

The criminal justice system is a major component of local, state, and federal budgets, and thus imposes a substantial and increasing burden on the taxpayers of Washington County. In some jurisdictions, not here, fortunately, the rate of growth is such that it will come to dominate the entire county government if allowed to proceed unchecked. Costs in Washington County are high but as yet, not unreasonable. It is advisable for the county to act now to devise a strategic plan which will contain the costs while they are still manageable.

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Finally, most criminal justice practitioners agree that it is cheaper in the long run to prevent crime than to deal with it after it occurs, yet immediate response to crime is universally demanded by the public. Thus the county's decision makers need to give careful and long-range thought to the allocation of resources between criminal justice and crime prevention.

**APPENDIX I.A**  
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**APPENDIX I.B**  
**ANNOTATED RESOURCES**

## APPENDIX I.B ANNOTATED SOURCES

Below is a listing of all source documents provided to ILPP by various criminal justice system agencies. Annotations and other notes are provided as well. This document was a working library which was used to quickly identify materials relevant to a particular area of study. Thus, annotations include comments regarding the usefulness of a particular document. Letters and numbers (e.g., H1) identify the filing order of documents, including the study area (e.g., Courts). Some documents may be listed twice if relevant to more than one agency. ILPP's general files (correspondence, contracts, etc.) were omitted from this list.

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**H. Courts**

Source	Annotation
H1. State of Oregon, 1989 Oregon Revised Statutes, Volume 3: Penal Code.	Statutes Contain state penal codes.
H2. _____, 1989 Oregon Revised Statutes, Volume 12: Vehicle Code.	Statutes Contain state vehicle codes.
H16. _____, Sentencing Guidelines Grid, May, 1989.	Background Includes a grid completed by courts staff, sample grid with dispositional line and explanation of use.
H74. State Court Administrator, Oregon Judicial Department, Annual Financial Report, FY1990, December 18, 1990.	Data (Unaudited) balance sheets, accounting policies.
H75. _____, Annual Financial Report FY1989, December 6, 1989.	As above.
H76. _____, Annual Financial Report FY1988, November 17, 1988.	As above.
H77. Non-Judicial Support Staff Flowchart, July, 1991.	Flowchart. Not useful for ours as it only contains positions in the court, etc. No release mechanisms.
H78. Oregon Judicial Department Internal Control Plan, Criminal Processing & Controls, n.d.	As above.
H79. Washington County Circuit Court Judges and Judicial Staff Flowchart, May 1, 1985.	Flowchart Not useful; only has positions.

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H80.	Tira, "Memo to Sandy [Officer] re: Requested Information on Washington County Courts Computer System," June 25, 1991.	Background Lists info. retrievable from court computer system.
H81.	Automated Budget Information System Data, Executive Department & Management Division, November 27, 1990.	Data Expenditures of Judicial Department from 1987 to 1993 (estimated).
H82.	Washington County Court, Report of Cases Filed, Terminated, & Pending, 1990.	Data Contains cases filed, terminated and pending (end of last and this quarter), age of pending cases, number and age of cases tried, and misc. other case categories.
H83.	Washington County Court, Report of Cases Filed, Terminated, & Pending, 4th Quarter, 1989.	As above. Also includes trials by judge.
H84.	Washington County Court, Report of Cases Filed, Terminated, & Pending, 3rd Quarter, 1989.	As above.
H85.	Washington County Court, Report of Cases Filed, Terminated, & Pending, 2nd Quarter, 1989.	As above.
H86.	Washington County Court, Report of Cases Filed, Terminated, & Pending, 1st Quarter, 1989.	As above, but does not contain trials by judge.
H87.	Washington County Court, Report of Cases Filed, Terminated, & Pending, 4th Quarter, 1988.	As above
H88.	Washington County Court, Report of Cases Filed, Terminated, & Pending, 3rd Quarter, 1988.	As above



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H89.	Washington County Court, Report of Cases Filed, Terminated, & Pending, 2nd Quarter, 1988.	As above
H90.	Washington County Court, Report of Cases Filed, Terminated, & Pending, 1st Quarter, 1988.	As above
H91.	State of Oregon, Oregon Bluebook 89-90, n.d.	General Describes Circuit and District Courts and OCJC, lists judges.
H92.	State of Oregon, Judgment and Execution; Parole and Probation by the Court, n.d.	Background Contains statutes re: judgment, execution, probation and parole.
H93.	Washington County District Attorney's Office, Circuit (and District) Court Felony Statistics from 1/1/85 to 2/20/91, June 20, 1991.	Data Breakdown of filings/convictions. May be somewhat useful for filings data, but dispositions info. not useful; does not add up equal to filings. This info. was received from jail staff when we asked for breakdowns of bookings.

**I. DISTRICT ATTORNEY**

I1.	Washington County District Attorney's Office, Sample DA Charging Decision form, June 1991.	Background Contains reasons that DA will not prosecute.
I2.	_____, Performance Indicators, n.d.	Data Case filings, no complaints and jury trials.
I3.	Clifford, Jan L., Productivity Analysis of the Office of the District Attorney, May, 1986.	Data Discusses drop rates, filings to conviction ratios and staffing.

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I12.	Perrell, Alan, District Attorney's Caseload Prompts Change, March, 1984.	Data Some budget info. from past years. Analysis shows DA caseload grown substantially, staff not increased. Talks generally about impact: focus on felony cases, less specialization, intake team to screen. Makes recommendations to help with problems.
I13.	District Attorney, Organizational Charts, 1991-92.	Flow chart Not useful. Only staff structures/hierarchy.
I14.	District Attorney, Budgets and Staffing Histories, 1981-82 (Actual) to 1991-92 (proposed).	Data Budgets and staffing information.
I15.	District Attorney, Info. Re: Data Processing Systems, August, 1991.	Background Writeup of system by DA's office, packet of how to make inquiries, misc. reports generated by data system.
I16.	District Attorney, Sentencing Patterns, 1990, 1991.	Data Based on guidelines, including no. sent to prison (jail), departures in sentencing and optional probation. Data broken out by "team" which seem to be different in the seriousness of the cases they handle.
I17.	District Attorney, Performance Indicators, 1991.	Data Comparisons from 88 to 91 of activity volume. Also, offenses filed in court and who handles from DA's office (e.g., misd. offense handled by felony DDA)
I18.	Washington County District and Circuit Courts, General Orders (re: release program and security amounts in traffic and criminal cases), n.d.	Background/Policy Re: release program and security amounts in traffic and criminal cases.
I19.	Oregon Revised Statutes, Excerpts of statutes relating to release of inmates, 1991.	Background/Policy
I20.	District Attorney, Misc. Memoranda re: Policies of the DA's office, 1987-1990.	Policy RE: DWS, Theft, Negotiating Bed Checks, felony arraignment procedures.

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I21.	District Attorney, "Drop Rates," 1989-1991.	Data Cases reviewed, filed, no complaint and drop rate calculated for felonies, misdemeanors/violations. Data also monthly per law enforcement agency.
I22.	District Attorney, Case Processing Time Frames, Down Charging and Conviction Rates, 1991.	Data Plea-bargaining and relationships between charges and dispositions.
I23.	Oregon Revised Statutes, Excerpts relating to incarceration Priority and Case Scheduling, 1991.	Policy States priority should go to in-custody defendants; pretrial incarceration only 60 days or else release (except if charged with nonreleasable offense).
I24.	District Attorney, Team Assignments, n.d.	General Breaks out team leaders and staff assigned to support, including DAs, secretaries, crimes handled. Intake duties rotated weekly with intake attorney usually assigned to the case (except misd. attorneys).

**J. LAW ENFORCEMENT**

General File - contacts and misc. correspondence.

[Washington Co. Sheriff]

J1.	McCloskey, Michael C., "Letter to Susan Jensen re: Requested Data for Study," assessment of data, June 20, 1991.	Correspondence
J2.	Washington County, Information Systems Strategic Long Range Plan Update (draft), January, 1989.	Background Criminal Justice Info. Systems. Briefly describes county's past efforts at networking and impacts of those efforts. Describes current info. system and makes recommendations.
J3.	Probstfield, Sheriff William R., Washington County Sheriff's Department Policy Manual, n.d.	Policy Contains policies on department, officer conduct.
J4.	Washington County, Department of Public Safety, Corrections Division, Policy Procedure Manual, n.d.	Policy Contains policy on jail operations, jail staff conduct, describes inmate activities, privileges as related to staff activities.

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J5.	Ashford, Kathryn A. and Mosback, Craig, Oregon Criminal Justice Council, First Year Report on Implementation of Sentencing Guidelines- November 1989 to January 1991, March, 1991.	Data. Summarizes sentencing practices since implementation of guidelines. Compares practices pre and post-guidelines.
J6.	Washington County, 1991-93 Community Corrections Act, Option I, Plan, February 14, 1991.	General/Data Descriptive info. re: CC's programs; some data re: population increases and capacity of Restitution Center.
J7.	Washington County, Department of Public Safety, Sheriff's Annual Report, 1985.	General No in-depth data though presents some overview of the system.
J8.	Washington County, Department of Public Safety, Sheriff's Annual Report, 1987.	As above.
J9.	Washington County, Sheriff's Office, Annual Report, 1989.	As above.
J10.	Washington County, Staffing Profiles and Organizational Charts, FY86-FY92.	Data Contains staffing breakdowns.
J11.	Washington County, Sheriff's Office, Fiscal Summary Sheet--Revenues, Expenditures, Positions (FTE) and General Fund Subsidy, FY81-FY86, FY87-FY91.	Data Info. broken out by program, organization unit, fund and line item.
J12.	Washington County, Sheriff's Office, Patrol Statistics January, 1990 to May, 1991.	Data Info. on miles, reports, citations, accidents, investigations, etc. by general fund and ESPD.
J13.	Washington County, Sheriff's Office, Law Enforcement Data System (LEDS)/Oregon Uniform Crime Reports (OUCR), 1981 to April, 1991.	Data Useful as comparison between Washington County and state reported crimes.

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J14.	Law Enforcement Data System, Criminal Justices Services Division, Report of Criminal Offenses and Arrests - 1989, September, 1990.	Data Includes January through April, 1991 runs. Not sure if useful.
J15.	Don Barney & Associates, Final Report: Washington County Public Safety Review Committee, May, 1986.	General/data Found that police service levels varied from .77 to 2.9 sworn officer per 1,000 residents (both inc. and uninc. areas). Recommendations re: making service more uniform, reduce overall costs of police, funding

**[Tigard Police Department Materials]**

J119.	Goodpaster, Ronald D., "Letter to Susan Jensen re: Data Request List," July 11, 1991.	Correspondence
J120.	City of Tigard, Tigard Police Department Budgets FY82-FY90.	Data Includes performance measures, personnel (staffing figures) summary, adopted budget by department function (admin., patrol, support). Previous budgets back to 1982-83.
J121.	City of Tigard, Tigard Police Department Staffing Histories FY80, FY81.	Background Describes each section and summarizes staffing and budget. 1981-82 and 1980-81 are included.
J122.	Washington County Circuit/District Court, Release and Security Release Agreements, n.d.	Background Forms to be signed by offender being released.
J123.	McElligott, Michael J., "Memorandum to Chief Ron Goodpaster re: Bail Schedule and Release Orders," September 17, 1990.	Policy Pretrial Release. Bail schedules and orders for traffic and criminal matters.
J124.	Tigard Police Department, General Order #2: Police Discretion, October, 1990.	Policy Re: Police Discretion

**[Hillsboro Police Department Materials]**

J125.	Hillsboro Police Department, Annual Report FY84-FY89, November 29, 1990.	Data Contains org. charts, budget, personnel info., police/population ratios, crime statistics and general descriptions of programs.
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**[Tualatin Police Department Materials]**

J126.	Tualatin Police Department, List of Materials sent in response to our request letter (including staffing histories, Juvenile/Adult bookings to present, general department procedures), n.d.	Background/Correspondence
J127.	Winegar, Steve, Chief, Tualatin Police Department, Memorandum re: Patrol Operations Procedure (General Order 41.2)," May, 1991.	Policy Responsibilities of officers re: investigations and interviews.
J128.	Winegar, Steve, "Memorandum re: Limits of Authority (General Order 1.2)," April, 1989.	Policy Also covers discretion, alternatives to arrest.
J8A.	Bryce, Richard S., Staffing Analysis, Washington County Department of Public Safety, September, 1987.	Data re: Sheriff's Office law enforcement.
J10A.	Washington County Sheriff's Office, Promises Made and Kept: Performance Review of the Enhanced Sheriff's Patrol District, August, 1990.	Data ESPD - Sheriff's Office Review
J11A.	Cameron, Charles D., letter re: Renewal of ESPD Serial Levy, August 16, 1990.	Background ESPD
J45.	Washington County, Board of Commissioners/Government Finance Associates, Report on Funding Mechanisms, Enhanced Sheriff Patrol District (ESPD), July, 1987.	Data ESPD - data re funding
J46.	Washington County, Board of Commissioners/Government Finance Associates, Feasibility Analysis, Enhanced Sheriff Patrol District (ESPD), vol. 5a, April, 1987.	Data ESPD - report on funding feasibility.

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J73. Washington County Public Safety Review Committee, Final Report and Recommendations, June, 1986.	General/data Found that police service levels varied from .77 to 2.9 sworn officer per 1,000 residents (both inc. and uninc. areas). Recommendations re: making service more uniform, reduce overall costs of police, funding. [Was done by Don Barney, Associates]
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**K. PUBLIC DEFENDER**

[From Marvin Garland, Public Defender]

K1. Indigent Defense Form 4: Monthly Case Inventory Report for Month Ending June, 1991, June, 1991.	Data Appears to not be useful. Has cases assigned, terminated and pending monthly.
K2. Hutzler, John, "Memorandum to Al Kalmanoff re: Indigent Defense Expenditures," June 21, 1991.	Data Info. on \$ spent on indigent defense for FY 88 to 91 by Death and Nondeath Cases.
K3. Metropolitan Public Defender Services Inc., Indigent Defense Services Contract Proposal, April 2, 1990.	Background Provides overview of organization.
K4. Metropolitan Public Defender Services Inc., Input Screens for Docket System, n.d.	General Includes Open file, update file, close file, JV closure screens.

**L. COMMUNITY CORRECTIONS**

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L1.	Washington County, 1991-93 Community Corrections Option I Plan, February, 1991.	Background/Data Provides a basic description of programs offered by Community Corrections and some data on budget and staffing.
L15.	Washington County, Restitution Center Exit Survey, n.d.	Exit Survey Lists fields that Hutzler was looking at in his study.
L110.	Washington County Community Corrections Option I Plan, 1989.	Background. Provides more description of programs offered by CC and data on budget/staffing.
L111.	Washington County Community Corrections Option I 1989-90 Annual Report, 1989.	As above
L112.	Washington County Community Corrections 1986-87 Annual Report, December 1, 1987.	As above
L113.	Goodman, Maura, "Memorandum to Sandy Officer re: Setting Sentencing Dates for Offenders with Pending Presentencing Investigations," June 3, 1991.	General Requests to help handle additional PSI workload. Unprioritize between felony and misd. cases; distinguish between in- and out-of-custody, so court sets sentencing a min. of 22 working days from ordering PSI on in-custody cases, 27 days for out-of-custody; notification of all sentencing dates.
L114.	Leeson, Fred, "48-Hour Rule May Make Judges' Week Longer," <i>The Oregonian</i> , n.d.	Review In Mult. Co. courts. Supreme Court ruling says arrestees are entitled to hearing on validity of arrest w/i 48 hours.
L115.	Washington County Restitution Center, Restitution Center Brochure, n.d.	General Brief description of RC: who operates, placement, supervision, activities.
L116.	Washington County, Community Corrections Option I Plan [excerpts] 1991-93, n.d.	General Excerpts on the Restitution Center
L117.	Washington County, Miscellaneous Client Forms, n.d.	Background



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L118a.	Washington County, Community Corrections Information System Configuration Chart, n.d.	Data Information System network drawing
L118b.	Washington County, Data Processing Software Inventory and Definitions, n.d.	Background Describes PROBER (inc. problems), OPS-DOC Offender Profile System, LEDS and TOPS.
L126.	Gates, Rob, "letter to Myla Reyes re: Program and Funding Information on Restitution Center/Alternatives to Incarceration," July 12, 1991.	Correspondence
L127.	Rutter, Larry, "Memorandum to Parole and Probation Supervisors re: OCMS Review," June 6, 1991.	Background Provides instructions to P.O.s re: responding to OCMS review.
L128.	OCMS Standards Reviewed, January 1, 1991.	Background Lists standards as above.
L129.	Rutter, Larry, Review of OCMS Cases - In-house, n.d.	Background Grid with scores - not easily interpretable.
L130.	Weeber, Gary, "Memorandum to Larry Rutter re: OCMS Operational Review/Draft Summary Report," June 3, 1991.	Background Lists items that were looked at by OCMS and provides a transmittal for summary.
L131.	Oregon Department of Corrections, OCMS for Community Services, Summary Report, May 22, 1991.	Data Breaks out distribution of cases by classification, Distribution of overrides, Risk Score by supervision level, compliance to standards, supervision level. Also includes a statewide summary report for comparison.
L132.	Restitution Center, Quarterly Release Statistics for Custodial House Arrest, April 1 to June 30, 1991.	Data Breaks out crime class, release type, CHS outcome, % of time served, violation returned for, education received, exit employed, days on CHS, actual sentence, adjusted sentence and sex by crime - inmate's name is listed.

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**LL. JUVENILE**

LL1. Washington County Juvenile Department, Criteria used in Making Processing Decisions, n.d.	Background Includes statutes, ordinances, policy manuals, state guidelines, admin. rules, memos, agency guidelines.
LL2. Percell, Alan, Juvenile Department Audit Report, April, 1985.	Background/Policy Report looks at functions of juvenile dept. and how operations can be streamlined before local agencies receive more responsibility as state agencies are cut back.
LL3. Juvenile Court Proceedings, n.d.	Background Provides codes, definitions, etc. (like penal code handbook).

**LM. PRETRIAL**

LM1. Washington County District and Circuit Courts, General Orders, n.d.	Background/Policy Re: release program and security amounts in traffic and criminal cases.
LM2. Gordon, Rob, Memo to Shift Sergeants re: Population Release Scores Mechanism to be Implemented, June 20, 1991.	Background Development of release score mechanism to prioritize release from jail when overcrowded. Final jail procedure policy was effective 10/1/91 and listed below.
LM3. Steele, Scott, Memo to Jeff Ross re: Matrix Rough Draft (Jail Overcrowding: A Systematic Way Out), June 6, 1990.	Background RE: factors considered for release under matrix system (when jail is overcrowded).
LM4. Trapp, Donald R., Analysis of Pretrial Release and Detention Policies in Washington County, Oregon, 1986.	General Academic study of validity of pretrial release decisions.
LM5. Toborg Associates, Development of Empirically Based Pretrial Release Guidelines for the State of Oregon, March, 1989.	Pretrial Study done before pretrial release guidelines were established.
LM19. Pretrial Services Resource Center, National Pretrial Reporting Program, National Report, January, 1990.	Data Data from 39 urban counties, sampled from 75 most populous counties in country on developing a national pretrial data base.

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LM31. Pretrial Release Questionnaire, n.d.	General Form filled out to determine release eligibility. Includes name, charge, court, bail, birth date, address, family info., community contacts, employment, income, charges, verification by release assistance officer.
LM35. Pretrial Reporter, Technologies in Pretrial Services, n.d.	Resource Series of articles to help pretrial program administrators. New technologies are explored.
LM36. [prepared by John Hartner], Oregon Pretrial Release Study Charts, n.d.	Data Pretrial release comparisons by county and by agency reporting findings (Natl. Pretrial Reporting Program, Oregon Pretrial Release Study, Washington Co. Pretrial Release Study).
LM37. Washington County, Sheriff's Department, Jail Procedure: Matrix Releases - Jail Crowding, October 1, 1991.	Policy Describes procedure and eligibility for releases of inmates to relieve jail crowding.

**M. JAIL**

M9. Haefeli, Lawrence F., et al, Technical Assistance Report (re: staff training and audit of inmate accounting system), December, 1988.	Data Very focused study of the jail's handling of inmate funds (bookkeeping, etc.). Makes recommendations for improvement.
M25. Hutzler, John and Martin, Teri, "Memorandum to Britt Ferguson re: Corrections Facility Exit Surveys: Data Needs and Data Collection Strategies," June 7, 1990.	Exit Survey Fields examined by Hutzler in his study.
M26. Sample pages from Release Officer Logs.	General Log includes info. re: if inmate interviewed, in on new charges, probation violation, FTA or other. Also includes forms filled out by Release Assist. Officer.
M28. Oregon Criminal Justice Council, Oregon Jail Survey, 1989-1991.	Data/OCJC Includes Jail Pops. and %age of Capacity; breakdowns of sentenced unsentenced by felon/misd.; other crosstabs.
M30. "Jail Overcrowding-A Systematic Way Out," (proposed, but not accepted), n.d.	Background RE: factors considered for release under matrix system (when jail is overcrowded). Also under Pretrial.

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M91.	Metropolitan Service District, Criminal Justice Planning, "Considerations for a Regional Jail, Clackamas, Multnomah & Washington Counties," March 1980.	Regionalization Studied Clackamas, Multnomah and Wash. Cos. Describes current system (1980). Includes narrative on sentenced and pretrial offender requirements and makes recommendations.
M92.	Several Inmate Profiles done by Lt. Bill Berrigan, n.d.	Profile ADPs from 1969 to 1981; statistical info. on inmates from 1988, 1979, 1981.
M93.	Duvall, Robert H., Justice Task Force, Final Report and Recommendations, June 1984.	Policy Rept. describes task force, probs of co. corrections and why, and makes recommendations.
M94.	Working Documents from the Justice Task Force, documents from 1981-1984.	Background Documents development of a strategic management intervention plan, including a stakeholder exercise and action planning. Includes various articles re: Iowa Model of offender risk assessment, task force meeting minutes, forms from Oregon Prison Overcrowding Project offender survey.
M95.	Oldenstadt, Steve, Statewide Analysis and Comparison of Jail Beds, March 15, 1990. (J)	Data Re: Oregon Counties by general population size, by crime rate, by law enforcement officers per 1,000 population, jail and work release beds/le officers.
M96.	U.C.R. Summary, January 1989 - June 1989. (J)	Data Age, race and sex of persons arrested, le officers assaulted, return of persons charged, return of known arson offenses, offense and arrest summary, by time of occurrence, location summary, offenses/arrests by officer identification, offense summary by day of the week, stolen and recovered property by type and value, offenses by premise type, arrest report by number of charges, actual offense volume by month.
M98.	Facilities Sciences Corporation, Long Range Facility Master Plan for Washington County, January 15, 1979. (J)	Report - FMP Found county growing, law and justice growing the most. Includes space projections. Co. chose maximum concentration of functions at Hillsboro Government Complex. Prearchitectural programming included.
M99.	Miscellaneous Imprisonment Rates, n.d.	Data % of adult pop. and sentenced felon pop. by race, imprisonments by race pre and post guidelines, crimes of conviction, sentenced felons in co. jails by month and county (3/89 - 12/90).

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M100. Washington County District and Circuit Courts, Court General Orders (pertaining to release and pretrial release), n.d. (J)	Policy Re: release program and security amounts in traffic and criminal cases. [also under pretrial].
M101. Misc. Pretrial Release Pilot Project, April 9, 1984.	Background/Pretrial Includes cost per month, offenders accepted, unsuccessful status, Oregon Revised Statutes on Sheriff's responsibility to accept prisoners, work credits, etc.
M102. Metropolitan Service District, Studies on Jail Overcrowding and Pretrial Release, July 24, 1980 and April 28, 1980. (J)	Background Includes a concept paper on jail o/c and pretrial detainee program (application for assistance with LEAA, governor's task force). Describe's county's problems and proposed solutions.
M103. Photocopy of U.S. Census Report on Oregon Counties, 1980-1990 Comparison, n.d. (J)	Data County populations for 1980 and 90.
M104. Mundy, Nancy M., "Preliminary and Final Reports - Washington County Offender Profile Study," Portland State University, November 3, 1989. (J)	Profile Useful for comparison with our study.
M105. Bryce, Richard S., Washington County Department of Public Safety, NIC Technical Assistance Report Staffing Analysis, September 30, 1987. (J)	Data Describes facilities, operations. Finds understaffing, poor security, and makes recommendations.
M106. Peed, Carl R., NIC Technical Assistance Report, Washington County Jail Staffing & Manpower Analysis, March, 1987.	Data Report is to help mgmt personnel estimate manpower needs. Makes recommendations. At time of report, some items had already been addressed.
M107. Washington County Jail System, Custody Status Summary, January 10, 1990.	Data Summarizes #s of felons, misdemeanants, traffic, holds only by sentenced and unsentenced (& %). gives total breakdown of inmates by security level.
M108. Smith, Sgt. Rick and Thiessen, SCO Bob, Washington County Corrections Computer Management System Training Manual, October 10, 1987.	Background Presents instructions on procedure step by step. Includes codesheet for computer codes.

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M109. Washington County Circuit Court, Felony Statistics, January 1, 1987.	Data Breakdown of filings/convictions by charge.
M110. Oregon Criminal Justice Council, Oregon Jail Survey (Vol.II, No.4), May, 1991.	Data Includes Jail Pops. and %age of Capacity; breakdowns of sentenced unsentenced by felon/misd.; other crosstabs. Has notes from Hutzler re: data.
M111. Hutzler, John, "Memorandum to Michael McNamara re: Current Jail Staffing," July 25, 1991.	Data Contains staffing for sworn and unsworn personnel at jail.
M112. Washington County, Classification Rule (Draft): Oregon Case Management System Risk Assessment and Supervision Levels, July, 1991.	Background Procedures for classification, risk assessment/reassessment. Info. on data entry, forms, categorization of offenses. Samples of forms included
M113. Washington County Jail, Misc. Statistics, 1980-82.	Data Includes info. on prosecution, bookings, jail population (daily and monthly averages).
M114. Law and Policy Associates, Corrections Facilities Exit Survey Analysis, July 12, 1991.	Exit Survey Data Preliminary analysis and findings of Hutzler and LPA. Includes demographics, criminal characteristics, ALS, release types, History, supervision/security requirements.

**R. FACILITY INVENTORY**

R51. Washington County Courthouse Building Plans, n.d.	Facility-related
R52. Public Services Complex Plans, n.d.	Facility-related.

**GENERAL RESOURCES**

17. _____, Performance Indicators, n.d.	
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28a.	Oregon Criminal Justice Council, Five Year Report 1985-90, February, 1991.	OCJC
35.	Duvall, Robert F., Justice Task Force, Final Report & Recommendations, June 1984, with selected appendices.	General Provides Washington County with miscellaneous findings and recommendations from local task force study.
47.	De Mars, Rick (?), "Route Out" Policy Evaluation, 7/1/87 to 6/30/88.	General Community Corrections/Restitution Center study of the "success" of release program criteria.
S5.	Voorhis Associates, NIC Technical Assistance Report: PONI Phase I, 1982.	Background Brief study of Washington County needs. Makes recommendations. Some material re: history of court involvement in corrections.
S6.	_____, PONI: Phase One Community Meeting, n.d.	Background Resource articles re planning new jail.
S13.	Washington County Futures, Spring, 1990 (Volume 4, Issue 2).	General Gives some info. re: Sheriff's Dept. functions; talks a bit about ESPD and 2000 plan.
S14.	Washington County Futures, Special Issue: 1990-91 Budget In Brief (Volume 4, Issue 4).	As above.
S20.	Washington County, Adopted Budget: Fiscal Year 90-91, July, 1990 (Shelved).	Data Budget
S21.	_____, Proposed Budget: Fiscal Year 90-91, May, 1990 (Shelved).	Data Budget
S22.	_____, Criminal Justice Information Project, Executive Summary of Final Report of the Criminal Justice Information System Committee, October, 1986.	Background Re: data systems. We copied and returned volumes to county.

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S23. _____, Criminal Justice Information Project, Forms and Reports: Criminal Information Flows, n.d. (Shelved).	Background Re: data systems. We copied and returned volumes to county.
S24. _____, Criminal Justice Information Project, Statutes and Procedures Manuals, Juvenile Corrections, n.d. (Shelved).	Background Re: data systems. We copied and returned volumes to county.
S27. Map of Washington County.	General
S36. Oregon Department of Corrections, Chartbook, May, 1991.	Background DOC
S37. _____, Monthly Admission/Release Activity Reports, 1/90 - 5/91.	Data DOC
S38. _____, 1990 Admissions to Institutions by Crime, January 29, 1991.	Data DOC
S39. _____, 1990 Parole Returns by County by Month, January 30, 1991.	Data DOC
S40. _____, Parole and Probation Profile - 1/1/91, January 30, 1991.	Data DOC
S41. _____, Inmate Cell Population Profile - 1/1/91, January 30, 1991.	Data DOC
S42. _____, Offender Population by Major Crime and County of Commitment Profile 5/1/91.	Data DOC



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S43.	_____, Criminal Justice Plan 1980 to Present, State Totals and All Counties, n.d.	Data DOC
S44.	_____, City Populations, Commitments, Commitment Rates, 1988-90, n.d.	Data DOC
S48.	Washington County Consolidated Communications Agency (WCCCA), Long Range Plan Executive Summary, July, 1989.	Flowchart Lots of detail re: flow, not much on release mechanisms.
S49.	Oregon Criminal Justice Process Flowchart, August, 1976(?).	Flowchart Lots of detail re: flow, not much on release mechanisms. Outdated.
S50.	Depriest, L., Oregon Uniform Crime Reporting, Statistical Sequential Flat File Sample, January 25, 1988.	Data Facility-related
S53.	Oregon Department of Corrections, 1991 Prison Admissions, June 7, 1991.	Data DOC
S54.	_____, 1991 New Commitments to Institutions, June, 7, 1991.	Data DOC
S55.	_____, 1991 Parole Returns to Institutions, June 7, 1991.	Data DOC
S56.	_____, 1991 Probation Receptions to Institutions, June 7, 1991.	Data DOC
S58.	Washington County Proposed Budget, 1991-92.	Data Budget

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S59.	Washington County Budget, 1974-75.	Data Budget
S60.	Washington County Budget, 1976-77.	Data Budget
S61.	Washington County Budget, 1977-78.	Data Budget
S62.	Washington County Budget, 1980-81.	Data Budget
S63.	Washington County Budget, 1981-82.	Data Budget
S64.	Washington County Budget, 1982-83.	Data Budget
S65.	Washington County Budget, 1983-84.	Data Budget
S66.	Washington County Budget, 1984-85.	Data Budget
S67.	Washington County Budget, 1985-86.	Data Budget
S68.	Washington County Budget, 1986-87.	Data Budget
S69.	Washington County Budget, 1987-88.	Data Budget
S70.	Washington County Budget, 1988-89.	Data Budget
S71.	Washington County Budget, 1989-90.	Data Budget

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S72.	Washington County Budget, 1990-91.	Data Budget
S80.	Miscellaneous Census Data for Washington County, n.d.	Data Populations

**APPENDIX I.C**  
**CONTACTS**

## APPENDIX I.C CONTACTS

### CAO's OFFICE

Charles D. Cameron, County Administrator

Britt Ferguson, Deputy County Administrator

John Hutzler, Justice Planning Coordinator

### COMMUNITY CORRECTIONS

Penny Barnes, General Supervision Team

Maureen Battles, PSI Team

Jerri Bracken, Supervisor

David Cadd, Intake Case Monitor

Janet Denny, Intensive Supervision Team

Kim Drake/Urias, Intensive Supervision Team

Dennis Erickson, Public Services Manager

Robert Gates, Manager, Restitution Center

Maura D. Goodman, Supervisor

Bonnie Griswold, Abuse Prevention Team

John Hartner, Director, Community Corrections

Sue Koskey, Abuse Prevention Team

Cindy Mazikowski, Abuse Prevention Team

Steve Parr, General Supervision Team

Bud Reece, Intensive Supervision Team

Tom Ridgway, Management Analyst

Larry Rutter, Director, Community Services

Bob Severe, PSI Team

Catherine Shadbolt, DUI/Hispanic Team

Jim Stewart, Supervisor

Duane Terry, Supervisor, Intensive Supervision

Dorothy Turner, Computer Programming

Gayle Venturini, DUI/Hispanic Team

Mark Vernon, Intake Supervisor

Larry Zinsli, Supervisor

## **COUNTY COMMISSIONER**

Bonnie Hays, Chairman, Board of County Commissioners

## **COURTS**

Timothy P. Alexander, Circuit Court Judge

Donald C. Ashmanskas, Circuit Court Judge

Nancy Campbell, District Court Judge

Tira Campbell, Data Processing Technician

Karl Freerksen, District Court Judge

Mark Gardner, District Court Judge

Michael J. McElligott, Presiding Circuit Court Judge

Gregory E. Milnes, Circuit Court Judge

Hollie Pihl, Circuit Court Judge

John Tyner, Jr., District Court Judge

## **DISTRICT ATTORNEY**

Jim Carr, Assistant to the District Attorney

Pam Owen, Administrative Assistant

Scott Upham, District Attorney

## **DEFENSE**

Marvin Garland, Marvin Garland Associates

Jim Hennings, Metropolitan

John Tyner, Metropolitan

## **JUVENILE**

Jery Harkins, Acting Director, Juvenile Dept.

## **PRETRIAL**

Scott Steele, Pretrial Release Officer

## **CORRECTIONS/PUBLIC SAFETY/LAW ENFORCEMENT**

Lt. Lila Ashenbrenner, Hillsboro Police Department

Lt. Bill Berrigan, Washington County Jail

Lt. Budai, Forest Grove Police Department

Sherre L. Calouri, Public Information/Community Relations, Washington County Sheriff's Office

Captain Michael T. Conley, Patrol Division, Washington County Sheriff's Office

Sharron Ebert, Administrative Assistant, Washington County Sheriff's Office

Chief Ron Goodpaster, Tigard Police Department

Lt. Rob Gordon, Jail Administration, Washington County Sheriff's Office

Michael C. McCloskey, Administrative Manager, Washington County Sheriff's Office

Chief Don Newell, Beaverton Police Department

William R. Probstfield, Sheriff

Gerry Sargent, Undersheriff, Washington County Sheriff's Office

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Chief Donovan Shaw, North Plains Police Department

Chief Bob Shook, Hillsboro Police Department

Chief Charles Standley, Cornelius Police Department

Lt. Chuck Straughan, Jail Administration, Washington County Sheriff's Office

Captain Richard Lee Underwood, Washington County Sheriff's Office

Lt. Wheeler, Tigard Police Department

Chief Steve Winegar, Tualatin Police Department

**OTHER**

Mr. Asboe, Close Street Supervision, Multnomah County Sheriff's Office

Legislative Council Committee

R. William Linden, Jr., State Court Administrator



Bob Severe, PSI Team

Catherine Shadbolt, DUI/Hispanic Team

Jim Stewart, Supervisor

Duane Terry, Supervisor, Intensive Supervision

Dorothy Turner, Computer Programming

Gayle Venturini, DUI/Hispanic Team

Mark Vernon, Intake Supervisor

Larry Zinsli, Supervisor

## **COUNTY COMMISSIONER**

Bonnie Hays, Chairman, Board of County Commissioners

## **COURTS**

Timothy P. Alexander, Circuit Court Judge

Donald C. Ashmanskas, Circuit Court Judge

Nancy Campbell, District Court Judge

Tira Campbell, Data Processing Technician

Karl Freerksen, District Court Judge

Mark Gardner, District Court Judge

Michael J. McElligott, Presiding Circuit Court Judge

Gregory E. Milnes, Circuit Court Judge

Hollie Pihl, Circuit Court Judge

John Tyner, Jr., District Court Judge

## **DISTRICT ATTORNEY**

Jim Carr, Assistant to the District Attorney

Pam Owen, Administrative Assistant

Scott Upham, District Attorney

## **DEFENSE**

Marvin Garland, Marvin Garland Associates

Jim Hennings, Metropolitan

John Tyner, Metropolitan

## **JUVENILE**

Jery Harkins, Acting Director, Juvenile Dept.

## **PRETRIAL**

Scott Steele, Pretrial Release Officer

## **CORRECTIONS/PUBLIC SAFETY/LAW ENFORCEMENT**

Lt. Lila Ashenbrenner, Hillsboro Police Department

Lt. Bill Berrigan, Washington County Jail

Lt. Budai, Forest Grove Police Department

Sherre L. Calouri, Public Information/Community Relations, Washington County Sheriff's Office

Captain Michael T. Conley, Patrol Division, Washington County Sheriff's Office

Sharron Ebert, Administrative Assistant, Washington County Sheriff's Office

Chief Ron Goodpaster, Tigard Police Department

Lt. Rob Gordon, Jail Administration, Washington County Sheriff's Office

Michael C. McCloskey, Administrative Manager, Washington County Sheriff's Office

Chief Don Newell, Beaverton Police Department

William R. Probstfield, Sheriff

Gerry Sargent, Undersheriff, Washington County Sheriff's Office