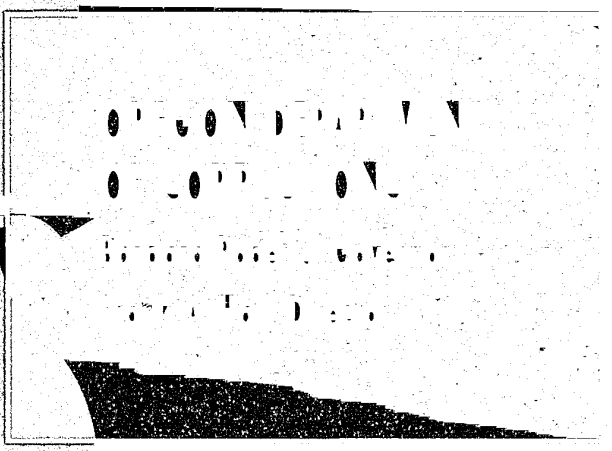


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CRIME & CORRECTIONS IN OREGON

TOUGH ISSUES

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HARD FACTS

OREGON DEPARTMENT OF CORRECTIONS

Barbara Roberts, Governor
The State of Oregon

Frank A. Hall, Director
Oregon Department of Corrections

National Council on Crime and Delinquency

September 1994

"Laws for the punishment of crime shall be founded on
the principles of reformation, and not vindictive justice."

CONSTITUTION OF OREGON

Art. 1, §15

155576

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**MISSION STATEMENT
OF THE
OREGON DEPARTMENT
OF CORRECTIONS**

The Oregon Department of Corrections' mission is to reduce the risk of criminal conduct, through a partnership with communities, with a continuum of community supervision, incarceration, sanctions and services to manage offender behavior.

STRATEGIC GOALS

- Manage offenders using the least restrictive method within the continuum of probation, prison and post-prison supervision consistent with public, staff and offender safety.
- Maintain balance in the corrections system by ensuring that convicted criminals serve the time required by law and by providing community corrections programs and structure to effectively manage offenders under probation and post-prison supervision.
- Ensure offender access to corrections programs and interventions that will reduce the risk of future criminal behavior.
- Ensure offenders completing prison sentences receive structured transition services such as work release, housing, assistance finding employment, mental health and drug and alcohol treatment so they succeed in the community.

A Message from the Governor



Barbara Roberts, Governor
The State of Oregon

"This special report prepared by the Oregon Department of Corrections examines the facts about crime and corrections in our state. I remain convinced that crime is one of the most critical issues facing us today. However, all too often the facts are not what is most compelling, but rather the perception of crime based on high profile incidents, political campaigns and media focus.

"If we really want to have a long-term impact on crime, we need to invest in prevention programs and services for young people. We must also maintain a balanced corrections system in Oregon — one that provides a full spectrum of comprehensive correctional services including prison, community corrections programs, intermediate sanctions, treatment and education programs, transition programs and community supervision. And we must continue to have adequate prison space to lock up violent offenders — those who pose the greatest risk to the community.

"I am proud to report that Oregon's adult corrections strategies and programs are beginning to get results. We are seeing fewer and fewer adults return to prison for violating parole or committing new crimes. Major improvements have been measured in the one-, two- and three-year recidivism rates, all of which are declining. Because the most recent one- and two-year rates have improved so dramatically, we anticipate that the next three-year rate will drop from 40 percent to approximately 30 percent. This is an extraordinary accomplishment. I was sincere when I said Oregon corrections was going to get out of the recycling business and the department has met the challenge.

"To make further gains, we must continue a balanced approach to corrections in Oregon by holding offenders accountable for their actions, while supporting their efforts to change and lead productive, law-abiding lives."

A Message from the Director



Frank A. Hall, Director
Oregon Department of Corrections

"It is with great pleasure that I present this special report from the Oregon Department of Corrections.

"The past year has been both thoughtful and introspective for us, with legislative approval of a new vision and strategic plan that will carry us through the remainder of this century.

"Oregon is experiencing the most significant resource reduction in its history. It has therefore become critical for us to examine how corrections services are delivered in this state.

"Even without the cuts associated with Ballot Measure 5, prison population growth through parole and probation revocations must be controlled. Clearly, Oregon cannot build its way out of the crime problem.

"The Department of Corrections recently examined both its mission and the existing continuum of probation, prison, and post-prison supervision. Through our mission and the strategic plan, we clearly acknowledge and embrace the principles of a continuum of community supervision, incarceration, and sanctions and services.

"We also recognize the importance of that continuum in the successful management of offenders — both in the institutions and in the community. The fundamental value in the corrections continuum is that the least restrictive method should be used to manage offender behavior consistent with public safety. This principle is important regardless of whether the corrections system expands or contracts, and should guide us in how we do our job.

"Finally, the corrections system must be supported by a full range of incremental sanctions that are swift, sure, and short. Senate Bill 139 is a giant step forward. This approach will ensure offender compliance augmented by programs and services to assist in community reintegration.

"With these principles in mind, we have embarked on implementing these strategies with the cooperation of our partners in the criminal justice community throughout our system. I am impressed with the high level of dedication of department staff toward delivering the finest correctional services possible. The combination of motivated staff and a rational direction will allow us to continue to be one of the most effective corrections systems in the nation."

ACKNOWLEDGMENTS

This special report on crime and corrections is a collaborative effort among many people. Several federal, state, local and private organizations have provided important data support for this effort.

The Oregon Department of Corrections Research and Evaluation Unit, directed by Stephen P. Amos, D.Crim., spearheaded the effort with the help of Heather Ferrin-Myers, Norm Solomon, Randy Ireson, Ph.D., Chuck Brinkerhoff and

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DOC Community Corrections.

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Dave Caulley, Administrator
DOC Planning and Development

If you have questions regarding the content of this report, please contact Dr. Stephen Amos at (503) 945-9036.

SPEAKERS BUREAU

The Oregon Department of Corrections has an active Speakers Bureau. Authorities from the department are available to speak to civic and business organizations on subjects discussed in this report in addition to other crime and corrections topics.

For more information please call Perrin Damon at (503)945-0925.

I. Crime

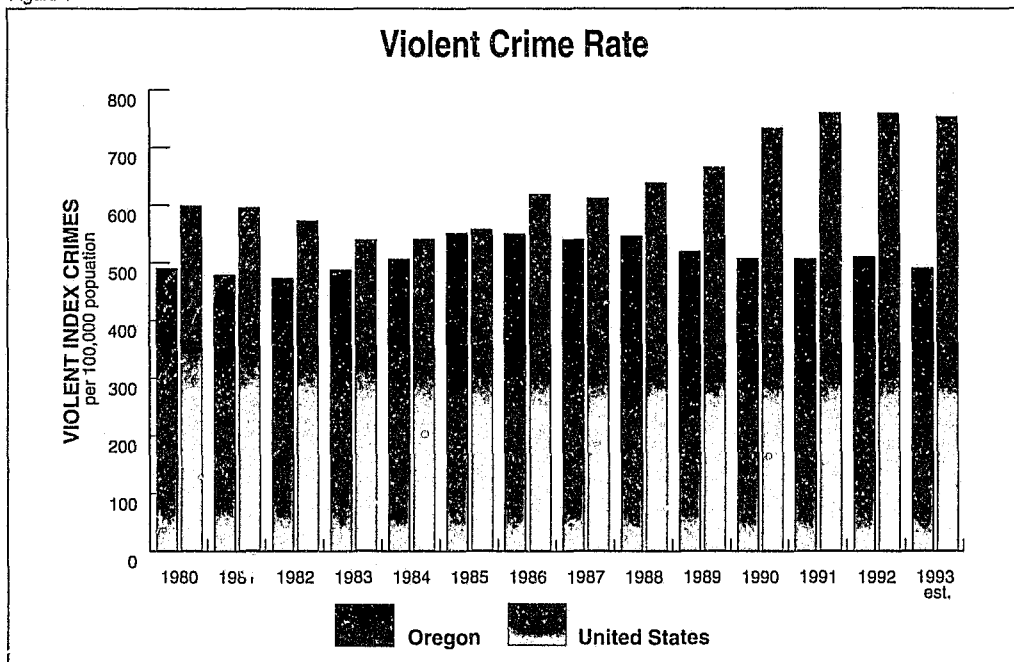
1. How does Oregon compare with the nation in terms of crime?

There are two ways to compare Oregon's crime statistics with national figures: by the overall reported *crime rate* and, more specifically, the incidence of certain *violent crimes*. Oregon has a lower rate of violent crimes than the nation as a whole. However, in terms of all reported crimes, including *property crimes*, Oregon was somewhat above the national average in 1992, the most recent year for which data is available.

Violent Crime

The FBI uses four violent crimes ("violent index crimes") to measure the general violent crime rate: *murder, rape, robbery, and aggravated assault*. For more than 15 years, Oregon's violent crime rate has been below the national average. Oregon's violent crime rate peaked at 551 per 100,000 people in 1985, less than the national rate of 556 per 100,000 people that year. Between 1985 and 1992 Oregon's violent crime rate declined and leveled off while the national rate climbed steadily. Figure 1 shows the comparison. Preliminary FBI figures show a decline in violent crime rates for both Oregon and the nation in 1993.

Figure 1



The number of murders, rapes, robberies and aggravated assaults is totaled, then divided by the population. This calculation allows Oregon's violent crime rate to be compared to a rate for the nation as a whole. This shows that for its size, Oregon has fewer violent crimes than the national average.

All Reported Crime

When you consider property crimes like larceny, burglary, and *motor vehicle theft*, the comparison changes. Oregon had 5,821 total index crimes (both violent and property crimes) reported per 100,000 people in 1992, compared with 5,660 for the nation as a whole. Oregon was below the national average for general crime in 1990 and 1991.

Comparing crime rates between states can be tricky. Accuracy depends on citizens reporting crimes to the police: If the police never hear about a crime, it cannot become part of the statistics. Reporting, in turn, depends partly on the confidence citizens have that something will be done. Violent acts often require emergency assistance so more reporting occurs. That's why data on violent crime is more reliable than data on property crime. Because reporting is linked to the credibility of law enforcement agencies, high crime rates may indicate not more crime, but a better, more trusted police force. That's one of the reasons new community policing efforts are expected to be effective.

GLOSSARY

CRIME RATE is the number of index crimes per 100,000 population.

VIOLENT CRIME involves direct contact or confrontation between the offender and the victim. Examples include murder, rape, assault and robbery.

PROPERTY CRIME involves the theft or destruction of property without the offender confronting the property owner.

INDEX CRIMES are those significant crimes selected by the FBI as indicative of the overall crime rate. They include such violent crimes as homicide, aggravated assault, rape and robbery and such property crimes as burglary, larceny and motor vehicle theft. In 1979 Congress mandated that arson be listed as a property index crime.

MURDER or Homicide is the willful killing of another person. Not included are deaths caused by negligence, suicide, accident, justifiable homicide, or attempts to murder.

RAPE is the carnal knowledge of a person through the use of force or the threat of force. Assaults to commit forcible rape are also included as a violent index crime; statutory rape without force is not.

ROBBERY is stealing or taking anything of value from the care, custody or control of a person by force or by the threat of force. Attempted robbery and assault to commit robbery are included as violent index crimes, since they frequently result in injury to the victim.

AGGRAVATED ASSAULT is the unlawful attack by one person on another to inflict severe bodily injury. It is usually accompanied by the use of a weapon or other means to inflict serious bodily harm or death.

MOTOR VEHICLE THEFT is a property index crime describing the unlawful taking of a motor vehicle, including attempts to steal a motor vehicle. Motor vehicles, under this definition, include any of the following: automobiles, trucks, motorcycles, buses, motorized boats and airplanes. Not included as a property index crime would be temporary use by those persons having lawful access to the vehicle.

GLOSSARY

LARCENY or THEFT is the unlawful taking or removing of the property of another with the intent of permanently depriving the legal holder of the property.

DUII (driving under the influence of intoxicants) means driving a vehicle while impaired by the influence of alcohol, illegal drugs, prescription drugs, or some combination of these.

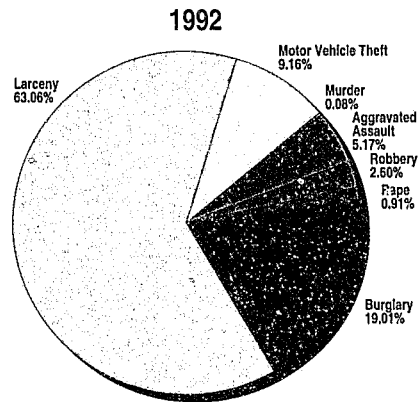
JUVENILE refers to a youth or child. Under Oregon law, an offender under the age of 18 is usually tried in juvenile court and, if convicted of a serious crime, turned over to the custody of the Children's Services Division.

2. What is the real picture of crime?

Only a small portion of the total number of crimes committed are violent crimes. Figure 2 shows that nearly two-thirds of all reported crimes in Oregon in 1992 were *larcenies*.

Figure 2

Types of Felonies Reported in Oregon

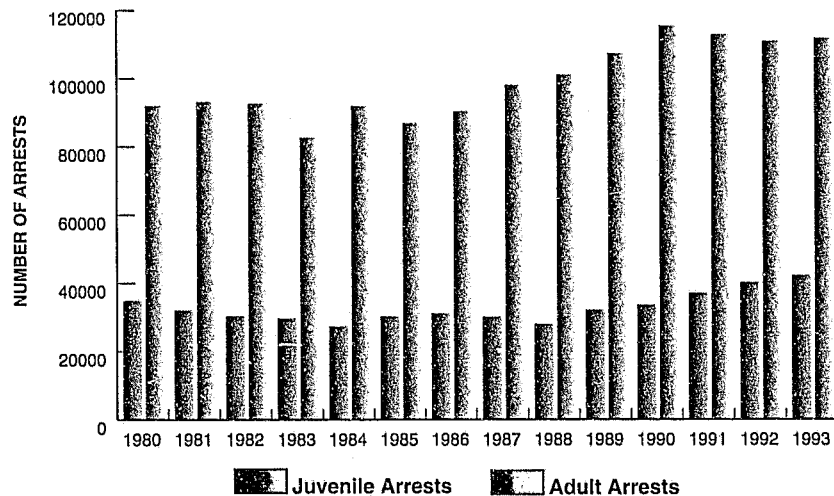


In 1992 Oregon had 173,289 reported crimes. 63.06 percent of these crimes were larceny or theft of property without entry into a structure or threat of violence. Violent crime, murder, rape, robbery, and aggravated assault were only 8.76 percent of all reported crimes.

Moreover, 25 percent of all arrests in Oregon are for driving under the influence of intoxicants (*DUII*). Rape and murder together account for less than 1 percent of all crime.

Figure 3

Comparing Adult and Juvenile Arrests in Oregon 1980 - 1993



This chart shows all arrests in Oregon separated into juveniles (under 18) and adults (18 and older). Individuals may be arrested more than once each year; each arrest may include more than one crime, and each crime may result in the arrest of more than one individual. Juvenile arrests have been increasing since 1988.

Crime in Oregon is not growing as rapidly as the population.

The number of crimes reported dropped 3 percent between 1980 and 1992. Meanwhile, Oregon's population grew by 11 percent, with 3 percent of that growth coming in 1993. Oregon's rate of violent crime fell below the national rate in 1989 and estimates for 1993 place it at 499 violent crimes reported per 100,000 inhabitants versus 751 nationally.

Juvenile crime has become an important issue in Oregon in the 1990's:

Juvenile arrests have risen steadily and are now 43 percent higher than they were in 1988. Meanwhile, adult arrests have declined since 1990. Figure 3 shows the comparison.

An increase in the adolescent population is partly responsible for the rise in juvenile crime.

The baby boom peaked in 1954, and the children of the baby-boomers have created an "echo boom." Most of these children are now in their teenage years, approaching the age range of 17-25, widely accepted as the age group committing the most crime.

As the younger echo boomers begin reaching age 17 in 1996, we can expect the juvenile crime trend to continue unless we address the root causes of crime now.

3. Will the crime rate go down if we put more people in prison?

Both state and national statistics show that putting more offenders in *prison* does not reduce the crime rate.

The Oregon Experience

Between 1981 and 1990, Oregon increased its prison population by 125 percent. The male inmate population increased by 120 percent and the female inmate population by 300 percent. In the same period, the number of violent crimes per 100,000 people increased by 6 percent (see Figure 1).

The National Scene

Over the same decade, prison capacity in all states doubled, from 265,017 to 528,952. During that period, crimes reported nationally increased from 5,800 per 100,000 people to 5,820, and the violent crime rate rose by 23 percent, from 594 per 100,000 people to 732. Figure 4 shows that nationwide, the violent crime rate has increased despite doubling prison capacity.

Examples in Other States

California's inmate population more than tripled during the 1980's (24,237 to 83,893), while violent crimes reported rose from 863 to 1,045 per 100,000 people.

New York expanded its prison capacity from 21,132 to 49,398 while the violent crime rate continued to climb from 1,070 to 1,181 per 100,000 people.

Arkansas, whose prison population was similar to Oregon's throughout the decade, experienced growth in both the total crime rate and the violent crime rate.

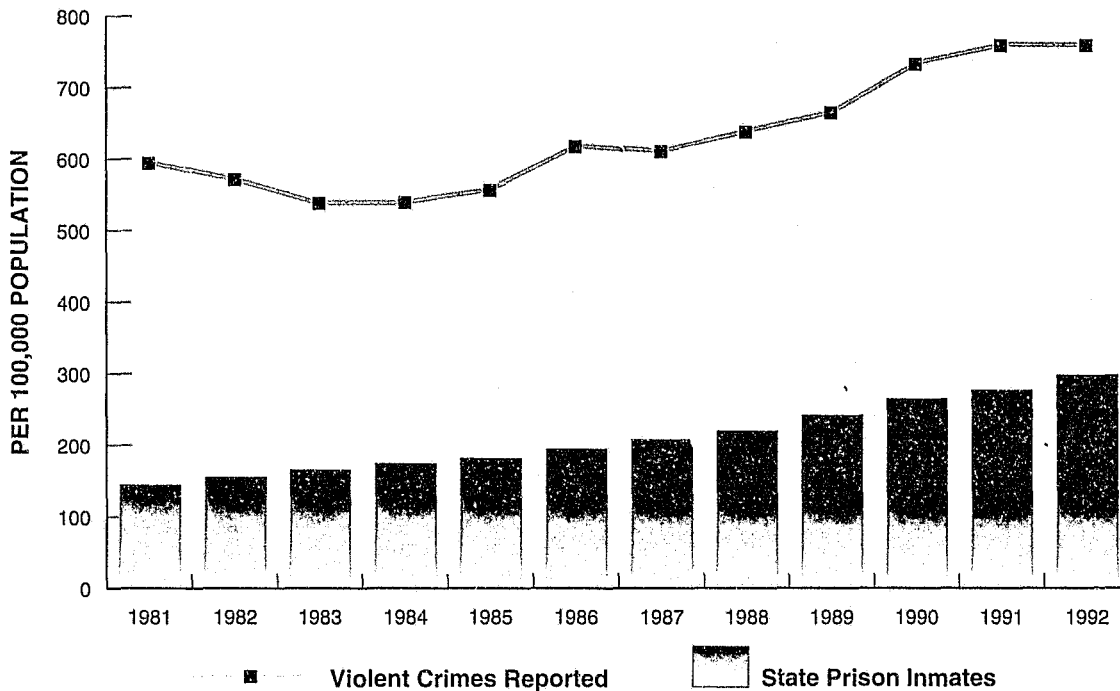
GLOSSARY

PRISON is a state facility intended for felons — those who have been convicted of crimes punishable by *incarceration* of more than one year.

INCARCERATION describes people confined to jail or prison.

Figure 4

Growing Prisons, Growing Crime: The National Perspective



The proportion of America's population *incarcerated* in state prisons has been increasing since 1981. At the same time the number of violent crimes per 100,000 people has also generally increased.

GLOSSARY

MISDEMEANOR is a crime punishable by incarceration in a county jail for a period of not more than one year.

FELONY is a crime punishable by a prison sentence of longer than one year. A felon is someone who has been convicted of a felony.

OFFENDER describes anyone in the penal system, whether incarcerated or on probation or parole.

DRUG CRIMES violate the Uniform Controlled Substances Act (ORS 475). They include transfer of a prescription to an unauthorized party; sales of drug paraphernalia; and possession, transfer or sale of certain narcotics or imitation controlled substances.

PROBATION describes a sentence that commits the offender to jail and/or supervision by a probation officer. Probation does not involve a prison sentence.

JAIL is a facility under the jurisdiction of local government, usually the county, intended for incarceration terms of less than one year. Jails are traditionally used for three purposes: pre-trial detention, short-term incarceration as a condition of probation, and incarceration of misdemeanants as a term of punishment.

COMMUNITY SERVICE programs assign offenders to work for government or private non-profit agencies. Manual labor chores might include chopping wood, serving food at senior centers, weeding around public buildings, or helping with park maintenance. Those with special skills might undertake more technical tasks, such as compiling land record inventories or cataloguing books.

RESTITUTION describes compensation a victim receives from an offender to make up for a crime.

SUPERVISION FEES are charged monthly to each person on parole, post-prison supervision or probationer to defray some of the costs of supervision. They are assessed by a judge, usually at a rate of \$25 per month, and may be waived due to the offender's indigence. Spending is subject to limitation by elected officials.

PERSON CRIMES involve person-to-person confrontation and either violence or threats of violence.

SENTENCING GUIDELINES were established in 1989 to provide greater uniformity among the different regions of state in sentencing offenders.

II. Sentencing

1. What happens to offenders when they're convicted of a crime?

Judges look at several criteria when deciding what kind of punishment to impose on someone convicted of a crime. Is the crime a *misdemeanor* or a *felony*? Does the *offender* have a criminal record? Was a weapon involved?

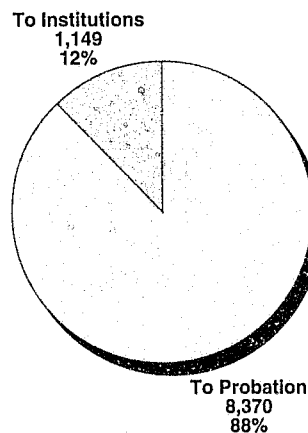
Generally, people convicted of a misdemeanor, such as minor property, driving or *drug crimes*, or minor felonies will receive *probation* or a combination of *jail* and *probation*. More than 50 percent of probationers serve time in jail, usually as a sanction for violating conditions of probation. Probationers must also perform *community service* and pay *restitution* and *supervision fees*.

On the other extreme, nearly all offenders convicted of violent crimes or *person crimes* receive a prison sentence. In fact, the terms felony and misdemeanor are most often defined in terms of punishment: a felony is punishable by more than a year in prison. A misdemeanor is punishable by not more than one year in jail.

Figure 5

Punishments Received by Convicted Felons In Oregon

1993



Of the 9,519 people convicted of new felonies in 1993, 12 percent were initially sentenced to prison while 88% were punished under the probation system.

Sentencing Guidelines

The Oregon legislature adopted *sentencing guidelines* in 1989. Sentencing guidelines provide "truth in sentencing" by adding consistency statewide in the length and type of sentences of similar offenders. A grid is used to determine an offender's sentence based upon his/her criminal history and the seriousness of the crime.

Most people who are convicted of misdemeanors and felony property crimes do not receive a prison sentence. In 1993, Oregon courts convicted 9,519 felons. Of that number, the courts initially sentenced 1,149 to prison and 8,370 to probation (Figure 5). But that's not the end of the story. Under sentencing guidelines, judges may *revoke* a person's probation and sentence him/her to prison. During 1993, 2,034 offenders had their probation revoked, either for failing to obey the rules or for committing new crimes.

Parole Abolished in 1989

The advent of sentencing guidelines in 1989 spelled the demise of parole in Oregon. Sentencing guidelines specify the length of time an offender will spend on probation or in prison and *post-prison supervision*. (Please see Section II, Question 4, "What is the role of the Parole Board?")

Criminals who complete their prison sentences are also subject to a period of post-prison supervision. They must report to a *parole officer* who will supervise them in the community. If they fail to obey the rules, the Board of Parole and Post-Prison Supervision may return them to prison. (Please see Section IV, Question 3, "What happens when an offender violates probation, parole or post-prison supervision?")

Oregon's sentencing guidelines have had a major impact on what happens to convicted felons. The guidelines send more violent criminals to prison than the previous sentencing laws — and for a longer period of time. The imprisonment rate for person-to-person crimes and drug crimes has increased, while incarceration for property and driving crimes has decreased. The percent of person-to-person offenders in the prison population has increased dramatically from 36 percent in 1986 to 69 percent in 1994.

2. Do offenders serve just a fraction of their sentences?

Crimes committed before November 1, 1989

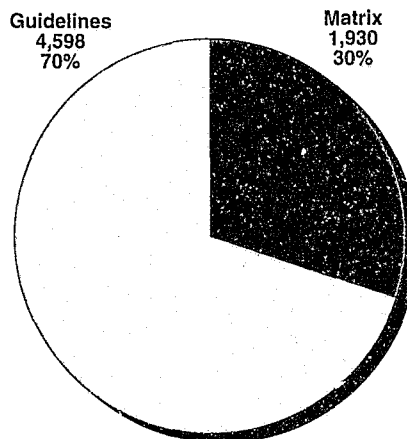
Offenders used to receive *indeterminate sentences*, meaning that the actual length of time in prison could vary from county to county. Once an offender was sentenced, Parole Board members used the *Oregon Parole Matrix* and prison term reduction options to determine the portion of the sentence served in prison and the portion served under *parole* supervision. *Good time credits* were used to reduce the length of an offender's total sentence.

Crimes committed after November 1, 1989

Oregon sentencing guidelines divide sentences into three components: probation, prison and post-prison supervision. Offenders committing a crime after November 1, 1989 are automatically subject to sentencing guidelines. If they receive a prison sentence, most inmates can earn up to 20 percent off their prison sentence. The legislature enacted this *earned time* incentive to encourage inmates to behave in prison and to participate in *rehabilitation programs*. On average, inmates serve 83 percent of their prison terms.

Figure 7

Sentencing Systems Governing Oregon Inmates
As of December 31, 1993



This graph shows the distribution of sentencing plans among the prison population as of January 1, 1994. "Matrix," at 30 percent, represents those serving time for crimes committed before 11-1-89; these sentences will be subject to Parole Board review. "Guidelines" represents crimes after 11-1-89. Sentence length is dictated by the sentencing guidelines grid.

Figure 7 shows that 70 percent of Oregon's inmate population were sentenced under sentencing guidelines. Sentencing guidelines require inmates to serve a greater portion of their sentences and longer prison terms than the old matrix system.

GLOSSARY

REVOKE (revocation) is an action taken to return an offender to prison. The term also refers to action taken to commit probationers to prison. Such actions are usually in response to a recommendation by the offender's supervising PO.

POST-PRISON SUPERVISION is that part of an offender's sentence which is served under community supervision by the Department of Corrections or a corrections agency designated by the department.

PAROLE/PROBATION OFFICER, or PO, supervises offenders in the community. In some states these officers receive a caseload that is either strictly parole or strictly probation. In Oregon the common practice is to assign a mixed caseload; hence the generic designation PO, which can stand for either parole or probation officer.

INDETERMINATE SENTENCING by a court stipulates only a maximum term of imprisonment, with the actual time served determined later by the Board of Parole and Post-Prison Supervision. The court may impose such sentences only for crimes committed before November 1989 and may not exceed the maximum term specified in the law.

OREGON PAROLE MATRIX ("Matrix System") was a precursor to sentencing guidelines. It was established in the 1970's and offered greater latitude to judges in sentencing offenders than the current system.

PAROLE is a conditional release from prison into the community or to a detainer, as authorized by the Board of Parole and Post-Prison Supervision.

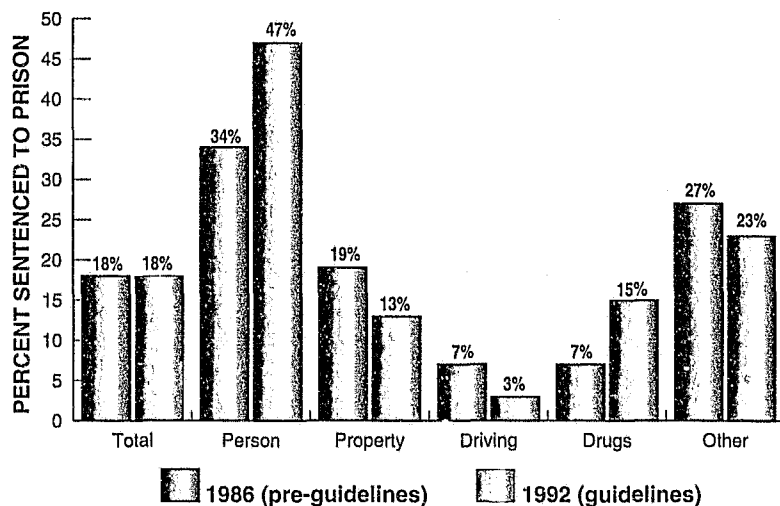
GOOD TIME CREDIT is a reduction in sentence given under the pre-1989 matrix system for good behavior (one-third off) and participation in work programs (meritorious good time).

EARNED TIME allows as much as 20 percent of a prison term to be reduced, depending on an inmate's behavior and participation in programs. Only inmates sentenced under sentencing guidelines are eligible for earned time.

REHABILITATION PROGRAMS are designed to strike at the root cause of offending behavior. Such programs include drug/alcohol treatment, cognitive restructuring (thinking changes), sex offender treatment, literacy, job training and placement, etc.

Figure 6

Crime Groups of Prisoners Reflect Tougher Laws
1986 vs. 1992



This chart shows, by crime category, the percent of convicted felons sentenced to prison as opposed to probation. Since sentencing guidelines, a greater percentage of those convicted of person (largely violent) crimes serve time in prison.

GLOSSARY

BEDS (or bed space) is a common measure of the capacity of institutions, including jails and prisons.

3. What impact do sentencing guidelines really have?

Sentencing guidelines have greatly affected who goes to prison and how long they remain. The goals of sentencing guidelines are to ensure truth-in-sentencing and longer prison sentences for serious offenders.

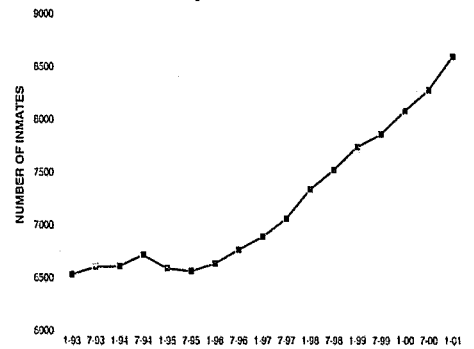
These goals have been achieved in two ways. Sentencing guidelines have eliminated the possibility of any sentence reduction for offenders except for earned time. They have significantly increased the length of time served for all crimes, especially those involving violence. Figure 8 shows how sentencing guidelines have increased the average time in prison.

Sentencing guidelines have also increased the proportion of inmates in prison for person-to-person crimes. In 1986, before sentencing guidelines, 34 percent of the inmate population was in prison for violent and other person-to-person crimes. Since the use of sentencing guidelines began in 1989, the percentage of inmates incarcerated for person-to-person crimes has increased dramatically. On January 1, 1994, 69 percent of inmates were serving time for person-to-person crimes.

Because sentencing guidelines are keeping more people in prison for longer stretches, the prison population and need for beds will continue to grow throughout the decade. Sentencing guidelines provide no mechanism for early release.

Figure 9

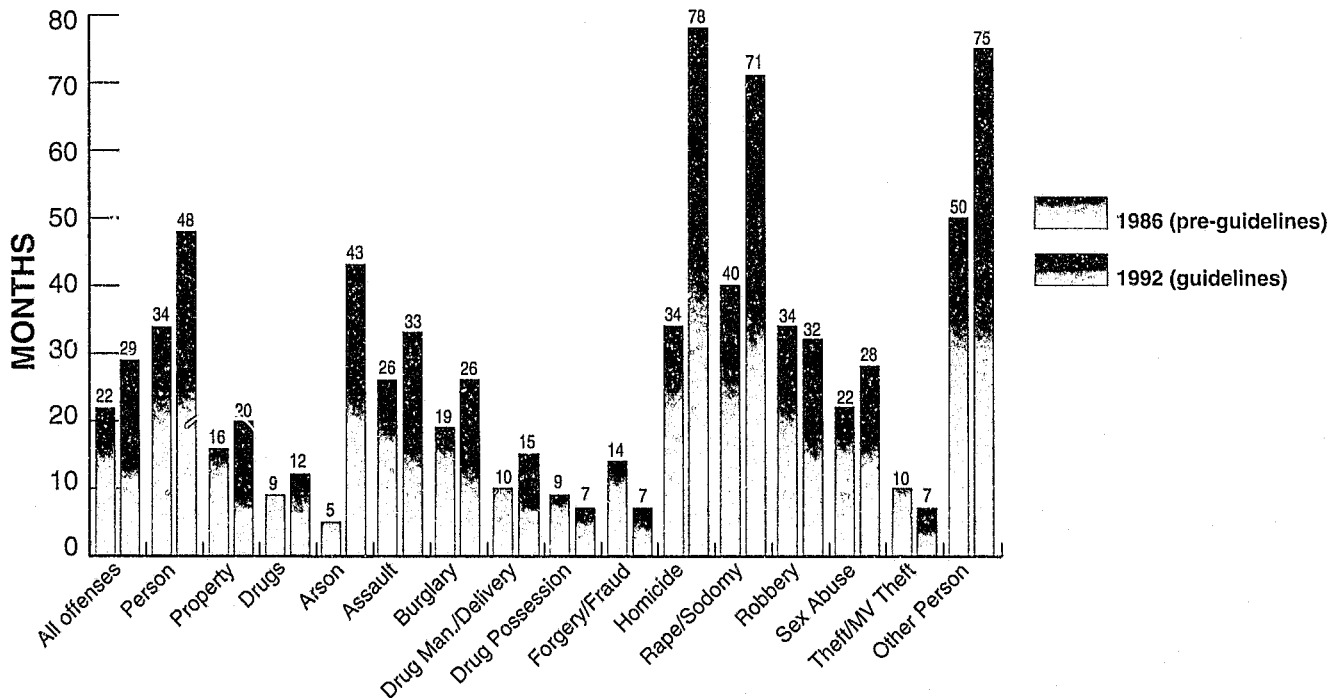
Prison Population Forecast



Regardless of the outcome of stricter sentencing proposals, the prison population forecast suggests that Oregon may need a minimum of 7,900 prison beds by the year 2000, a 21 percent increase over current funded capacity. This forecast is credited with being the most accurate in the nation, having proven accurate within 0.01 percent during each of the last 36 months.

Figure 8

Average Time Spent in Prison Before and After Sentencing Guidelines



Sentencing guidelines have extended the time spent in prison for most offenses. The average length of stay for all offenses was 22 months before sentencing guidelines. Since guidelines went into effect on 11-1-89, the average length of incarceration has increased to 29 months.

4. What is the role of the Parole Board?

Since Oregon set up sentencing guidelines in 1989, the role and workload of the Board of Parole and Post-Prison Supervision have shifted. For crimes committed after November 1, 1989, the board only has authority over offenders convicted of *aggravated murder*, and over inmates sentenced as *dangerous offenders*. The board is responsible for approval of *release plans* for all people leaving prison. The release plan sets conditions to be in force while the offender remains on parole or post-prison supervision and describes services and program opportunities to make the offender's *transition* successful.

The prison population convicted under the sentencing guidelines system has grown and the number of inmates sentenced under the earlier matrix system has decreased, as shown in Figure 10. Because of this change, the number of board members has decreased from five to three.

In 1988, the board conducted more than 500 hearings a month in prisons; today the board averages about 100 hearings a month. The board now has jurisdiction over approximately 3,500 people in prison and 8,600 offenders under parole or post-prison supervision in the community.

The Parole Board is also responsible for imposing conditions of *community supervision* for offenders who violate the terms of post-prison supervision. The remedy at their disposal is revocation of post-prison supervision and subsequent return to prison.

Revocation to prison is the most serious punishment used to *sanction* offenders who violate the terms of their community supervision. Community corrections agencies statewide are increasingly focusing on intermediate sanctions in the community as punishment for non-criminal, technical violations.

Today the post-prison supervision and parole caseloads consist of approximately 7,600 men and 1,000 women.

GLOSSARY

AGGRAVATED MURDER is the willful killing of another when any of the following aggravating circumstances is involved: killing for pay; prior homicide conviction; multiple victims; torture or maiming; murder related to the victim's performance of duties in the criminal justice system (police, juror, witness, etc.); offender in custody of the criminal justice system; use of explosives; during the course of any of the following crimes: arson, criminal mischief, burglary, escape, kidnapping, felony sex offenses, or compelling prostitution; concealing a crime or its perpetrator; or escaped offender not yet returned to penal facility.

DANGEROUS OFFENDER is a classification to require an extended period of incarceration to protect the public. It is determined by a sentencing judge following a psychological examination that shows a severe personality disorder suggesting a tendency toward crimes that seriously endanger others. Subject to a 30-year indeterminate sentence, the dangerous offender must serve up to twice the presumptive guidelines sentence before becoming eligible for release to post-prison supervision.

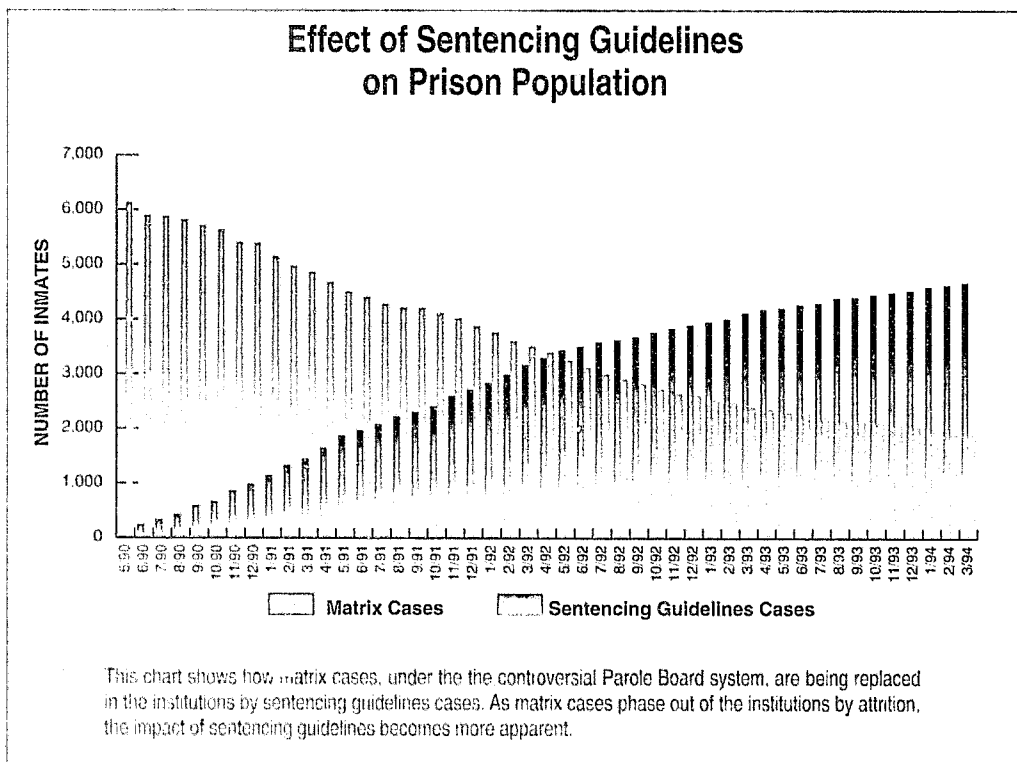
RELEASE PLANS are jointly developed by a Parole/Probation Officer, institution release counselor and inmate setting forth programs and services available in the community. The plan recommends the conditions necessary for supervision which will protect the community and help the inmate make positive change. The Board of Parole and Post-Prison Supervision has authority for final approval of all release plans.

TRANSITION is that combination of staff and community services that help an inmate make a successful return to the community.

COMMUNITY SUPERVISION is provided by community corrections agencies for offenders on probation, parole or post-prison supervision.

SANCTION is punishment imposed for technical violations of parole or probation conditions when no new crime has been committed. The intent of sanctions is to take active remedial action to correct offenders' behavior in order to keep them in the community and to avoid returning them to prison, if possible. Sanctions often include community service, day reporting, electronic monitoring, house arrest, or a short stay in the local jail.

Figure 10



5. Will life terms for repeat offenders reduce the crime rate?

The simple answer is simply no. The rest of the answer is more complicated. Logically, if we were to put more people in prison for the rest of their lives, we should see a reduction in the crime rate. Yet Oregon and the other states have tried putting more people in prison and for longer periods of time, but in spite of that fact, the rate of violent crime nationally has actually increased.

There are three significant reasons why longer sentences, and life sentences in particular, have not reduced the crime rate:

- The number of people between the ages of 18-35 will continue to increase. This age group is the age group most involved in criminal activity.
- There is no evidence that any of the social factors that lead to a life of crime are changed by putting more people in prison for life.
- The percentage of crimes that merit life sentences is very small.

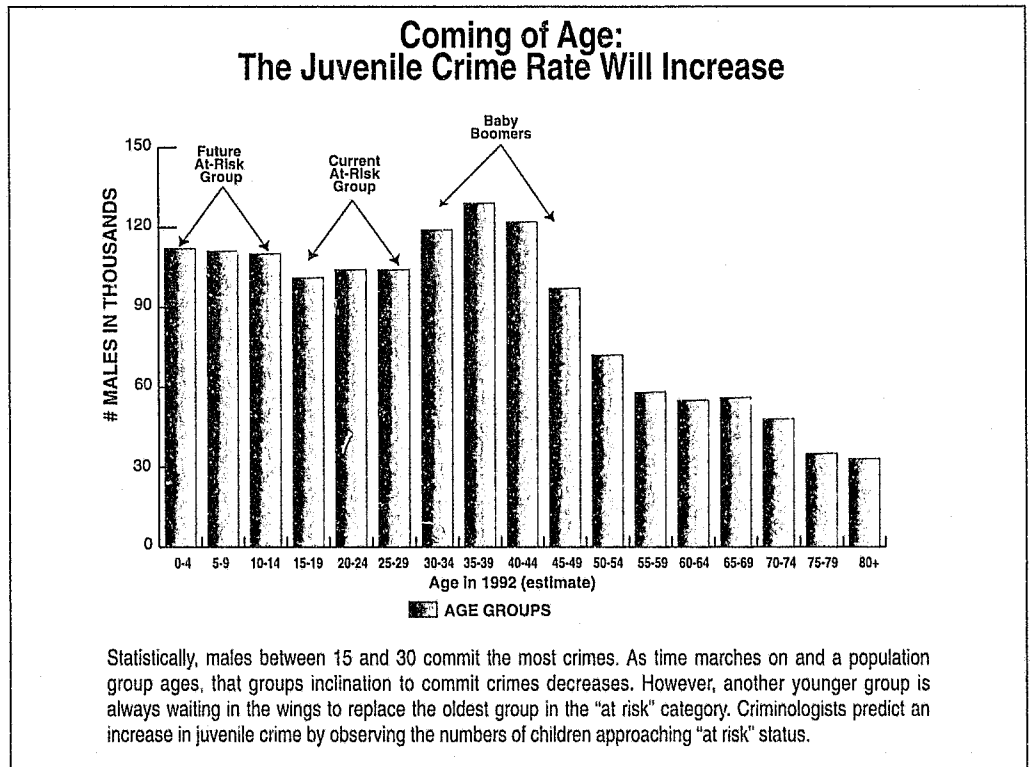
Demographic data strongly support the projection that the crime rate could increase unless we deal with the root causes of crime.

The number of people in the age group that commits most crimes is growing. Oregon's youthful population (ages 14-17) represents a mini population surge of children of the baby boom generation. Sentencing adult criminals to life terms today will not affect the crime rate of these youth as they come of age; only a major investment in preventive programs will reach this at-risk group (Figure 11).

Social conditions contribute to many types of criminal behavior. The National Council on Crime and Delinquency relates criminal activity to "social stress" factors such as business failures, divorces, bankruptcies, job loss, infant deaths, frequent interstate moves, and the high school dropout rate. Even if we sentence more people to prison for life, the root causes of crime do not go with them.

Throughout history, many societies have tried to control or reduce crime by imposing harsh punishments, hoping to "make examples" of those offenders who are caught. Such measures have often been unsuccessful in the absence of improving social conditions which serve to help keep order and minimize crime. A classic example is the report of 18th-century London pickpockets plying their trade among the crowds that gathered to witness the public executions of other pickpockets.

Figure 11



6. What have Oregonians already done to get tough on crime?

Oregonians have passed several laws that are tough on crime. Following is a brief description of some sentencing options available to the criminal judges and juries:

Death Penalty

Enacted in 1984, the *death penalty* statute allows juries to sentence people convicted of aggravated murder to death by lethal injection (ORS 163.150). As of August 23, 1994, 17 men were on *death row* or sentenced to death.

Life Without The Possibility Of Parole

There is a tough alternative to the death sentence for aggravated murder. A jury may sentence a criminal to *life in prison without the possibility of parole*. Those so sentenced remain in prison until they die. As of January 1, 1994, there were 24 inmates serving life without parole sentences.

Why do we continue to see offenders released after receiving "life" sentences? Since the Constitution bans *ex post facto* changes in the law, a new law cannot be made retroactive; because "life without parole" did not exist before November 1989, this new law cannot apply to crimes that took place before it went into effect. Now that life without parole is an option for the jury, it does not apply to all life sentences unless specifically stipulated under conditions set forth in ORS 163.105.

Oregon Sentencing Guidelines

Since November 1989, sentencing guidelines have been in effect pursuant to ORS 137.669. This system eliminated much of the discretion of judges and the parole board. The result is "truth in sentencing"; there is consistency statewide in the length of sentences imposed based upon a person's crime and criminal history. Moreover, guidelines sentences are longer for all types of crimes, and these offenders are serving a greater portion of their overall sentence behind bars. On the average, the length of time spent in prison increased by 32 percent to 29 months between 1986 and 1992. The increase is even greater for person-to-person crimes. More detailed examples are cited in the answer to Question 3, ("What impact do sentencing guidelines really have?") earlier in this section.

Gun Minimum

The Gun Minimum is a mandatory minimum sentence under sentencing guidelines (ORS 161.610). The gun minimum requires a minimum sentence of five years for the first crime in which the offender used a gun. This minimum escalates to 10 years for the second incident and 20 for the third. If the weapon is a sawed-off shotgun, machine gun, or had a silencer, the sentences are increased to 10, 20, or 30 years. A judge may reduce the sentence of first-time offenders, but second- and third-time offenders receive the full sentence. As of January 1, 1994, 529 offenders were serving sentences with the gun minimum.

Dangerous Offenders

A dangerous offender can also earn a mandatory minimum sentence (ORS 161.725). A district attorney can request reclassification of an offender as a "dangerous offender" after a hearing considering the diagnosis of a licensed psychologist or psychiatrist. Those sentenced as dangerous offenders are not eligible for earned time prison term reductions. They must serve at least the full prison term according to sentencing guidelines and may be incarcerated up to a maximum of 30 years. The Board of Parole and Post-Prison Supervision is responsible for setting a release date after the offender has served at least the full prison term. As of January 1, 1994, 218 offenders were serving prison sentences as sentencing guidelines dangerous offenders.

Fixed Length Sentences for Repeat Offenders

Because of Ballot Measure 4 (1988), people convicted of certain crimes, with a previous conviction for any of the same crimes, must serve their entire term of incarceration. These heinous crimes are: murder; manslaughter; and first-degree incidents of *kidnapping*, *assault*, rape, sodomy, unlawful sexual penetration, *burglary*, *arson* and robbery. *Repeat offenders* are NOT eligible for any type of earned time credit or early release. As of January 1, 1994, 416 offenders were serving sentences under Ballot Measure 4.

GLOSSARY

THE DEATH PENALTY takes an offender's life as punishment for aggravated murder. The court imposes this sentence only when a jury agrees that certain unusual circumstances surround the murder. In Oregon the death penalty is subject to automatic appeal.

DEATH ROW is a maximum security area of a prison that is set aside for inmates who have received a sentence of death. Inmates on Death Row are segregated from the general prison population. Oregon's Death Row is at Oregon State Penitentiary.

LIFE WITHOUT PAROLE is imposed in certain aggravated murder cases where the offender is not sentenced to death. Such a sentence provides no mechanism, whether through executive clemency or otherwise, for making the offender eligible for any kind of release program. Offenders so sentenced remain in prison until death.

EX POST FACTO means "after the fact" in Latin.

KIDNAPPING is seizing and detaining or carrying away a person by unlawful force or fraud. Kidnappers often demand ransom in exchange for the victim.

ASSAULT is an apparently violent attempt to threaten harm to another person without actually hurting them. See aggravated assault, page 1.

BURGLARY is the unlawful entry into a structure to commit a felony or theft. Included as property index crimes are three subclassifications: forcible entry, unlawful entry where no force is used, and attempted forcible entry.

ARSON is intentionally damaging or destroying the property of others by means of fire or explosion without the consent of the owner. Both fraudulent burning of one's own insured property and attempts at arson are included as property index crimes.

REPEAT OFFENDER is one who repeats an offense or habitually breaks the law. See *recidivism* (Section IV, Question 2).

GLOSSARY

STATUTE CRIME involves neither violence nor the destruction or theft of property. Examples include driving with a suspended license and unauthorized possession of a controlled substance.

SEX ABUSE occurs when an offender forces a victim to participate in sexual activity, including touching or fondling of erogenous parts of the victim's body. Also included would be cases where the victim willingly participated but was either mentally handicapped or too young to consent. Sex abuse is a generic term that applies when other legal definitions of certain kinds of sex offenses (rape, sodomy, etc.) are too specific to apply.

THEFT is the unlawful taking or removing of the property of another with the intent of permanently depriving the legal holder of the property.

COST-PER-DAY is calculated by dividing an institutional budget by the number of inmates on an average day, including health, education and transport costs, as well as custodial costs. It does not include administrative overhead.

SUPERVISION LEVEL determines the amount of time a parole or probation officer spends supervising an offender during an average month. The Oregon Case Management System determines supervision level through a risk assessment process, incorporating both the risk of absconding and the risk of committing a new crime. Supervision levels range from High (3.6 hours per month) for the highest risk parole cases to Administrative (0.1 hours per month) for the lowest risk probation cases.

III. Incarceration

1. Who is in prison in Oregon, and what are they there for?

More than two-thirds of the approximately 6700 inmates in Oregon prisons are incarcerated for crimes against people. Fewer than one-fifth are imprisoned for property crimes. The rest are in prison for *statute crimes* such as drugs and driving while suspended.

There are approximately 370 women in prison and an additional 4,000 on felony probation under supervision in their communities.

On January 1, 1994, 571 inmates were in prison for felony assault, 851 for rape, 931 for robbery, and another 670 for burglary. Figure 12 (below) shows the breakdown of prison population according to the crimes committed.

We are beginning to see a new pattern emerge in the Oregon criminal justice system. Offenders committing the more serious crimes go to prison, while the probation system supervises mostly offenders who commit property and statute crimes. Judges do make departures from sentencing guidelines and send some property felons to prison depending upon their criminal history.

Courts also revoke the probation of offenders who cannot abide by the terms of supervision and send them to prison. These offenders serve a full term on post-prison supervision in the community.

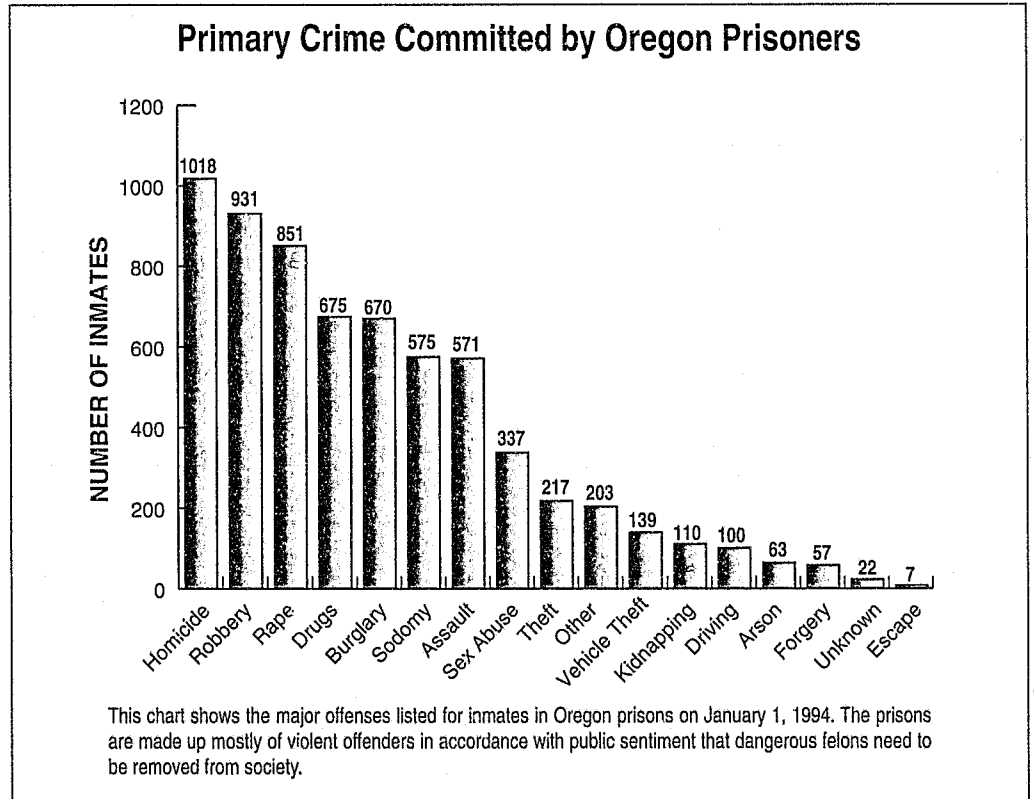
Since 1990 and the passage of Oregon's sentencing guidelines, the prison sentences and time served for assault, murder, rape, robbery and *sex abuse* have increased. While the number of inmates imprisoned for sex abuse increased by 112 percent, the numbers of inmates imprisoned for *theft* decreased by 46 percent.

2. How much does it cost to incarcerate an offender?

Figure 13 shows that incarceration is the most costly method of punishing offenders. Oregon developed sentencing guidelines to ensure that prison beds are used first by the most violent and serious offenders. As a result, the state supports community supervision programs for less serious offenders.

The average *cost-per-day* depends on an offender's *supervision level*. A medium security prison inmate costs \$50.06 per day, but an offender on intensive parole, post-prison supervision, or probation supervision costs only \$10.20 per day. Low-risk offenders under community supervision cost only \$1.94.

Figure 12



3. How much would it cost to lock up all the convicted felons in Oregon?

As of August 1, 1994, there were approximately 6,330 men and 370 women serving time in Oregon's prisons, and 18,000 supervised on felony probation. Incarcerating 18,000 more felons for full terms would cost the state approximately \$300 million per year to provide security, food, medical attention, and other operating expenses. There would also need to be an additional 18,000 prison beds at a cost of approximately \$1.4 billion to house these new inmates. In other words, Oregon would have to spend over a billion dollars (one-third of its annual budget) to build prisons to house these new prisoners. Additionally, the state would incur an ongoing bill of over \$300 million per year to maintain these people in our prison system.

Currently, Oregon spends \$126.6 million per year to house the present 6,700 prison inmates. The state also spends \$87.6 million per year to supervise and provide programs for 18,000 probationers and 8,500 offenders on parole or post-prison supervision. (The state budget for all public schooling of children is \$2.8 billion per year, and for social services such as mental health, public assistance, and job training, is \$800 million per year.)

4. What do prisoners do to earn their keep while in prison?

Many prisoners work in a variety of jobs inside our prisons. Inmates perform much of the janitorial, maintenance, food service and housekeeping work. Currently 5,500 prisoners are assigned these types of jobs. The inmates earn a small wage (normally 50¢ to \$3 per day) for their efforts. Many of these jobs provide on-the-job training and contacts for real jobs after release.

Nearly 400 inmates work in Unigroup, the name of Oregon's corrections industries. These inmates work for a variety of state and privately owned businesses, producing everything from shipping pallets to the now famous "Prison Blues" denim clothing. Women inmates answer phones, perform data entry work and prepare information packets for regional tourism divisions, the Secretary of State and the Department of Motor Vehicles. Inmates work for basic wages, or receive payment on a piecework basis and return 55 percent of their earnings to the state to offset the costs of their upkeep and for victim restitution. Some minimum custody inmates work in a variety of off-site public service jobs. They help non-profit organizations and local governments with many tasks including construction, cleanup and other project-oriented services that have provided valuable services to the public.

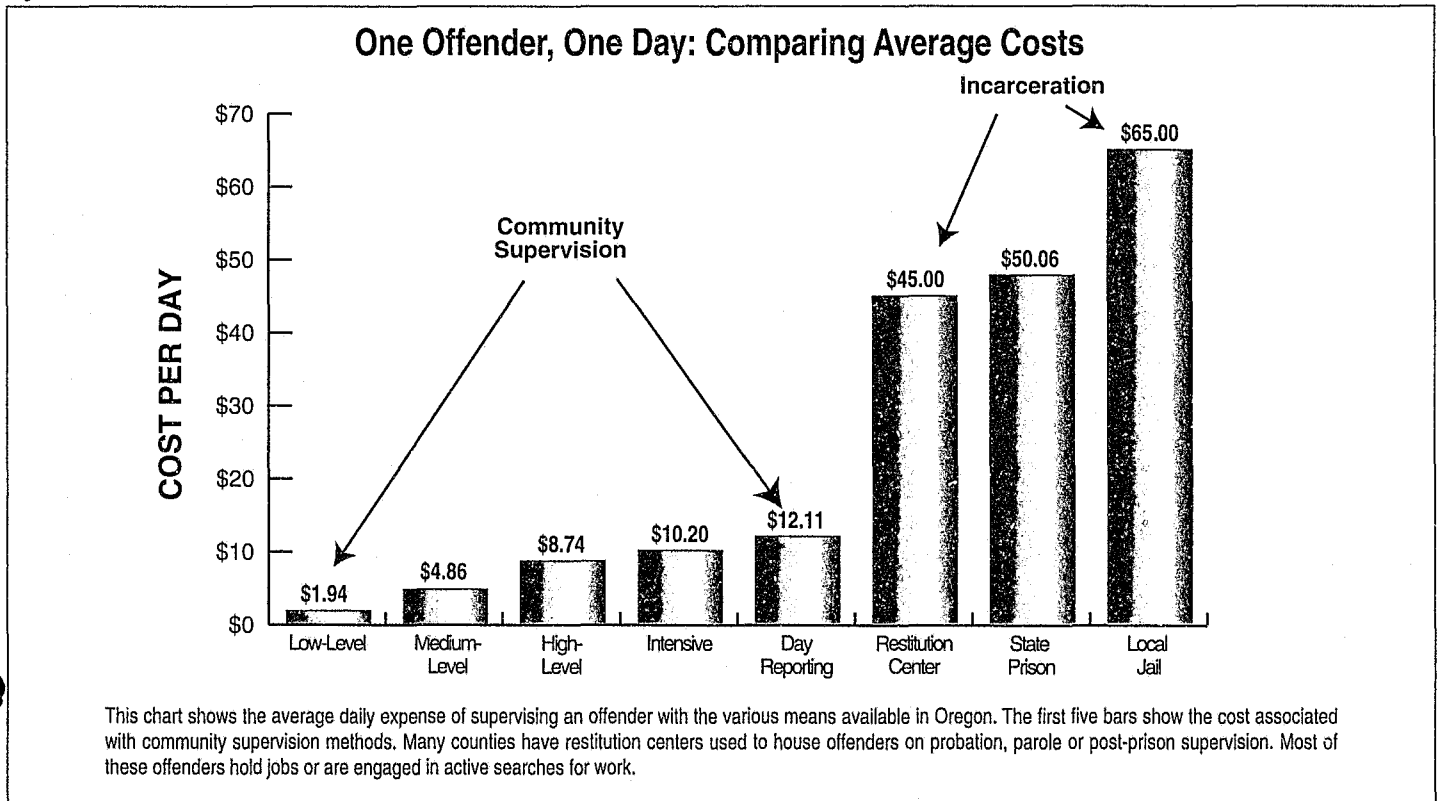
GLOSSARY

INTENSIVE SUPERVISION is also called special supervision. The probation/parole officer may see an offender up to five times per week and impose a curfew, check on employment status, require drug testing and make unannounced home visits.

DAY REPORTING requires an offender to report to a central location every day. There he files a written daily schedule showing how each hour of the day will be spent — at work, in treatment, in school, etc. A case manager spot checks to see whether the offender is where he is supposed to be. The offender must obey a curfew, perform community service, and submit to random drug testing. Day reporting is often program-intensive, offering such services as alcohol and drug group therapy, employment readiness, and job training.

RESTITUTION CENTER programs house offenders in a structured setting, allowing them to leave for work or other approved activities such as drug treatment. The purpose is to provide control and support for offenders who are paying victim restitution or other costs from wages they earn while working in the community.

Figure 13



GLOSSARY

DATE CUT is a prison term reduction granted by the Board on Parole and Post-Prison Supervision following a board hearing and upon recommendation by the Department of Corrections. The nature of the crime, the term of imprisonment, prison conduct and participation in rehabilitation programs are considered.

COMMUNITY CORRECTIONS describes the system of supervising people living in the community who are on probation, parole or post-prison supervision. By using classification tools, treatment and support programs, community corrections professionals help preserve public safety while helping offenders make the transition to useful citizenship.

CLASSIFICATION is a system used to determine the level of supervision an offender needs based on his/her history of criminal activity, supervision performance, and other risk-defining criteria.

ABSCOND occurs when the whereabouts of offenders under community supervision are unknown and subsequent attempts to contact them are unsuccessful.

5. What is the difference between "earned time" and "good time" and why are they given?

Inmates who committed their crime before November 1989 are governed by the old parole matrix system. They were eligible for "good time." This is a term used to represent the amount of time inmates can cut from their sentences and is an important prison management tool. The term "good" is based on the historical precedent of reducing time in exchange for, or as an incentive for, good behavior. Corrections staff expect good behavior of inmates at all times, regardless of any impact on the length of their prison sentence.

Under Oregon's sentencing guidelines, adopted in 1989, "earned time" replaced "good time." Earned time can reduce the time an inmate spends in prison. However, earned time cannot be more than 20 percent of the prison term. Moreover, it cannot reduce the total time in prison to less than six months. Earned time is not available to inmates who are designated as repeat offenders under Ballot Measure 4, approved by Oregon voters in 1988. Also, inmates serving a life sentence are not eligible for earned time.

To determine earned time, prison staff reviews offenders' records every six months to evaluate their conduct as well as their participation in programs, work assignments and treatment. An inmate may receive earned time for each six-month period served, based on total performance in that period, limited to a maximum 20-percent reduction. On average, inmates achieve a 17-percent prison term reduction through earned time credits.

Before sentencing guidelines, the law required "good time" to be credited simply according to the number of days served. Inmates with more than 36 months to serve in prison were also eligible to apply to the Parole Board for an additional *date cut*. The board might grant or deny the request.

IV. Community Corrections

1. Can offenders be supervised effectively in the community?

Yes, *community corrections* staff can safely supervise many offenders on probation, post-prison supervision, or parole in the community. In fact, 81 percent of those who are placed on probation complete their sentence without going to prison. Fewer offenders on parole or post-prison supervision succeed, but the success rate is still nearly 60 percent. For purposes of protecting the public, parole and probation officers can safely punish and control many offenders in the community.

Effective probation or parole supervision relies on several factors:

Proper classification

As part of the Oregon Case Management System, parole/probation officers use an objective assessment system that measures the offender's risk of committing new crimes.

Every offender on parole, post-prison supervision or probation is given a risk score during the assessment and *classification* phase of intake. It ranges from zero for the highest risk cases to 12 for the lowest, reflecting the seriousness of the offense and likelihood that the offender will either *abscond* or commit a new crime.

With this information the officer supervises the offender at an appropriate level. Higher risk offenders receive closer supervision than those offenders whose risk to reoffend is lower (Figure 14). Offenders with risk scores 0-6 average 3.6 hours of supervision per month; offenders with scores 11-12 average 0.1 hours per month. The state currently funds the supervision of misdemeanants convicted of person-to-person and sex offenses.

Availability of resources

Resources are applied two ways in the community corrections system. First, they are used to change and improve offender behavior. Programs such as alcohol/drug rehabilitation, sex offender treatment, and job skills development have been proven to reduce criminal behavior effectively. Research also suggests that swift and certain responses to post-prison, parole, and probation violations promote public safety. Officers sanction offenders within hours by imposing punishments such as jail time or supervision by a day reporting center. Delayed, less certain but more severe punishment is less effective in reducing unacceptable behavior.

Good case management

Men and women under corrections supervision have needs in a variety of skill areas, such as education, employment and parenting. They also typically have multiple problems, including substance abuse and mental or emotional difficulties. Addressing only one or two of these issues is not usually effective. Individual needs must be assessed, and the whole person must be considered in developing an effective community corrections plan.

Case management means the supervising officer uses appropriate resources for those offenders needing services. These services may include alcohol and drug counseling, sex offender treatment, and mental health services.

2. How many offenders succeed in contributing to the community after release?

Offenders who obey the conditions of their parole for a year or longer are increasingly less likely to return to prison. Approximately 21 percent of parolees return to prison during the first year after release. (For women on parole, this rate is less than 18 percent.) Those who have been successful under supervision for 30 months have an extremely low rate of return to prison (Figure 15).

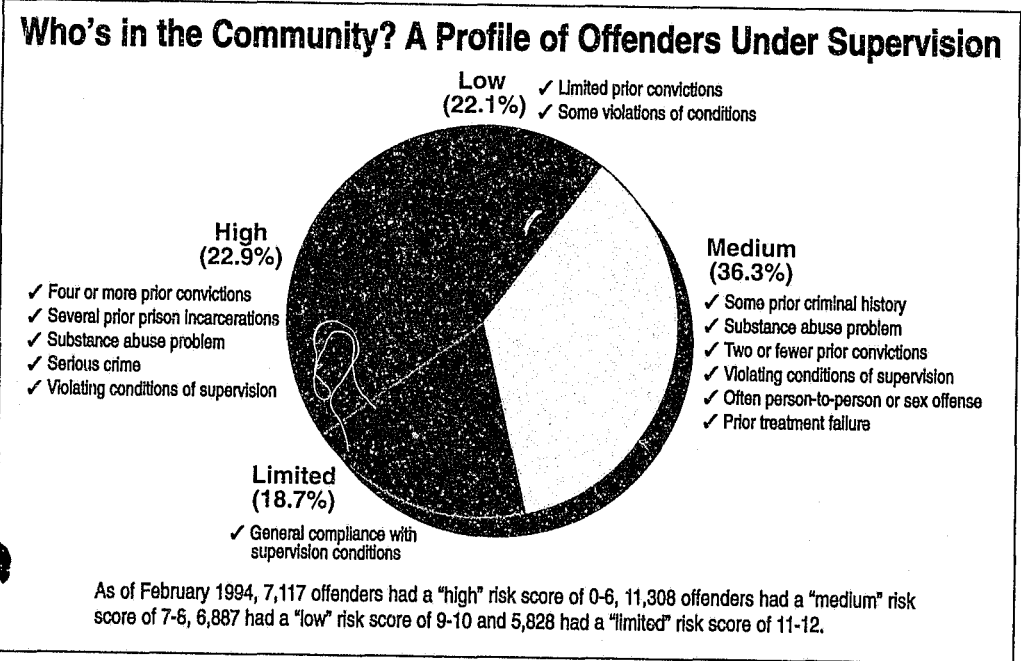
Probationers have greater general success in staying out of prison. Only 7.7 percent have their probation revoked and go to prison during the first year. As with the parole population, the longer offenders succeed on probation, the less likely they are to have probation revoked as result of inappropriate behavior.

The risk of *recidivism* for sex offenders goes in cycles and is longer-term than for most other offenders. Therefore, the law requires their supervision for periods of five, 10 or 20 years, depending on the seriousness of the offense and the criminal history of the offender.

GLOSSARY

RECIDIVISM describes repeating or habitual offenses. The word alludes not only to the behavior of offenders who commit a new crime after their terms of probation, incarceration and/or parole have ended; it also refers to the actions of those committing new crimes while incarcerated, under supervision, or awaiting sentencing while posting bail.

Figure 14



GLOSSARY

STRUCTURED SANCTIONS are imposed as consequences when an offender fails to abide by the specific terms of supervision. These sanctions may include jail time, community service, house arrest, or inpatient drug/alcohol treatment. The structure comes from a statewide decision-making grid determining the severity of the sanction to impose. Since community corrections staff make these decisions rather than waiting for a court date, the consequences can be imposed almost immediately when an offender breaks a rule. See ORS 137.592 to 137.599.

COMMUNITY WORK CREWS are composed of offenders working in a group to provide community service. Crews typically clear trails, maintain parks, paint buildings, collect litter or perform other types of manual labor.

ELECTRONIC MONITORING requires the offender to spend most of his time at home and work with a small transmitter attached to his ankle. A very specific schedule is required, and a computer notifies the corrections office by phone whenever the offender leaves or enters his home.

HOME DETENTION or **HOUSE ARREST**, requires an offender to spend most of his time at home without electronic monitoring. A specific schedule is required and verified, often by phone.

3. What happens when an offender violates probation, post-prison supervision, or parole?

When an offender violates probation, post-prison supervision, or parole, the supervising officer can respond quickly using the sanctions and interventions available within the community. These are called *structured sanctions* and were adopted by the 1993 Legislature in Senate Bill 139.

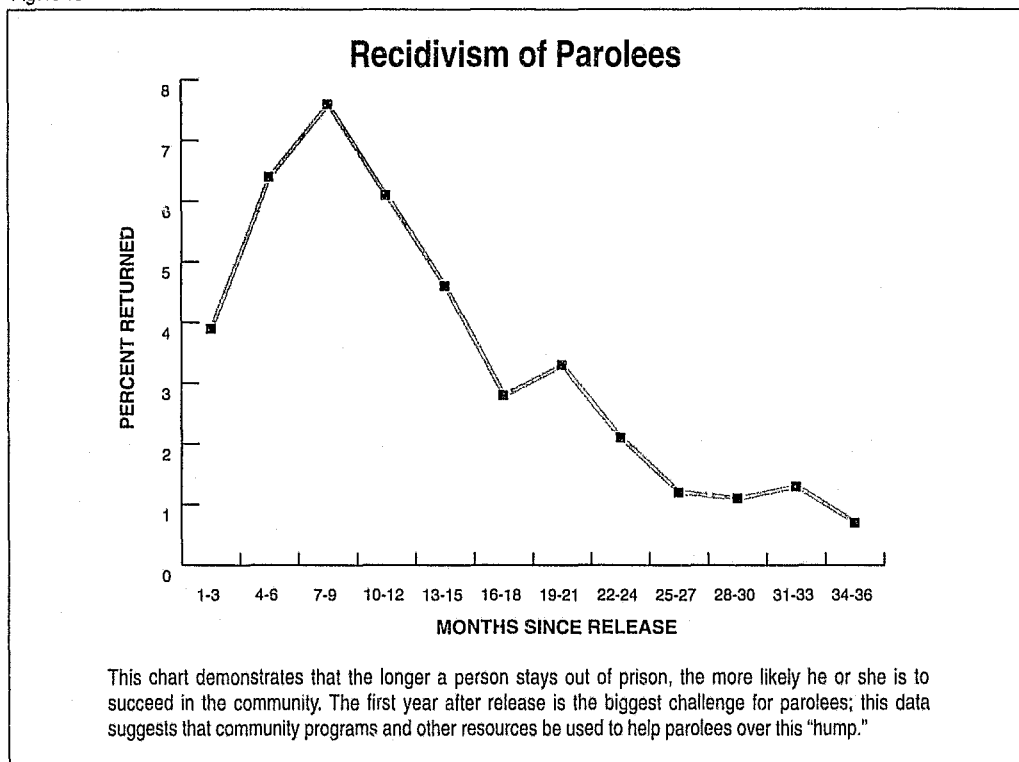
Violations may range from failing to attend drug treatment programs to associating with prohibited persons, to committing a new crime. Among the more common punishments are assignments to day reporting centers, *community work crews*, *electronic monitoring*, *home detention*, residential work centers, or jail time. Sanctions are imposed according to the seriousness of the violation and the public safety risk the offender poses to the community. This sanctioning process provides punishments and interventions that are "swift and sure." The most serious offenders are revoked to prison.

4. What is "recidivism," and is it at an all time high?

Recidivism refers to offenders who relapse into criminal activities following release from prison. The Department of Corrections tracks offenders released from prison for three years to see if they return to prison for any reason. Some offenders returned to prison have not committed new crimes, but have violated conditions of parole or probation supervision. The department looks at the return to prison rate one, two and three years after release. The department also monitors probation revocations; whether probationers go to prison for any reason.

Recidivism rates in Oregon have been declining steadily for the last several years. For parolees released from prison in late 1989, the three-year recidivism rate was nearly 47 percent. The rate declined to 40.7 percent for those released in early 1991. Inmates released after 1990 have not yet been in the community for three years. However, the one- and two-year recidivism rates for these parolees indicate that the decline in recidivism has continued. One-year recidivism has fallen from 30 percent to 17 percent over three years. The number of felony probationers sent to prison within three years of conviction has consistently been below 25 percent.

Figure 15



V. Punishment And Rehabilitation

1. Is prison a deterrent to criminals?

There is no question that prison is a *deterrent* to crime for most people. Nearly everyone who contemplates a crime considers the possible consequences. However, for many offenders the fear of prison is not a deterrent, particularly the 70 percent who are involved with drugs and alcohol, or who have lost hope. Prison or jail time is a deterrent for those who value their freedom; for those who don't, prison is not an effective deterrent. Longer sentences or more harsh conditions of confinement would do little to change their perspective. Few of those who are not deterred by the present range of punishments would be deterred by increasing the severity of the punishment.

2. Why do we need programs for offenders?

The ultimate goal of programs for offenders is to reduce the risk of criminal behavior.

These programs give offenders an opportunity to take responsibility for their lives, to learn skills that they did not have, and to develop new law-abiding behaviors. Programs require a commitment by the offenders to their treatment. Good programs look at many issues and problems and work with each individual to achieve progress in meeting these goals, thus doing more than just "babysitting" convicts. Corrections officials design these programs to prepare prisoners to return to the community. The programs also help offenders under supervision in the community to solve problems that may have contributed to their earlier criminal behavior.

Services for female offenders are most effective when focused on the special needs of women such as problems with incest, abuse, victimization and relationships with others. Life skills training is presented in the context of understanding abuse, dependency and empowerment. Substance abuse is one of the most prominent problems of the female offender, and treatment is central to any successful rehabilitation. Employment programs must develop marketable job skills and cannot rely only on traditional female job categories if women offenders are to support themselves and their children in the community.

The Bureau of Justice Statistics cites a 1986 Census Bureau survey of female inmates in state correctional facilities: 76 percent of them had children. Knowing that this proportion of the women will return to their communities to continue rearing their children makes it critical to address these issues effectively. Otherwise, we cannot expect to break the cycle of abuse and criminal behavior. Incarcerated mothers and their children experience serious barriers to maintaining their relationships with each other, much less improving them.

Female offenders will usually assume the parenting role once released. To prevent a cycle of abused, neglected or delinquent children, these mothers must have the opportunity to learn effective parenting skills.

3. Does anything work to change the behavior of criminals?

Several programs and strategies may reduce the risk of future criminal behavior. Most people on probation, post-prison supervision, or parole, or who are in prison or jail today share some common problems. Many have addictions to alcohol or other drugs. Some have inadequate education. Many offenders lack basic social and problem-solving skills.

Intensive drug and alcohol programs that combine treatment, counseling and testing have proven very effective in changing offender behavior. For instance, probationers supervised under the *DROP* (Drug Reduction of Probationers) program in Coos County and elsewhere in Oregon have significantly reduced both their drug use and criminal behavior.

Another example of "what works" is the alcohol and drug program at Powder River Correctional Facility. The program was recently selected by the US Office of Drug Policy as the principle example of an effective criminal justice alcohol and drug program. Program features that led to its success include: intensity (30+ hours/week), duration (approximately nine months), confrontation, support and follow-up in the community after release from prison. Recent research indicates a significant reduction in arrests of Powder River program graduates.

The Oregon Department of Corrections offers several programs in our communities and in prisons to help offenders get a basic education. Education focuses on offenders' needs to find jobs and to support themselves and their families. In Oregon only 16 percent of the people released from prison find a job within six months. Another 28 percent find

GLOSSARY

DETERRENTS use fear of a legal penalty (fine, community service, imprisonment, etc.) to prevent or discourage people from committing crimes.

DROP (Drug Reduction Of Probationers) programs send offenders to jail when they test positive for substance abuse: two days for the first positive test, 10 days for the second, and 30 days for the third. The program has consistently shown a reduction in the use of drugs.

GLOSSARY

COGNITIVE SKILLS allow offenders to identify irrational and inappropriate thoughts in order to pursue rational thinking and appropriate behavior.

part-time work and 56 percent are unemployed. Research has shown that lack of employment contributes to the crime rate. Education and job training along with appropriate programs and treatments are of paramount importance in easing the transition of offenders into a productive role in the community.

The department is also operating innovative *cognitive skills* programs for offenders, both in the community and in prison. These are programs that teach offenders to take responsibility for their lives and how to think and solve problems within the limits of the law. Many offenders simply don't have the problem-solving skills to meet the challenges of living a law-abiding life.

Educational programs, drug and alcohol programs and cognitive skills go a long way toward helping offenders become productive, law-abiding citizens.

The key is a combination of sanctions that are imposed swiftly, surely and of short duration that are integrated with programs that are intense, at least 90 days in duration, have an accountability component and provide ongoing support after the program ends.

4. What is boot camp?

The Oregon Summit Program in Coos County began operation in March 1994 as our state "boot camp" program. The Department of Corrections designed the Oregon Summit Program to reform younger, criminally unsophisticated male and female offenders. They enter an intensive six-month program of work, physical training, education, and treatment. This program provides offenders with both the tools to succeed and the incentive to use them when they return to the community.

The program stresses military style discipline and drill, as well as hard work in public service projects in the community. Many hours of basic and remedial education, programs addressing drug and alcohol problems, cognitive skills and other problems instill new pride and abilities among these offenders. Other states that have tried similar programs have had encouraging results.

Inmates in these programs graduate after six months with a new positive outlook and better prepared to contribute to their communities. They will be under intensive supervision for at least one month and will serve the balance of their original sentence in the community corrections system.

The Department of Corrections will provide Oregon Summit graduates with follow-up services and supervision. They must complete the full term of post-prison supervision they received in court.

The Oregon Summit Program is designed to save taxpayer money without compromising public safety. By reducing the prison terms of successful inmates, money allocated for expensive prison bed days is saved. Additionally, if the program meets expectations, fewer Summit graduates will return to prison for new criminal activity.

5. Can offenders be rehabilitated?

Eighty-one percent of probationers finish their sentence without being sent to prison. Nearly 60 percent of parolees finish their parole/post-prison supervision terms without returning to prison in three years. The incorrigible group of career criminals is a very small share of the total problem.

Rehabilitation starts with the offender's recognition that change is possible. Awareness grows into desire to improve their lives. Offenders with this desire need access to programs that adequately address their needs. The Department of Corrections stresses alcohol and drug treatment, education, and cognitive skill building programs for offenders. For motivated offenders, these programs will provide the skills and abilities they need to succeed.

We also need to provide hope. Almost every prisoner in custody today will return to the community, most of them within a year. If these men and women believe they will never make it, or if they have no skills to make it, they won't. Oregon will spend thousands more dollars arresting and prosecuting and incarcerating them for new crimes.

The answer is clear — many offenders did not receive the upbringing or acquire skills the rest of us take for granted. We can ignore these problems and build prisons to keep these people locked up, or we can make investments in our fellow citizens to provide opportunities that will enable them to become law-abiding members of our communities. In the long run, Oregon will be a safer place if we work to address the root causes of crime.