

OREGON'S 1979
COMPREHENSIVE
CRIMINAL JUSTICE
PLAN

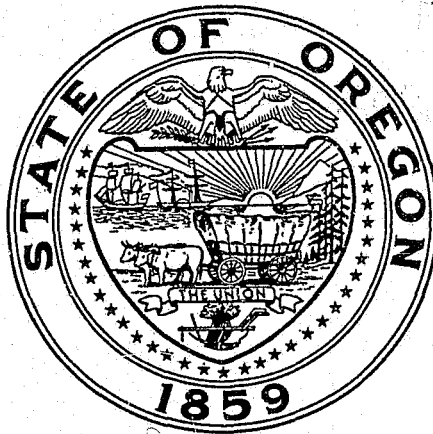
Prepared By The

Oregon Law Enforcement Council

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STATE OF OREGON
Office of the Governor
Law Enforcement Council

APPLICATION FOR ACTION GRANT
FISCAL YEAR 1979

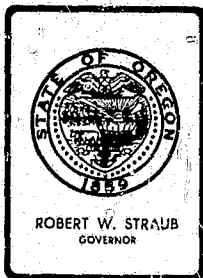


Robert W. Straub
Governor

Salem, Oregon
July 31, 1978

James A. Redden
Chairman
Law Enforcement Council

Keith A. Stubblefield
Administrator
State Planning Agency



Law Enforcement Council
STATE PLANNING AGENCY

2001 FRONT STREET N.E., SALEM, OREGON 97310 PHONE (503) 378-4347

July 31, 1978

The Honorable Robert W. Straub
Governor, State of Oregon
207 State Capitol
Salem, OR 97310

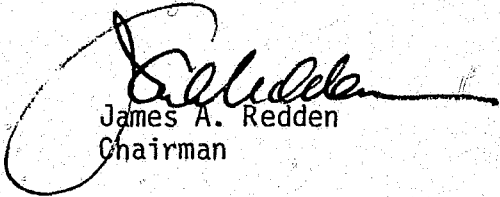
Dear Governor Straub:

It is my pleasure to transmit to you Oregon's FY 1979 Comprehensive Criminal Justice Plan, which outlines our continuing efforts to control and prevent crime and delinquency in the State. The Plan has been prepared in accordance with the Omnibus Crime Control and Safe Streets Act of 1968, as amended, and the Juvenile Justice and Delinquency Prevention Act of 1974, as amended.

This Plan represents the culmination of many months of a combined effort by the Oregon Law Enforcement Council, Oregon's 14 Administrative Districts, and numerous state and local criminal justice agencies to improve Oregon's criminal justice system. The Plan's priorities and programs are a result of a four-phased planning process which strongly encourages and utilizes local input and participation. We have also coordinated our efforts with a special sub-committee of the Legislature's Emergency Board.

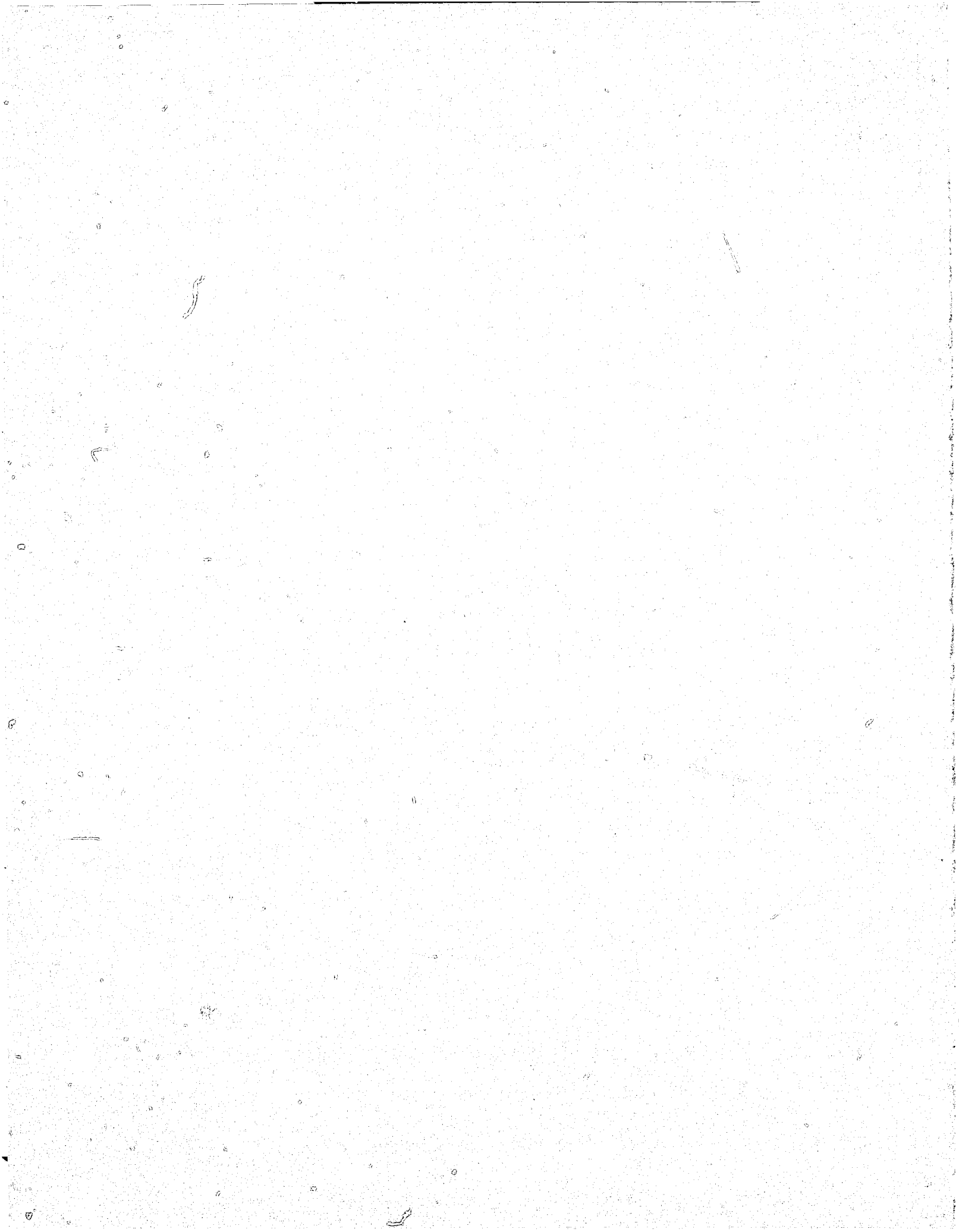
I would like to express my appreciation to the many individuals--both private citizens and criminal justice system professionals--who devoted their time and energy in developing the Plan. Through their efforts and hard work, we are making progress in the fight to control and prevent crime and delinquency.

Sincerely,



James A. Redden
Chairman

JAR:lp



FOREWORD

In 1978, Oregon's Comprehensive Plan was awarded multi-year status. The following represents Oregon's FY 1979 Action Plan. The Action Plan is a statewide assessment of programs and problems to be addressed through the funding of projects during FY 1979. This Plan will assist in the effort of the Oregon Law Enforcement Council, the administrative districts, and state and local criminal justice agencies to control crime and improve the criminal justice system in Oregon by identifying priority problem areas and strategies. The Plan provides direction as well as a focus to achieve the goal of making Oregon a safer place to live.

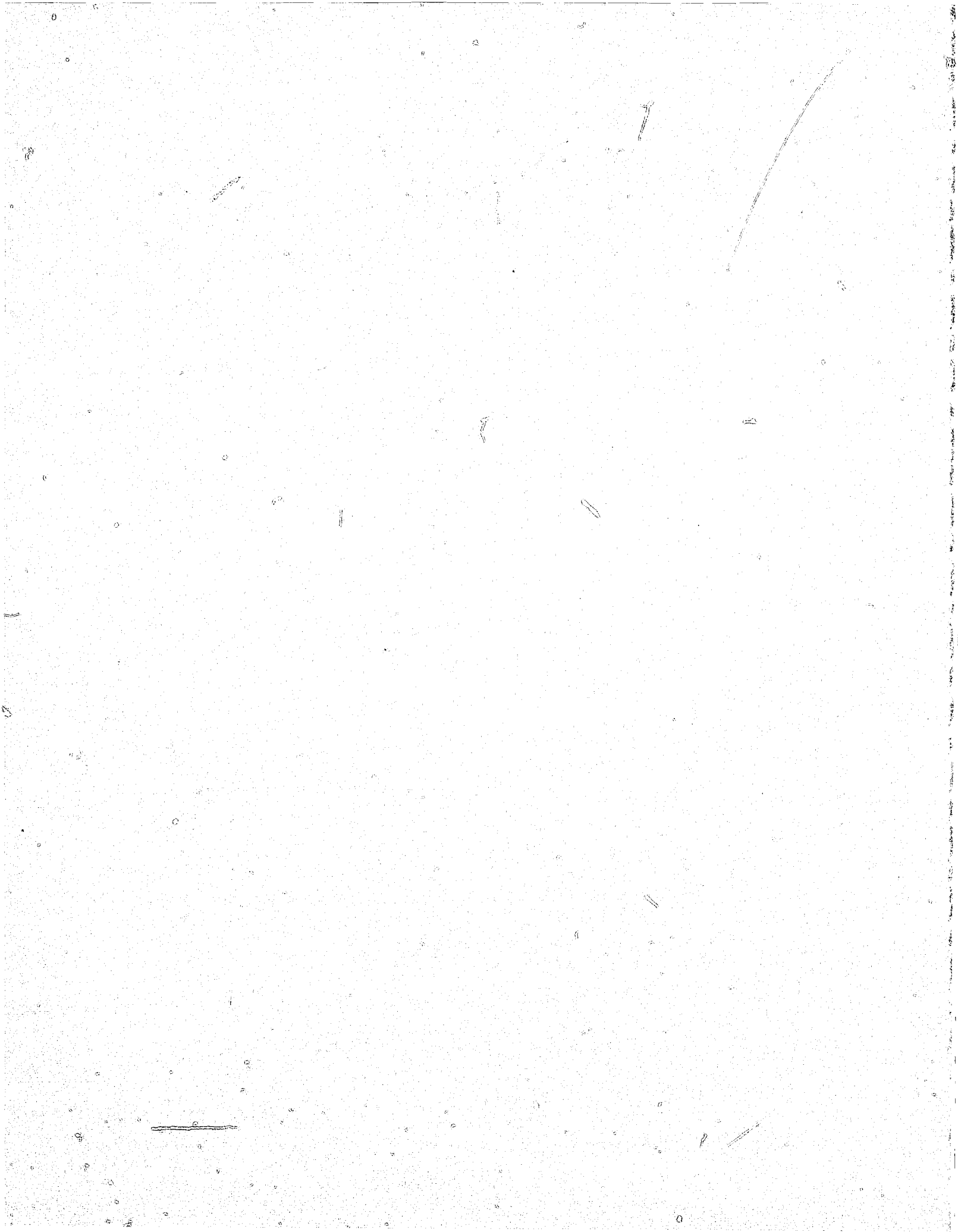
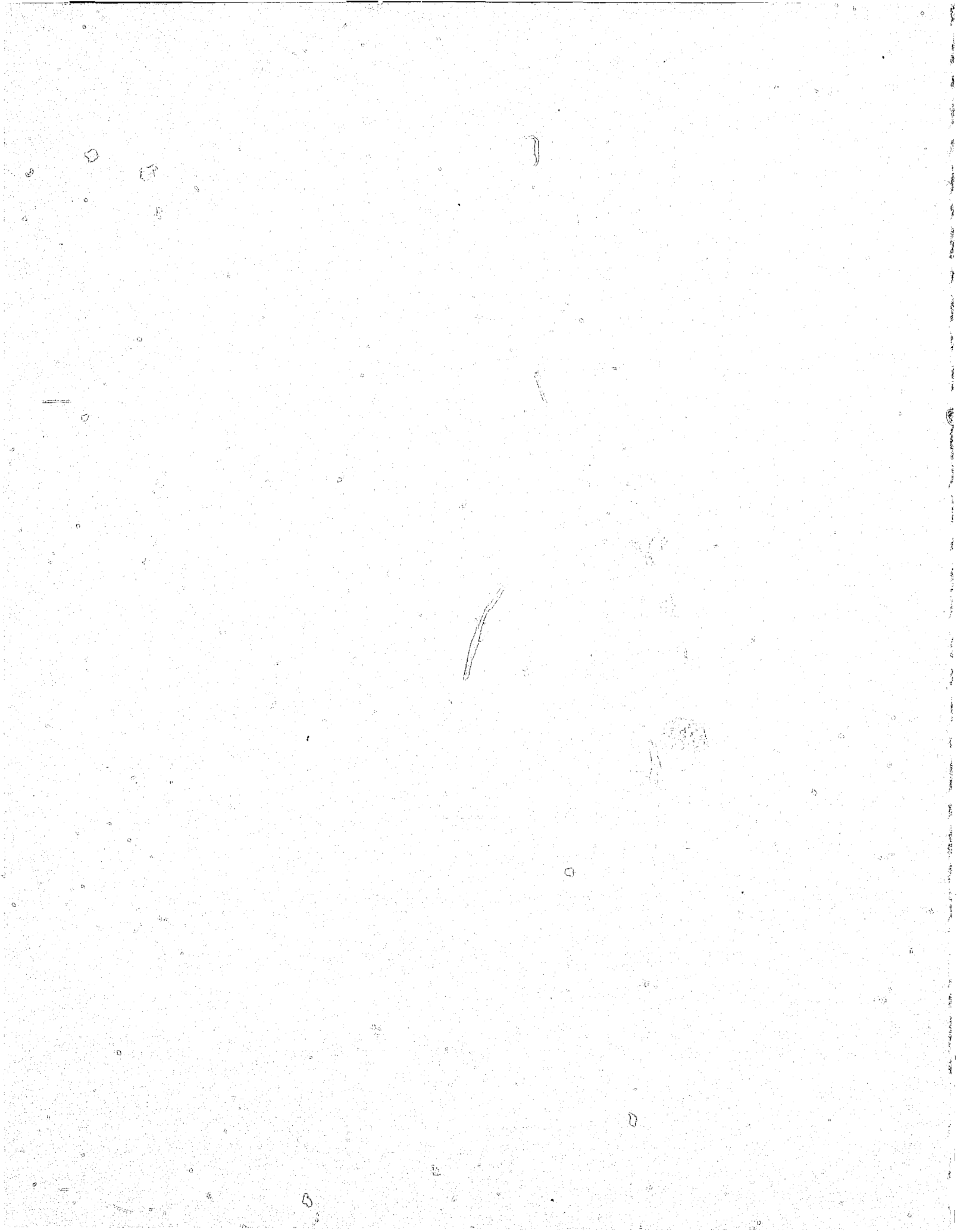


TABLE OF CONTENTS
Oregon's FY 1979 Action Plan

	<u>Page No.</u>
Introduction to FY 1979 Action Plan	1
Program 1 - Systemwide Planning, Data Base Development and Evaluation	7
1A- Systemwide Planning	16
1B- Data Base Development	20
1C- Evaluation	23
Program 2 - Non-Residential Corrections Services (State and Local)	27
Program 3 - Institutional Corrections Programs (State and Local)	41
Program 4 - Adjudication - Resource Development	55
4A- Courts	71
4B- Prosecution	75
4C- Defense	77
Program 5 - Improve Operational Strategies (Adjudication)	81
5A- Victims	87
5B- Jurors/Witnesses	89
Program 6 - Enforcement - Resource Development	93
6A- Consolidating, Contracting for and Sharing Resources	101
6B- Inability to Respond and Inefficiency With Records and Communications Systems	103
6C- Delays in Contacting Enforcement Agencies in Emergency Situations	105
Program 7 - Enforcement - Strategy Improvement	109
7A- Property Crime	114
7B- Violent Crime	117
Program 8 - Prevention of Juvenile Crime	119
Program 9 - Improvement of the Juvenile Justice System	129
9A- Appropriate Use of the Criminal Justice System	142
9B- Case Processing and Treatment	145



Oregon's FY 1979 Action Plan for Criminal Justice

This plan consists of nine programs addressing problems identified through the OLEC planning process. Each program has several sections:

- A problem statement
- A problem description
- Goals and standards
- Objectives
- Strategy narrative
- Types of projects anticipated
- Staff/Council action
- Multi-year forecast
- Budget

For project applicants, the section entitled "Types of Projects" outlines the projects anticipated for funding in FY 1979. This section details the criteria for eligibility, criteria for selection and other project specifications. It also gives an approximate dollar amount or range of dollar amounts to be allocated for each project. Some projects will be a continuation of previous efforts. However, applications from those other than the present grantee will be accepted. Potential applicants should understand that preference will be given to the present grantee if performance is satisfactory.

The budget shows percentage amounts for three major categories: Full Service Districts, Rural Districts and Statewide Programs. The Full Service Districts are Districts 2, 3, 4, 5 and 8. (A list of addresses and contact persons is attached.)

The percentages used are the percentages of Oregon's Part C, E and JJDP allocations. The exact dollar amounts are not known at this writing.

Potential applicants located in one of these districts must apply through the regional planning agency unless the project is statewide in scope or impact. The Full Service District projects described in the attached document were extracted from each Full Service District plan. Potential applicants will need to obtain a copy of the relevant plan for full detail on project application criteria, application procedures, and deadlines.

Applicants located in Rural Districts must also apply through their respective regional planning agency, but funding decisions will be made at the state level by the OLEC staff. State agencies and applicants for statewide projects must apply through the Oregon Law Enforcement Council. Rural districts are Districts 1, 6, 7, 9, 10, 11, 12, 13 and 14.

Applications must be on the OLEC 12 application form. (Copies may be obtained from the OLEC office or district offices.) There will be two dates for submission of applications for rural districts, state agencies and statewide projects. The first will be September 29, 1978. The second will be March 2, 1979. It is likely that less money will be available during the second round. That round is for funds left over if insufficient or inadequate applications are received during the first round for a particular program. Additionally, any reverted funds or increases in funds from LEAA will be added to the second round budget. Given this situation, applicants are encouraged to meet the first round deadline.

Applicants will be notified within 90 days of the submission deadline whether or not the application has been approved or denied. Failure to meet any of the below factors is a basis for denial.

- Adheres to Public Law 93-83 or 93-415, as amended.
- Adheres to Council approved program specifications for projects.
- Program funds must be available in program under which application is made.
- Complies with full application requirements.
- For continuing projects - must have demonstrated compliance to prior grant awards and be meeting objectives.

For FY 1979, the OLEC adopted priorities on problems within components of the criminal justice system. Those programs are show in rank order below:

<u>Priority</u>	<u>Corrections Problems</u>
1	Overcrowding in Institutional Programs
2	Lack of Non-Residential Services
	<u>Enforcement Problems</u>
1	High Rate of Property Crime
2	High Rate of Violent Crime
3	Delays Experienced by Citizens in Contacting Police
4	Inefficient Records and Communications
5	Lack of Enforcement Resources
6	Low Crime Clearance Rates
	<u>Juvenile Justice Problems</u>
1	Over-Reliance on the Criminal Justice System
2	High Rate of Juvenile Crime
3	Lack of an Offender or System Assessment Mechanism
4	Lack of Juvenile Justice Resources

Adjudication Problems

- 1 Need to Improve Operational Strategies
- 2 Lack of Adjudication Resources

Systemwide Problems

- 1 Need for Data Base Development
- 2 Need for Systemwide Long-Range Planning
- 3 Need for Evaluation Information

Also the following selection criteria will be considered in comparing applications:

- Opportunity for research and development.
- Appears cost beneficial.
- Regional or multi-agency approach.
- Addresses high Council priority.
- Addresses high district priority.

Questions about the individual programs should be directed to the OLEC staff in Salem. (800-452-7813)

We would encourage all interested parties to become involved in our planning process. The OLEC planning process is an open one and encourages local and state input at each phase. Problems not addressed in FY 1979 may be addressed in future years. Please feel free to contact OLEC or your district planner concerning the planning process.

District Planners - 5/15/78

(1) Clatsop and Tillamook Counties

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(5) Lane County

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(6) Douglas County

Cecil Holley, TAC Chairman
Chief of Police
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and Umatilla Counties

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(13) Wallowa, Baker and Union Counties

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Planning Coordinator
Northeast Oregon Law
Enforcement Council
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(14) Harney and Malheur Counties

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Program 1 - Systemwide Planning, Data Base Development and Evaluation

Problem Statement: Insufficient criminal justice data exists to do adequate systemwide planning or evaluation.

Problem Description: The term "Criminal Justice System" suggests that police, courts, corrections and juvenile departments work together in a systematic manner. Although these agencies do work together to attack the problem of crime and to process the criminal offender, the belief that these agencies approach these processes in a coordinated fashion cannot be supported. To comprehensively plan for and with the criminal justice system requires a system approach. Presently, we do not have a single system of justice planning.

Each of the components of the system has its own unique way of dealing with the issues facing them. As a result, the effect on one component by action taken by another is seldom considered, i.e., police agencies add personnel without considering the impact on courts, courts change sentencing patterns or ways of handling cases without considering the impact on corrections services. The results tend to be confusion, antagonism and uncoordinated service delivery. A clear example of what happens when systemwide planning is nonexistent is the overcrowding situation within the Corrections Division. If a planning process had been in place, the situation could have been predicted and solutions devised before the problem reached crisis proportions.

By examining key decisions points within the system, early warnings can be given to the component which will be affected, thus, enabling them to "gear up" for the expected outcome or attempt to modify the action to be taken. This could assist in evaluating an agency's relationship to others as well as its own effectiveness.

Systemwide planning is also needed to deal with the impact of inflation and population increases on the criminal justice system's resources and capabilities. Population projections indicate that by 1985, several counties in Oregon will experience significant increases in their juvenile and adult populations. For example, Benton County's juvenile

population is projected to increase 48 percent over what it was in 1974; its adult population is projected for a 24 percent increase. In Deschutes County, the adult population is projected to increase by 48 percent and the juvenile population by 28 percent. These population increases will impact all parts of the system, and plans need to be made to prepare for the increased service demand.

It should be clear that without adequate data, systemwide planning is not possible. Lack of timely and accurate data has always plagued the criminal justice community. All criminal justice agencies, those with both operational responsibilities and planning responsibilities, require substantial data to function properly as part of the overall criminal justice system.

The evaluation of whether a part of the system is meeting its basic objectives must have its roots in crime data and in the statistics describing the passage of offenders through the system. Oregon, at the present time, cannot effectively trace an offender from arrest to final correctional disposition. In fact, to describe the relationship of one component of the criminal justice system to another is a formidable task. Without this data, it is difficult to determine what kinds of problems exist in the functioning of the judicial system. A good example of this is the apparent belief that significant sentencing disparity exists in Oregon. There is virtually no evidence to show whether this problem exists or the extent of the problem if it does exist. Data on sentencing of offenders needs to be collected in order to make this kind of determination.

Oregon has made significant strides in developing a statewide data base on criminal incidents through the OUCR system. The need now is in the areas of offender based tracking statistics (OBTS) and recidivism data. In these two areas, data is needed for both the adult and juvenile systems. For adults, there are several systems which are designed to, but are not currently producing the needed information. The OUCR system is designed to collect information on disposition of arrests. The Computerized Criminal History (CCH) system is supposed to have information on disposition and custody status of each person arrested. Both of those systems have suffered from failure of the source agency to submit complete information. The State Judicial Information System is designed to track the progress of all criminal cases. However, it is currently operational in only a few counties.

A corrective measure for the CCH system was implemented in January, 1977. A check of the data base will soon be undertaken to determine its success.

Tracking statistics and recidivism data for juveniles are simple nonexistent statewide. At the present time, only a few counties have the capability of producing such data.

In addition to statistics about the system's operation, data is needed on evaluation of various programs and techniques. In December 1975, a report was completed which described the projects funded by the Council from its inception through FY 1975. For that report called "Oregon State of the State in Criminal Justice," an attempt was made to assess each project's output and its impact on the criminal justice system. Generally, the author discovered that this was not possible. For the majority of cases, all he was able to do was to "simply state that the project had certain explicit end products, that those end products covered a specified geographic area, or class of clients, and that it operated on the theory that the project and its end products would effect changes in the criminal justice system or crime in a stated manner" (p. 76, SOS). He noted that while a certain amount of success has been realized in developing quantified objectives at the project application stage, things fell apart at the feedback stage. He noted "there is a singular absence of what we might call 'accomplishment reporting orientation' at all levels - state and local." (P.233, SOS.)

The General Accounting Office (GAO) conducted a study of LEAA Block Evaluation efforts in the fall of 1975. Oregon was one of the states in Region X included in the study. The quote appearing in their study reflects the severity of the problem relating to evaluation.

Since 1969, approximately \$74,000,000 in LEAA fund awards have been invested in Oregon's criminal justice system. Though this investment has undoubtedly had a significant and beneficial impact upon the system, little hard evidence exists to prove it. During the past two years, a fairly intensive monitoring effort measured and recorded the operations of most OLEC-funded projects, but little was done to document final outputs or effectiveness of those projects. Consequently, decisions relating to project refunding, adjustment of program criteria and overall planning were largely made without benefit of reliably-based, logically collected, results oriented data concerning project capabilities. (GAO, p. 5.)

Data provided by the OLEC to GAO for fiscal years 1973 through 1975 indicated that only 36 (11 percent) for the 326 grants had some ongoing level of evaluation. Even more amazing is that less than 1 percent of the Part B, C, and E resources have been allocated to provide for evaluation (excluding the Impact Discretionary program).

An examination of the planning process of the OLEC reveals that the feedback or evaluation system is clearly inadequate at all levels of operation. First, many projects lack the prerequisites for evaluation, i.e., clearly defined problem statements, measurable objectives, activities clearly linked to achieving objectives and an appropriate evaluation component.

This can be attributable, in part, to a lack of skills and resources of project proponents. Additionally, projects do not receive adequate review prior to funding, and when they do, meaningful revision seldom occurs.

In reporting routine progress in achieving objectives, the system is also weak. Progress reports are often delinquent and do not contain sufficient useful data.

Problems also exist in utilizing existing research feedback. In simple terms, research can be defined as "merely trying to find out things." In the criminal justice system, evaluative research is oriented to finding things out about specific programs - especially their effectiveness and efficiency in bringing about certain desired results. Such research implies a two-sided coin with researchers committed to the tenet of scientific rigor and objectivity and administrators committed to finding out things about their programs.

Evaluative research in the criminal justice system is a difficult enterprise at best and even where we have generated descriptive and/or explanatory information, utilization of that information for decision-making can be subject to a number of difficulties.

First, the research effort can be flawed - especially in terms of its ability to generate causal statements of the form "X leads to Y." We can have any number of problems and limitations due to inadequate research design, insufficient data, and/or errors of data analysis and interpretation. All of these can lead to inconclusive or erroneous causal statements about the impact of project services on various elements of the criminal justice system, geographic areas, or clients served. The most glaring problem is that of inappropriate questions asked about programs lacking clarity and specificity in their description. To accurately evaluate a project's success, it is necessary to know the scope of the problems addressed, the method(s) of addressing these problems, and the specific outcomes or results anticipated, stated both in qualitative and quantitative terms.

Second, there are often many defects in the means for communicating and disseminating the results of evaluative research. Often the format in which the research is reported conceals the basic findings or presents them in a form that cannot be easily understood by practitioners, administrators, and lay audiences. Most importantly, findings are never inventoried and made cumulative for the reader. The reader is never given a global view of what many efforts are beginning to tell us about a particular program area or about particular elements of interest. We have not attempted to put all of our findings related to a particular area into a format which can generate policy decisions about the planning and operation (as well as the funding) of various projects.

Third, there is often resistance to the evaluation and its implications for policy decision-making. Effective evaluation implies an atmosphere for and an organizational structure which links the research and policy-making enterprises. Promoting a close integration of research and program efforts is a complicated task. It appears a cooperative effort is best promoted by careful preliminary work involving researchers and program staff in the project and evaluation planning efforts. This means that the researcher must clearly identify the projects and implications of research efforts. In turn, the subgrantee or project planner must be able to articulate in clear terms project objectives and activities. Demonstrating success is a desired end in both efforts but learning from failure is an all too often neglected aspect of research and programming efforts.

Goals and Standards: Systemwide Planning

4.XX4

Goal: To establish a long-range, systemwide planning capability within and among all components of the criminal justice system.

Standards:

1. A long-range planning capability should be established in all major criminal justice operational agencies.
2. An effective mechanism for systemwide, long-range planning should be in operation at the state and regional levels.
3. A data base should be established and utilized to support long-range planning.
4. Research and evaluation information should be used to address long-range, systemwide planning issues.

Data Base Development

4.460

Goal: A uniform crime reporting system should exist to provide local, state and regional agencies with timely and accurate data on criminal incidents, arrests and victims.

Standard: Data to be collected should include:

- a. Incident definition, including criminal statute violated and UCR offense classification.
- b. Time, including time of day, day of week, month and year.
- c. Location, including coded geographical location, and type of location.
- d. Incident characteristics, including type of weapon used, method of entry (if applicable), and degree of intimidation or force used.
- e. Incident consequences, including type and value of property stolen or recovered.

- f. Arrestee characteristics including sex, race, date of birth, address, prior record, criminal justice status.
- g. Arrest and clearance information.
- h. Victim information including age, sex, race and the victim's activity at time of victimization.

4.801

Goal: A uniform statewide system should be developed which tracks all adult offenders from arrest through the judicial and correctional systems.

Standard: Data collected should:

- a. Charges filed; if no charges filed, reason for not filing.
- b. Disposition and method of disposition; reason for dismissal.
- c. Sentencing length and type.
- d. Time from arrest to sentencing.
- e. Re-arrest and re-conviction information.
- f. Status changes in custody or correctional program.

4.702

Goal: Client Case Profile Data. Develop an information system which has as its highest priority the collection of data that enables juvenile justice system personnel to develop insight and understanding into the situation and needs of the client.

Standard: Such a system should include at least the following data elements:

- a. Social information (self, family, community, peer relationships, employment potential, vocational training, etc.).
- b. School performance (attendance, achievement test results, general classroom behavior).

- c. Psychological information (testing, interviewing, treatment plan, etc.).
- d. Medical information (birth, general medical history, evidence of pathology, and possible organic dysfunction).
- e. Prior referral record.

4.703

Goal: Client-in-Process Data. Develop an information system which has as its highest priority the collection of data that enables administrators of agencies within the juvenile justice system to monitor and assume responsibility for the movement of cases through the juvenile court process from referral to termination and return.

Standard: Such a system should include at least the following data elements:

- a. Location of client - if removed for short or long-term period, from the home of parent or guardian.
- b. Status at any given time, e.g., awaiting adjudication; awaiting disposition; pending placement.
- c. Docketing schedule maintenance of a central information source with regard to all participants in each case, in order to identify as soon as possible conflicts in schedules.
- d. Process checklist.
- e. Case disposition.
- f. Treatment alternative.

4.810

Goal: Develop a system to collect and utilize management and administrative statistics required for the functioning of an effective and efficient criminal justice system.

Standard: Identify minimum information needs of state and local agencies (corrections, courts, law enforcement, juvenile justice). These needs should include:

- a. Criminal justice personnel in terms of numbers, qualifications, functions, and responsibilities.
- b. Current inventories on equipment, facilities, services and programs.
- c. Cost of criminal justice efforts.

Evaluation

4.XX1

Management Goal: To have information utilized at each level of the criminal justice system in planning and decision-making.

Standards:

1. Utilize the criteria developed for determining which programs/projects are selected for intensive evaluation.
2. Ensure quantifiable, time-framed objectives amenable to evaluation are developed in each OLEC-funded grant application.
3. Incorporate, to the extent possible, cost-effectiveness or cost-benefit information in any proposed designs and reports based on intensive evaluations.
4. Ensure that evaluation information is available in a form useful to decision-makers.

4.XX2

Knowledge Goal: To obtain and disseminate information on the cost and effectiveness of various approaches to solving crime and criminal justice system problems.

Standards:

1. Perform intensive evaluation on selected projects and disseminate results to advance knowledge of the effectiveness of various strategies and tactics in the criminal justice system.
2. Distribute information on research and evaluation results to all Oregon criminal justice system decision-makers.

3. Develop and disseminate summaries of the state of knowledge on the effectiveness of various strategies and tactics in the criminal justice system.

4.XX3

Development Goal: To have state and local criminal justice units develop an evaluation capability as part of their management system.

Standards:

1. Establish a clearinghouse mechanism for the dissemination of information on the effectiveness of various strategies and tactics in the criminal justice system.
2. Increase the number of technically-qualified individuals and resources for performing intensive evaluation in the criminal justice system.
3. Establish training programs to upgrade the skills of individuals performing intensive evaluation in the criminal justice system.
4. Promote the development of a system of exchanging technical information between researchers and evaluators in the criminal justice system.

Program 1A - Systemwide Planning

Objectives:

1. To establish a long-range planning capability in five major criminal justice agencies by 1980.
2. To demonstrate the use of OUCR data for planning to 75 percent of Oregon's police agencies in 1979.
3. To provide at least six crime and system analytical reports to support planning efforts to operational agencies in 1979.
4. Maintain a systemwide planning capability at the state level by developing and refining the OLEC planning process in 1979, 1980 and 1981.
5. To demonstrate forecasting techniques to 25 criminal justice agencies by 1979.
6. To provide at least six evaluation reports to support planning efforts to operational agencies in 1979.

Strategy:

In order to establish and maintain a long-range systemwide planning, it is necessary not only to establish a planning process, but to build a capability for planning. To serve the need for systemwide planning at the state level, the Law Enforcement Council has developed a four phased planning process. This process is designed to serve the state as a whole and not merely to meet federal mandates. Recently, the Governor asked the OLEC to review and make recommendations on all criminal justice legislation coming through his office. Through the planning process, a legislative program will also be developed. In addition, a self critique mechanism has been developed to provide for refinement of the OLEC planning process.

At the regional and operational level, the strategies are two fold. First, the OLEC will support the involvement and development of regional planning units in the OLEC planning process. This will be done through provision of OLEC staff assistance, workshops and analytical reports designed to serve local and regional needs. Second, grant support will be provided to operational agencies that need to develop a planning capability.

A. Type of Projects to be Funded

1. In order to accomplish objective #2, one project will be funded to follow-up on the series of OUCR workshops given during September 1977 through February 1978. The amount available will be approximately \$5,000 and will be a one year project only. The applicant must be knowledgeable in the OUCR program and must have a demonstrated capability to conduct workshops with criminal justice operational personnel. To be funded, the workshops must cover the entire state, build on the previous workshop series and focus on utilizing OUCR crime analysis in tactical operations.
2. In order to accomplish, objective #5, one project will be funded to conduct a series of workshops on forecasting techniques. This workshop series will be funded in the amount of approximately \$10,000 and must reach participants from

about 100 criminal justice agencies. The applicant must have knowledge of long-range planning and forecasting techniques and must have a demonstrated capability for conducting workshops with criminal justice operational personnel. To be funded, the workshop must be at an elementary level; they focus on demonstrating how to assess agency workload and how to predict future workload and budgetary needs. Techniques on presenting such information to local governing bodies must also be included. This project will represent a pilot effort and should be considered a one year project. The grantee, however, will make recommendations for future workshops based on evaluation forms filled out by workshop participants and other information.

3. Full Service District projects:

District 2 anticipates funding two projects addressed to objective #5. One project will be for the purpose of maintaining a criminal justice coordinating council in the City of Portland. It will be funded in the approximate amount of \$80,000. The second project to be funded in the approximate amount of \$55,000 will provide an operational planning capability to the criminal justice agencies of Clackamas and Washington counties.

District 3 anticipates funding one project to establish an operational planning unit. Preference will be given to a multi-agency or multi-function unit. The funding range will be \$10,000 to \$25,000.

District 3 also anticipates funding an operational corrections planning project on a district-wide basis in the range of \$25,000 to \$45,000. Since this is primarily a corrections project, it will be funded under Program 2.

District 4 anticipates funding a project to provide an operational planning capability in one of its largest police agencies. That project will be funded in the approximate amount of \$17,000. However, since this project is primarily for enforcement, it will be funded under Program 7, Enforcement Resource Development.

B. Staff/Council Action

OLEC staff will address objectives 3 and 6 by providing a series of analytical and evaluation reports. The crime and system reports will be produced by the Planning and Data Analysis Unit. The reports will focus on topics of greatest interest to operational agencies and the OLEC. As in the past, local input will be sought to select the topics. This activity is contingent on obtaining general fund support. During the past five years, the analytical capability was supported by the CSD program. However, Oregon will no longer be eligible for such funding and general fund support will be sought. The evaluation reports will be produced by the OLEC Research and Evaluation Unit (see sub-program 1-C).

In addressing, objective 4, the OLEC will continue to refine its planning process once a year during Phase IV.

Multi-Year Forecast:

1980

1. A long-range planning capability will be established in five major criminal justice agencies.
2. Seventy-five percent of Oregon's police agencies will know how to utilize OUCR data to do the following: calculate crime rates/100,000 population, calculate percent increases and decreases, identify major agency crime problems, identify major arrestee population groups.
3. Six analytical reports will be received by criminal justice agencies.
4. The OLEC planning process will be reviewed and refined.
5. Twenty-five of Oregon's criminal justice agencies will learn forecasting techniques and be able to forecast service demand and budgetary needs to 1985.
6. Six evaluation reports will be received by criminal justice agencies.

1981

1. Seventy-five percent of Oregon's police agencies will have received additional training in OUCR utilization. They will be able to use OUCR data to adjust workload and resource allocation, and to focus operational efforts on crime problem areas.
2. Six analytical reports and six evaluation reports will be received by criminal justice agencies.
3. Fifty percent of Oregon's criminal justice agencies will learn forecasting techniques and be able to forecast service demand and budgetary needs to 1986.
4. The OLEC planning process will be reviewed and refined.

Program 1B - Data Base Development

Objectives:

1. To obtain victim information through a state-wide victimization survey on a pilot basis during 1978. (An annual survey is anticipated after that.)
2. To develop and implement an OBTS system by 1980.
3. To develop a proposal for statewide criminal justice data base development for consideration by the 1979 Legislative Session.
4. To obtain data on length and type of sentences for Part I crimes on a county basis to determine if there is disparity in sentencing practices in Oregon by 1979.
5. To obtain CETA funding for a survey to compile management and administrative statistics for criminal justice agencies to be completed in June, 1978.
6. To implement one regional criminal justice information system in two jurisdictions currently not served by one by 1979.

Strategy:

There are two strategies for this sub-program. First, the OLEC Planning and Data Analysis Unit will continue to address the need for analytical reports by producing approximately six reports per year. Second, there will be a comprehensive examination of state level information systems. The OLEC has appointed a Data Base Development Task Force to identify questions about the system's performance and operation that cannot be answered due to lack of data, develop alternatives to obtaining the necessary data and to develop a legislative proposal to present to the 1979 session of the Oregon Legislative Assembly. The needs for OBTS, Juvenile Justice data, etc. will all be addressed through this proposal.

A. Types of Projects to be Funded

1. No action projects are anticipated for FY 1979. Such action projects to be funded in years beyond FY 1979 will be dependent on the Data Base Development Task Force recommendations. However, it is anticipated that additional study on data base development may be required. Consequently, \$30,000 will be reserved for that purpose.

2. Full Service District projects:

District 8 will address objective #6 by implementing a regional criminal justice information system for all criminal justice agencies in District 8. The anticipated project amount is \$33,000. That project will be funded under Program 7, since the enforcement component will be developed first.

District 4 will also address objective #6 by implementing a regional criminal justice system in that district. That project will be funded in the approximate amount of \$40,000. However, during the initial stages, this project will primarily involve enforcement agencies and thus will be funded under Program 7, Enforcement Resources Development.

B. Staff/Council Action

The OLEC Planning and Data Analysis Unit will address objectives 1, 4, and 5 by producing a series of analytical reports. The statewide victimization survey will be conducted on a pilot basis during 1978. It will be refined and run again in 1979. A study on sentencing disparity is scheduled for the second half of Calendar Year 1978. In addition, a question has been included in the statewide victimization survey to determine whether citizens perceive sentencing disparity as a problem. Also, during the second half of 1978, a more comprehensive MAS report is planned. Assistance for this project is being sought through the CETA program. If this assistance is obtained, the survey report will be completed in early 1979. The survey data will serve for three years, with only minor updating needed each year.

Objectives 2 and 3 will be addressed via the OLEC Data Base Development Task Force. The Task Force consists of Council members and Legislators. It is staffed by OLEC and other state agency staff. A detailed work plan has been developed for production of proposals to the Legislature.

Multi-Year Forecast:

1980

1. The third annual victimization survey will be run. Data showing a three-year trend will be available.
2. An OBTS system will be established and will provide data for planning.
3. The Legislature will have acted on a proposal for a uniform juvenile justice system. It is anticipated that implementation will be underway.
4. A study on sentencing disparity will be complete and utilized in the OLEC planning process.
5. MAS data will be updated in 1980.

1981

1. A fourth annual victimization survey will be run. Data showing a four-year trend will be available.
2. It is anticipated that the Juvenile Justice Information System will be in operation and will provide its first year's worth of data.
3. MAS data will be updated.

Program 1-C - Evaluation

Objectives:

1. Provide intensive evaluations for selected Part C and E funded projects during each fiscal year, through 1980.
2. Accumulate and provide state of the art information to the Council, local and state planners about methods to address the top four Council priority problems in 1979.
3. Provide a minimum of 60 person-days of technical assistance upon request to the Council, district and state agency planners and subgrantees in 1978, 1979 and 1980.
4. Provide workshop(s) to improve grant writing and evaluation related skills of district and state agency planners, subgrantees, and potential proponents in 1978, 1979 and 1980.

Strategy:

The OLEC will address the need for evaluation by supporting a state level evaluation capability to evaluate Council programs/projects and to assist operational agency and local planners utilize evaluative information.

A. Projects to be Funded

1. One project will be supported to maintain a statewide evaluation capability. The project will be funded in the amount of approximately \$90,000. The applicant must have a demonstrated capability for evaluative research and must have had experience in working with operational personnel. To be funded, the project must address all of the objectives in this sub-program.

2. Full Service District projects:

District 2 will require evaluation components in all new projects.

District 3 anticipates funding one project to assist local agencies in the assessment of selected projects. The funding range will be from \$2,000 to \$8,000 per project assessment.

B. Staff/Council Action

Evaluative information will be utilized in the planning process to refine programs and to determine whether a particular program ought to be continued.

Multi-Year Forecast:

1980

1. Followup victimization surveys for evaluating crime prevention programs in Ashland, Central Point, Gresham and Milwaukie will be completed.
2. Intensive evaluation projects will be provided to the Council for use in determining future program direction.
3. State of the art information will be provided to the Council for four priority problem areas for use in determining program direction.
4. After the first evaluation/grant writing workshop has been held in 1978, the workshop will be refined and put on again in 1979 and 1980.

1981

1. Intensive evaluation projects will be provided to the Council for use in determining future program direction.
2. State of the art information will be provided to the Council for four priority problem areas for use in determining program direction.
3. Another evaluation workshop will be held if it is determined that a need for such a workshop continues to exist.

Percentage of 1979 Budget:

	<u>Part C</u>	<u>Part E</u>	<u>NCJISS*</u>
Rural Districts	%	%	
Statewide	<u>5.00</u>	<u>15.00</u>	\$150,000
Full Service Districts			
District 2	3.81		
District 3	.80		
District 4			
District 5			
District 8			
Total FSD	<u>4.61%</u>	<u> %</u>	
Total	<u>9.61%</u>	<u>15.00%</u>	

The required match and buy-in will be provided by state and local units of government.

Multi-Year Budget

	<u>Part C</u>	<u>Part E</u>	<u>NCJISS*</u>	<u>State General Fund**</u>
FY 1980	11.00%	15.00%	\$150,000	\$27,000
FY 1981	12.00%	15.00%	\$150,000	\$30,000

*For grant to establish OBTS system and provide OBTS analysis.

**To fund OUCR Annual Report and Victimization/Public Opinion Survey - this is in addition to 10 percent match to be provided for all projects.



Program 2 - Non-Residential Corrections Services (State and Local)

Problem Statement: The number of persons receiving parole and probation supervision from Corrections Division Field Services numbered 5,960 on July 1, 1973. On January 1, 1978 it had risen to 8,198, an increase of 37.5 percent in less than five years. The probation and parole workload is increasing at a rate of nearly 100 per month.

Problem Description: At the local level, 16 programs encompassing 21 counties have assumed supervision of the majority of misdemeanants placed on probation. However, those jurisdictions which operate on local program are forced to use state probation resources and those who have programs are operating with individual staff caseloads of 60 to 90 clients, far above the nationally recommended ratio of 35:1, and the 50:1 level approved by the 1977 legislature for state supervision.

This is not to say that probation and parole have been failures. During the 1973-75 period mentioned previously, of 5,393 people placed on state probation, 46.5 percent completed their full probation term, 42.9 percent were terminated early by the courts and only 10.6 percent were revoked for failure to comply with the conditions of probation. Of the 89.4 percent who successfully completed probation, less than one in twenty has been returned to Corrections Division Contact within three years following termination.

During FY 1976, nearly 10,700 people were arrested for drug crimes and over 36,000 were arrested for alcohol-related crimes. The 10,656 drug arrests were mainly for "criminal activity in drugs" (e.g., use, sale or possession), and 23,345 of the reported alcohol arrests were for driving under the influence of liquor (DUIL) only. There were an additional 12,727 liquor law violations recorded for minor-in-possession, supplying, etc. In 1976 the total convictions for DUIL were 17,048. Although these numbers relate that a significant number of Oregonians are involved each year in the criminal justice system through use and abuse of drugs and alcohol, far more alarming figures are being discovered in relation to more serious crimes.

At the community level, the situation is even more serious. Treatment slots "dedicated" to criminal justice clients presently number only 340. This obviously falls far short of meeting the needs of local and state probation and parole needs, not to mention a paucity of programs for local jails which are experiencing an increase in more serious (and problem-prone) offenders spending longer terms. The Mental Health Division estimates that approximately 1,200 treatment slots are needed to keep pace with the current flow of state and local probation and parole clients who may require substance abuse counseling or treatment services. Thus, the problems at the local level are critical.

Total numbers of people presently under the supervision of the Corrections Division who have serious chemical dependency or abuse problems are just being identified. From a December 1977 survey, done by the Mental Health Division, 1,494, or 51.4 percent, of the present prison population has been identified as having a history of serious alcohol and/or drug problems. About half of these inmates indicate a desire for treatment of their substance abuse problems. Mental Health Division also found, in September 1977, that over 27 percent or 2,200 clients under state probation and parole supervision also have a dependency or abuse problem severe enough that the probation or parole officer recommends treatment. Approximately twice that number have a history of substance use.

Beyond an arrest for a specific drug or alcohol charge, present law enforcement information systems do not record whether other types of criminal offenders were judged to be under the influence of drugs or alcohol at the time of the crime. Police do not generally ask for nor do alleged offenders necessarily volunteer such information at the time of arrest or booking. This information gap delays the identification of potential drug and alcohol treatment candidates until much later in the criminal justice process. Estimates from the Mental Health Division reveal a startling increase in the incidence of alcoholism and alcohol abuse among juveniles. This increase far outdistances new use of drugs but should not be over-emphasized to the diminution of the fact that many juveniles (and adults) are mixed substance (pills and alcohol) abusers.

Either the alcohol or drug problem alone with its direct negative impact on clients in the criminal justice system could be grounds for a multitude of programs for which Council resources cannot begin to pay. It is important, therefore, that some rational prioritization be used to determine those areas where the Council could make the greatest contribution toward problem resolution with the shrinking resources made available through LEAA.

Working in concert with the State Mental Health Division, the Council has identified some areas of the criminal justice/mental health matrix which require additional or new resources to meet increasing demands. The Council has attempted to survey funding priorities of other federal agencies in an effort to respond to potential program voids left unfunded by those agencies. In many instances LEAA/OLEC funds are more flexible to meet specific local needs than other resources.

The problem description above emphasizes the need for creation of more community treatment "slots" for the exclusive use of criminal justice clients - including those assigned to the slots by the courts as a condition of probation, as well as residents of transitional living centers and parolees. The 1977 legislature mandated combined Corrections/Mental Health, address of the Mental Health and Substance Abuse problems of identified offenders.

Goals and Standards:

1.001

Goal: By 1981, pretrial release programs shall be functioning within every judicial district in Oregon.

Standards:

1. Uniform application of Senate Bill 80-73.
2. Coordination of all pretrial release and pre-trial detention programs to assure the provision of needed services to both types of client.
3. As experience and new information become available, plan for necessary legislative changes which will insure equal protection for all pretrial clients.

1.010

Goal: Certain misdemeanor or nonviolent felony offenders should be referred prior to trial, reducing significant financial and social expenses for both local governments and the alleged offender. By 1981, the following standards shall be met to reduce the incident of necessary incarceration.

Standards:

1. Every agency with the power to arrest and detain should have a written plan outlining the criteria it uses in determining the use of misdemeanor citation-field release, and citation-station release.
2. A pretrial release officer shall be appointed under ORS 135.235, to serve each court having criminal jurisdiction, with decision-making power relative to the pretrial release of persons detained pursuant to law and charged with an offense. If progress in application of ORS 135.235 appears not to be satisfactory, legislation making appointment of release assistance officer mandatory shall be enacted, or in the alternative, courts shall make the pretrial release decisions without unnecessary delay.
3. General use by all law enforcement agencies of citation (summons) in lieu of arrest warrants in criminal charges, under the authority of ORS 133.110. If progress in use of this authority appears not to be satisfactory, consider strengthening ORS 133.110.
4. Persons taken into physical custody of a law enforcement agency on the basis of an arrest shall be taken before a judicial officer (release assistance officer or judge) for release decision without unnecessary delay.
5. The court or designee thereof will make a decision with reference to release or detention. In the event of an adverse decision, the accused should have the right to be represented by counsel and present evidence regarding pretrial release. Decisions for detention or for conditions substantially infringing upon liberty shall not be imposed unless the judicial officer finds cause that such measures are necessary to assure the presence of the accused for trial, or to protect the community.

1.101

Goal: Establish an increased, active emphasis on educating the public to the goals, philosophy and operation of corrections services in Oregon, utilizing public involvement and participation as a major information vehicle.

Standards:

1. A program shall be established to be responsible for the development and delivery of a public information and education program relating to all phases of corrections, the client and their inter-relationships with society. This effort shall emphasize the need for developing an informed public, and the need for that public to become actively involved in the corrections process.
2. The staff with this responsibility shall be available to provide for the coordination of volunteer personnel serving in direct service capacities with correctional clientele, to include: a) design and coordination of volunteer tasks, b) screening and selection of appropriate persons, c) orientation to the system and training as required for particular tasks, d) professional supervision of volunteer staff, e) development of appropriate personnel practices for volunteers, f) supervision of offenders who are serving in volunteer roles, g) obtaining needed resources from the community that can be used in the institutions, and h) on an ongoing basis, seek to develop new opportunities for community contacts enabling inmate participants and staff to regularize and maximize normal interaction with community residents and institutions.
3. Establish a function in each county concerned with public information and education programs for correctional issues, and securing public involvement in correctional activities. Public involvement could include advisory roles, direct service roles, and cooperative efforts with correctional clients. The function could be located organizationally in existing correctional agencies; misdemeanor probation programs, community correctional agents, sheriff's departments, or human resources centers.

1.105

Goal: Community Correctional Services and treatment programs will be equally available to both male and female offenders by 1981.

Standard: A range of alternative to incarceration for all offenders at the community level shall be established including: community residential care, coeducational training programs, alcohol and drug treatment, with consideration given to regional programs in sparsely settled areas, with small numbers of women offenders.

1.110

Goal: Comprehensive misdemeanor parole and probation services shall be available in all jurisdictions in the state by 1981.

Standards:

1. Coordination of misdemeanor parole and probation services statewide shall continue under the auspices of a duly recognized body representing the leadership of such service delivery units. Emphasis of these programs shall not be limited to presently institutionalized supervision methods, but shall search for ways to provide concurrent service to both the community and the offender, based on the needs of each.
2. Locally or regionally managed probation and parole service programs shall be available within all judicial districts throughout the state, with community based service alternatives available to all sentencing courts for all misdemeanor and selected non-violent felony offenders deemed to be in need of such services by the sentencing court.
3. The Oregon Law Enforcement Council shall continue to stress the need for and support of increased services to misdemeanants. To have impact on the total criminal justice system, resources development must continue to be aimed at the earlier stages of the clients penetration into the system. Prevention is more effective and economical than are remedial efforts. Special emphasis shall be placed on diversion of first offenders.
4. All available felony probation services and programs shall be available to misdemeanants.

1.115

Goal: Each jurisdiction shall provide the diagnosis and classification of adult offenders.

Standard: Following misdemeanor conviction a presentence report shall be prepared at the judges request in each case where he feels it necessary and beneficial.

1.310

Goal: Clients within the correctional system should have access to educational services available within the local communities.

Standards:

1. Services should be provided which assist the client in identifying existing skills and interest areas in preparation for the development of a realistic learning program.
2. Education programs developed for corrections clients shall be structured to support the acquisition of skills in two basic areas: those related to economic opportunity and mobility, and those related to the development of intra/inter-personal understandings and competencies.
3. Courses offered should reflect the desires, interests, and aspirations of the clientele served. All courses offered shall be adaptable to integration into individualized learning packages for individual clients. It is essential that each client have access to adequate information and counseling concerning employment opportunities and continued training in any given area to allow for effective program development.
4. Educational goals and objectives, mutually agreed to by the client and the counselor, shall be established as a result of assessment, counseling, orientation, work sampling, and an analysis of present and projected employment placement opportunities. The complete plan, and the intermediate objectives shall be reviewed and evaluated at scheduled intervals.

5. All programs shall serve as logical, rational steps to additional education and training both internal and external to the corrections system. Clear linkages to external education systems and employment opportunities must be part of all education programs, e.g., On the Job Training, Manpower Development and Training, Vocational Rehabilitation Division, Work Incentive Program, National Alliance of Businessmen, Apprenticeships, etc.
6. Community education activities shall provide comprehensive programs and related educational experiences that are not duplicated in a correctional setting. All educational programs should be related to a community based program.
7. An active job development, placement, and followup program shall exist to assist residents, releasees, and dischargees in obtaining employment related to skill training received.

1.320

Goal: Comprehensive treatment facilities and programs shall be made available to all offenders identified as having special problems such as alcohol and/or drug addiction or mental illness.

Standards:

1. The alcohol or drug addicted offender shall be provided continuous specialized services in whatever location may be indicated by the classification process. The services of the Mental Health Division Alcohol and Drug Office and of the local Mental Health Program shall be afforded to each offender requiring these services, through close cooperation between the correctional agency and the service delivery unit.
2. Mental health services shall be provided to each offender identified as in need of them. Where possible, these services shall be made available as a continuing part of the individual's general treatment plan, integrated with the other activities and services indicated, and carried forward by and/or under the direction of a qualified psychiatrist. When the mental health needs of the offender require

curtailment of his or her planned program and/or use of segregated housing, the departure from the basic program shall not be greater nor for a longer period of time than is minimally necessary. The individual shall remain a participant in those portions of the planned program of which he or she remains capable.

3. Provide specialized housing and treatment for those whose behavior cannot be tolerated by the institutional community. Treatment of the recalcitrant and/or dangerous individual, however, shall be personalized, whether the behavior is based on personal or subcultural membership.

1.335

Goal: Each jurisdiction shall develop the capability to safely detoxify alleged criminal offenders who are under the influence of alcohol, narcotics or dangerous drugs.

1.420

Goal: Correctional services shall exist for all classes of offenders.

Standards:

1. Presentence Investigation Reports. Each program shall provide the courts with relevant, concise presentence investigations and reports. The reports shall reflect an overall view of the defendant as well as a realistic plan for disposition. These reports shall be mandatory upon felony conviction in every case. Presentence Reports preparation should not impede the efficient operation of the facility.
2. Case Classification. Each program shall limit counselor workloads to 50 offenders and develop a classification system to best meet the needs of the particular agency and its clients.
3. Parole and Probation Supervision. Supervision of clients shall consist of a combination of basic counseling and surveillance. Specialized services should be obtained from those community agencies that have primary responsibility for them.

Objectives:

1. Coordinated pre-trial release programs and standards will be developed and operational in each Regional district by 1981.
2. By 1981 a statewide education program will be developed within the Corrections Division designed to educate the community regarding all aspects of corrections.
3. By 1980 misdemeanor programs shall be available in all 14 Regional Districts of the state (maximum supervision caseload 50 to 1).
4. Pre-sentence investigation, diagnosis and classification and treatment services shall be encouraged and developed through multi-agency involvement from both state and local government.
5. By 1980 several districts will be encouraged to develop capability to detoxify alleged criminal justice offenders who are under the influence of alcohol, narcotics and dangerous drugs.

Strategy:

The Oregon Law Enforcement Council, in cooperation with the Community Corrections Act staff, will plan, develop and encourage implementation of correctional programs at the community level. Primary funding for these programs will come from resources provided by the state. Each of the judicial districts in the State of Oregon will be encouraged to develop standards for pre-trial release and they will be encouraged to develop and implement model programs utilizing community corrections funds. During the planning process the OLEC Corrections Specialist will review proposed strategies that are submitted from state and district planning units. The information received will be coordinated with the Community Corrections Act staff to maximize the funding capabilities and eliminate duplication of effort. If a program fits within the funding capabilities of the Community Corrections Act their resources will be sought to accomplish this task.

A. Type of Projects to be Funded

1. Rural Districts and State Agencies

- a. During 1979 two community corrections programs will be assumed locally that have completed their OLEC funding cycle. In addition three misdemeanor corrections programs will be continued, one in District 11 and two in District 13. Funding range will be \$13,500 to \$20,000.
- b. The alcohol and drug program in District 10 will be continued in 1979. This project provides community service to both juveniles and adults. The Indian Detox Center Program in District 12 which began in 1978 will also be continued. Funding range \$12,000 to \$13,000.
- c. Three new community corrections projects are projected to begin in the non full service districts in 1979. District 6 is considering a pre-trial release program and districts 7 and 12 have projected development of misdemeanor programs. Funding range \$20,000 to \$35,000.

2. Full Service Districts

The five full service districts projects that 10 to 12 community corrections projects will be implemented in 1979.

District 2 does not anticipate any OLEC funding proposals; however, it is anticipated that through the implementation of the Community Corrections Act, the opportunity to offer direct services exists.

District 3 plans to continue its ongoing district-wide operational corrections planning project.

District 4 projects to continue the Benton County misdemeanor project and to implement six to seven new community corrections projects which will provide for study, plan, design, construction and program assistance to these counties.

District 5 projects the development of two new projects that would provide alternatives to incarceration.

District 8 will develop data systems for correctional agencies during 1979. One computerized on-line corrections module will be developed.

Funding range (full service districts)
\$15,000 to \$50,000.

B. Staff/Council Action

Objective 1 will be addressed through a coordinated effort with the Community Corrections staff using their resources primarily to implement this objective.

Objective 2 will not be implemented until 1981 and it is proposed that it will be a statewide effort under the coordinated effort of the Corrections Division.

Objectives 3 and 4 will be accomplished through a continued effort by OLEC funding sources. An alternative resource will be sought from the Community Corrections Act to assist in the implementation and continuation of existing and proposed programs.

Objective 5 will be accomplished through the combined planning efforts of the State Mental Health and Corrections Divisions, utilizing OLEC and other Federal funding sources.

Multi-Year Forecast:

1980

Pretrial release programs will be continued and one new project will be implemented.

Community correction programs to be operational in all non full service districts providing misdemeanor services presentence investigations, diagnosis, and classification and treatment services (coordinate funding with Community Corrections Act).

Continue existing alcohol and drug programs and centers.

1981

Pretrial release programs implemented in 1979 and 1980 will be continued.

A statewide education program will be developed within the Corrections Division to educate community regarding corrections.

Continue to fund community corrections programs leading toward local assumption of costs by local agencies and Community Corrections Act.

Continue alcohol and drug programs and centers toward full assumption of costs.

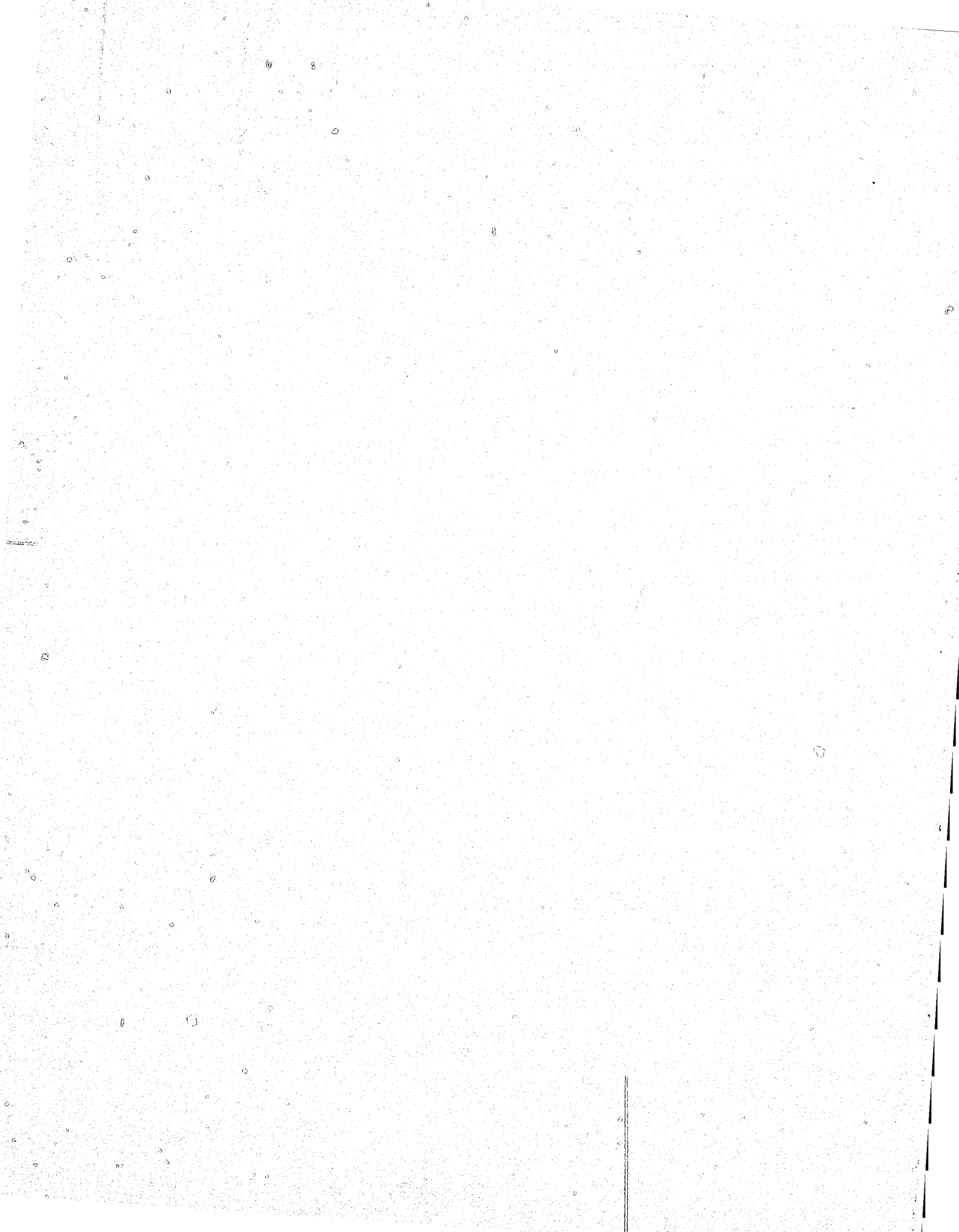
Percentage of 1979 Budget:

	<u>Part C</u>
Rural Districts Statewide	3.10%
Full Service Districts	
District 2	
District 3	.80
District 4	1.06
District 5	2.01
District 8	.79
Total FSD	4.66%
Total	<u>7.76%</u>

The required match and buy-in will be provided by state and local units of government.

Multi-Year Budget

	<u>Part C</u>
FY 1980	10.00%
FY 1981	10.00%



Program 3 - Institutional Corrections Programs (State and Local)

Problem Statement: To quote the Corrections Division's problem statement, "Prisons serve to incapacitate and immobilize those whose self-discipline has been inadequate or whose crimes are so severe the community demands confinement, or those about whom there is no track record to judge their ability to be responsibly self-sufficient."

Problem Description: At the community level county jails continually experience both actual and "false" over-crowding problems. False overcrowding involves either a juvenile or a female held in an area of the jail, rendering a number of adjacent detention cells useless, due to statutory requirements for sight and sound separation. This physical flow points out the inflexibility and inadequacy of most local facilities. Add the fact that more local facilities are housing more serious offenders as a precondition of community supervision, and the local jail faces a crisis which extends beyond overcrowding and physical shortcomings. A growing need for increased recruiting and specialized training for jail staff becomes apparent. Variable security facilities, such as work release centers and halfway houses may fulfill many local needs that only the jail can now sustain.

Overcrowded facilities are a symptom of a lack of adequate sentencing alternatives as much as they are a symptom of longer sentences or changing public attitudes toward crime and punishment. As long as alleged offenders and convicted persons who could be trusted in the community are kept in jail for want of a reasonable alternative to their confinement, facilities will continue to experience needless overcrowding.

Overcrowding and lack of institutional programs result in idleness, unrest and the potential for violence. Scarcity of jobs inside our prisons mean that 500 to 600 inmates are idle. Concomitantly, a fixed and inadequate number of academic/vocational education slots become even more inadequate. Overcrowding also stretches already limited medical, dental, psychiatric and recreational programs beyond their capacities.

Although institution training programs provide the skills required for successful entry into specific occupations they do not provide the assessment, guidance, counseling and awareness needed to match clients with appropriate programs and ensure client selection based upon needs, abilities and aptitudes.

Most offenders do not have a realistic understanding of the advantages or disadvantages of different trades or vocations. They are not sufficiently aware of the duties or activities to be performed, the type of training necessary to meet entrance requirements, present employment placement opportunities or future opportunities for individual advancement and trade expansion. Offender's interests are frequently temporary and influenced by associates more than by fact and real study or thought. They need instruction to learn the basic information of the trades and their interests, and guidance to explore areas they have not considered. They need counseling to interpret their abilities, aptitudes, capabilities, and handicaps in terms of employable skills and job satisfaction.

New legislation, ORS 144.120, has established precise parole release dates for incarcerated felons. Many inmates nearing these release dates have few resources and are ill-prepared for the pending transition into the community. Based upon current figures, 170.5 inmates will mandatorily be released, each month, via parole and discharge. Failure to pre-develop assistive and structured programs, i.e. employment, residence, alcohol and drug programs, etc., will decrease the inmate's chances of make a satisfactory adjustment and increase the potential for risk to the community.

Corrections personnel will have to be trained to work with more serious offenders. Facilities will have to be improved to provide program space since more offenders may be spending extended periods of time in confinement. Existent programs must be expanded. Additionally, new programs, both inside and outside facilities, must be developed

o Institution-based treatment slots for drug and alcohol offenders are also limited and in some areas, under-utilized. At present, the Mental Health Division has generated 140 "treatment slots" in the institutions as well as a 30-bed treatment ward at the state hospital - far short of the resources needed to serve the 750 institutional clients who desire treatment.

Although hard data are not available regarding violent crimes committed under the influence of drugs and/or alcohol, observations by police, parole and probation officers and corrections officials point to a high correlation between violent crime and substance abuse among offenders.

Goals and Standards:

1.020

Goal: Comprehensive detention policies and procedures shall be developed bilingually that will insure the rights of the individual awaiting trial, keeping security and public safety in mind as concomitant administrative considerations.

Standards:

1. Conditions of confinement and rules of conduct should be reasonable to allow just and humane treatment of all confined prisoners.
2. Each detention facility should be required to develop written policies and procedures which insure the rights of individuals confined while awaiting trial.
3. All confined persons should have access to a grievance process to appeal the actions of the detention staff over alleged violations of personal rights as defined in the facility's written policies.
4. Persons awaiting trial shall be housed separate and apart from convicted and sentenced prisoners.
5. Mandatory 24-hour supervision of all prisoners, as advocated in Oregon Jail Standards.
6. Health services to provide: (1) professional assessments of the medical, dental and psychiatric/psychological needs of each new inmate; (2) treatment for routine and emergency care indicated for each deficiency or problem noted (certified nurse on call at all times).
7. Every person confined in a correctional facility shall have ready access to legal counsel, and legal materials, consistent with statutes, court decisions, and administrative rulings.

1.030

Goal: Any consideration relative to major structural change of a local detention facility shall follow a course of problem definition which considers all information pertinent to the community/region to be served. Problem definition should point out alternatives to detention, community based programs, and the needs and limitations of the existing facilities.

Standards:

1. The planning process shall develop a strategy of operation based upon research showing the complexities of the problem including: national and state guidelines, court decisions, legislative actions, public opinion, administrative procedures, interagency involvements, and cooperative agreements, etc.
2. If substantial justification is shown for a new or renovated facility, further planning should include: definition of the jail population to be served, classification of prisoner types to be served, functional relationships between essential components in the facility, environmental impact upon the geographic area surrounding the facility, determination of staff or manpower needs and desires and the projected impact new facilities and/or programs would have on other areas of the criminal justice system.
3. All detention facility planning should include a demonstrated effort to combine the needs of a reasonable geographic area and multiple jurisdictions into one single facility, where feasible.

1.120

Goal: Each city and county shall maintain or make arrangements by contract with other governments, for a detention facility to provide services and secure custody for prisoners being held preadjudicated. All such facilities shall meet or exceed existing minimum jail standards.

1.130

Goal: Establish statewide standards for recruitment of local detention facility staff. Standardize training and management.

Standards:

1. Active recruitment of women and minorities shall be continued pursuant to existing equal employment legislation. Additionally, equality of salary schedules should continue to receive review and scrutiny as more women and minorities are recruited into correctional work.
2. Abolish the traditional dichotomous staffing role of treatment versus custody. The functions are not mutually exclusive and can best be combined into the single role of treatment staff whose function is to provide services in a secure setting.
3. Statewide standards, statewide preservice and inservice training will be established, which speak to the above goal. Standards for hiring personnel must be continually reviewed for their effectiveness in measuring necessary qualifications for correctional work. Training for correctional personnel should include facility operation and security techniques, correctional programming, and the total correctional process. Training for corrections personnel should be made available to local agencies by appropriate state agencies.

1.140

Goal: Basic correctional services shall be made available for prisoners. They should include provision for assessment classification, medical care, academic, vocational and recreational activities and release programs.

Standards:

1. Through the establishment of a community corrections function, correctional facilities holding prisoners will have access to services which will coordinate the needs and requirements of the prisoners with available community resources. The use of qualified and approved volunteers shall be established, continued and expanded.

2. All jurisdictions having correctional responsibilities shall assure that all health and social service agencies within their authority shall consider the needs of detention and correctional clientele in their program planning and budgeting, and shall so include them in service delivery.
3. Correctional facilities will provide career guidance and counseling services which include intake, orientation, testing, assessment, career awareness, counseling and career plan development to ensure that residents are appropriately placed in the limited training slots available.
4. Assure that an orderly and structured transitional process is available for all releaseses from state institutions. Individualized plans will be developed before the last 6 months of incarceration which identify the basic needs of each releasee and the resources and activities necessary to meet those needs.

1.301

Goal: Assure provision of an organization structure which will enable efficient operation of institutions with ability to achieve objectives and maintain a capacity to react constructively to changing circumstances.

Standard:

1. Assure adequate security practices for the safety and efficient functioning of staff, inmates, and others who visit institutions.
2. Assure provision of responsive programs meeting individual needs of inmates which will enable and foster those skills and behavior changes needed to permit subsequent functioning as a productive, law abiding member after release from the institution.

1.501

Goal: Take appropriate action necessary to guarantee institutionalized offenders both legal and civil rights which do not endanger either the general public or safe operation of the corrections system.

Standards:

1. Review and identify legislation which may contain elements restricting the civil rights of offenders and ex-offenders.
2. Establish an ongoing program providing legal assistance to inmates of the state's institutions, including the provision of access to legal materials and legal counsel, consistent with statutes, court decisions, and administrative rulings.

Objectives:

1. During 1979, the Council will encourage development of innovative and/or improved methods for inmate diagnosis classification and treatment.
2. During 1979, approximately four new institutional services programs will be developed through a cooperative effort of state planning and management.
3. During 1979, education and work release services will be continued for both men and women at OWCC and Prigg Cottage.
4. By 1981 treatment, facilities and educational opportunities shall be available to approximately 55 female correctional clients at OWCC.
5. During 1979, all correctional facility staff will be encouraged to work cooperatively with the corrections division to assure efficient operations and the ability to achieve objectives to constructively react to circumstances and change.
6. During 1979, major structural changes of local detention facilities will have district criminal justice planning approval, districts will also have lay public support and approval of all correctional planning activities.
7. During 1979, the SPA will provide TA services to regional planning units in the Development and establishment of community detention facilities standards for staff recruitment, training, and management.

8. During 1979, local detention facilities will be encouraged to publish inmate rights, policies and procedures.
9. During 1979, the Corrections Division will be encouraged to begin development of a statewide reporting system for clients who receive pre- and post-institutional services. (Refer to information system for further details.)

Strategies:

As in most states in the nation, Oregon has experienced an alarming increase in the corrections institutions population. The development of the Community Corrections Act and some significant legislative initiatives will provide the Corrections Division with many of the resources necessary to alleviate the overcrowding, to some degree.

There are still methods available by which the Law Enforcement Council can continue to make a favorable impact on the overcrowding crisis. The Council has determined that this can best be accomplished by encouraging state and local jurisdictions to consider development of alternative residential centers for adult offenders in conjunction with the Community Corrections Act. Included within the purview of this category are halfway houses, work/education release centers and treatment centers for offenders with special problems.

With the crush of new corrections clients crowding state and some local facilities, already scarce institutional program resources continue to be a major problem. The lack of any meaningful, structured activity can be shown to be a major source of inmate management problems such as vandalism and fighting.

Greater care must also be given to the method in which decisions are made about placement of an offender in the corrections environment. Living, working and education/training assignments demand greater care when resources are limited and candidates are numerous.

The Council is also concerned that special offender types within institutional settings require greater attention. Emphasis should be placed on drug and alcohol problems, generally the most prevalent among criminal offenders in Oregon.

The Council will entertain proposals for provision of basic correctional services, as defined in Goal 1.140, to include but not limited to classification systems, medical/dental services and educational, vocational, recreational and release programs.

It is not essential nor is it necessarily desirable for the applicant to consider creation of new positions to provide such services, if those services are readily available through contractual agreements with individuals and organizations already in the community. This applies to state administered programs as well and includes enhancement of present services when the need can be proven.

In order to make more appropriate living, work and education assignments, the Council is encouraging proposals for the development of new and/or more comprehensive diagnostic and classification procedures at either the state or local level. Preference will be given to new, potentially effective techniques which can be replicated. This does not eliminate state competition since a scaled down state model could be adopted by some counties and the SPA's technology transfer operation could share the model with other states.

Council will consider proposals aimed at serving the needs of special offender types with particular emphasis on drug and alcohol offenders. This program option may be initiated at the state or local level and must be carried out within the respective institution.

The State Bar, Department of Justice, Correction Division, and other state and local government agencies will be encouraged to plan, develop and establish model programs which lead toward improved reception, residential and release services programs. Programs will be encouraged to improve residential and release programs, standards, policies and procedures and reduce overcrowding and time served.

Private/non-profit social service agencies will be contracted to develop release programs for selected institution residents who will move to their areas. Activities should include institution counseling, job development, housing, transportation, follow-up counseling, etc. in order to assure successful transitioning.

A. Type of Projects to be Funded

i. Rural Districts and State Agencies

- a. During 1979 two institutional programs will be assumed through the use of Community Corrections Act and state funds.
- b. In line with its priority for support of continuation projects, the Council will continue the OWCC/C.D. Release Center Alternative Residence program in the third year to maintain work and education release components of the state women's program as well as provide transportation and supervision. Funding range \$100,000 to \$122,000.
- c. The Apprenticeship Coordination and Training Project will be supported through the end of the 1977-79 biennium so that the activity may maintain program continuity before being assumed by general fund July 1, 1979. Funding range \$18,000 to \$20,000.
- d. A Career Guidance and Counseling project will be implemented in 1979 to assist new residents in developing written career plans and in implementing those plans within institution and community resources and constraints. Funding range \$100,000 to \$120,000.
- e. During 1979 a Community Return Evaluation Committee (CREC) program will be implemented to assist institution residents, who are within six to nine months of release, in developing a planned transition into the community. The staff/client forum which develops the plan ensures communication, input, continuity of services and component (Institutions, Release Services, Field Services) commitment. This process will articulate the individuals career plan, those parts implemented at the institution and future requirements to be implemented by the Release Services and Field Services. Funding range \$100,000 to \$120,000

- f. A jail standards and inspection program will be developed which will provide training coordination and consultant services for local detention facilities to assist in the development of written policies and procedures. Funding range \$20,000 to \$25,000.
- g. The Council will encourage development of improved institutional services for offenders with special problems, giving particular emphasis to offenders with drug and alcohol addictions. This will be accomplished through a cooperative effort by the mental health and corrective management team. Funding range \$30,000 to \$60,000.
- h. The Mental Health Division working with the Corrections Division will address diagnostic evaluation, and training needs either through the new programs to be introduced by Mental Health, the Corrections Division or with Community Corrections Act funding. Funding range \$20,000 to \$25,000.
- i. If additional funds are identified, financial support will be sought to assist local government to complete the criminal justice facility in District 1. Funding range \$100,000 to \$150,000.

2. Full Service Districts

Of the five full service districts, only District 4 has projected program activity for institutional corrections. District 3 anticipates operational corrections planning which will involve local corrections facilities.

District 3 - a primary effort will be made by District 3 to review institutional programs in Marion, Polk and Yamhill Counties to plan for alternatives to incarceration.

District 4 - Lincoln County is currently working with the local correctional services section of the Corrections Division to design an addition to the jail. Lincoln and Linn Counties may request assistance in funding prearchitectural planning studies for correctional facilities. They also may need construction and program assistance in the implementation of facility plans. Any sharing or coordinated use of facilities would require a fairly elaborate transportation program.

District 5 expects to fund a maximum of two projects in the corrections area. It is anticipated that these programs will be alternatives to incarceration.

District 8 major involvement in corrections will be in computerized data systems.

Funding range (full service districts) \$15,000 to \$50,000.

B. Staff/Council Action

Objective 1 will be addressed through the efforts of the mental health and corrections management team. It is anticipated that community corrections funds will be used to support this activity. Four new programs will be submitted by the Corrections Division that will address Objectives 2, 5, and 6. The projects will be designed to provide career guidance, community release evaluation, jail standards and inspection and cross support training for corrections and mental health staff. Objectives 3 and 4 which are concerned with education and work release for men and women are being addressed through CETA and continuation programs. Objectives 7 and 8 will be approached by a new project that will provide jail consultive services to local agencies. Objective 9 is considered in the information system section of the 1979 plan.

Multi-Year Forecast:

1980

1. Diagnosis classification and treatment will be continued by the Corrections and Mental Health Division through state Community Corrections Act funding.

2. Institutional projects will be continued that provide career guidance, community release evaluation, jail standards and inspections and cross support training for Corrections and Mental Health to be continued according to Policy #8.
 3. Public education program will be implemented by the Division to educate public regarding institutions and offender treatment programs.
 4. Technical assistance and financial support will be provided for community corrections facilities if funds are available.
- 1981
1. Four institutional projects which began in 1978 to be continued and held to assumption of cost schedule.
 2. Continuation of public education program offered by Corrections Division.
 3. Continue technical assistance and assistance to community corrections facilities based upon fiscal capabilities.

Percentage of 1979 Budget:

	<u>Part C</u>	<u>Part E</u>
Rural Districts	%	%
Statewide	<u>5.00</u>	<u>55.00</u>
Full Service Districts		
District 2	%	
District 3	.80	
District 4		
District 5		
District 8		
	_____	_____
Total FSD	<u>.80%</u>	<u> %</u>
Total	<u>5.80%</u>	<u>55.00%</u>

The required match and buy-in will be provided by state and local units of government.

Multi-Year Budget

	<u>Part C</u>	<u>Part E</u>
FY 1980	10.00%	55.00%
FY 1981	10.00%	55.00%



Program 4 - Adjudication - Resource Development

Problem Statement: Growth in population, intricacies of the law, and emphasis on individual rights and cases of action, increase the burden and complexity of the cases filed in the courts of Oregon each year.

Problem Description: The extremely high level of caseload in all courts of the state system continued through 1977, taxing the judges and administrators to keep their dockets from lagging despite the creation of new judgeships and the continuing work on court modernization and administrative improvements.

The year 1977 showed some interesting changes in court workloads. The Supreme Court experienced a 12 percent increase in case filings and the Court of Appeals recorded a 27 percent growth. The Oregon Tax Court showed a decline in filings over the year and the circuit courts had a very small 1 percent increase of 616 cases. The district courts recorded a net decline in cases filed in 1977 of 4,131 cases, 1 percent less than the 1976 caseload. The district court decline is deceptive, however, because it is based on a 17,362 case decline in traffic offenses. This decline hides substantial increases in the number of civil and criminal cases filed in the district courts in 1977.

The circuit courts sustained a 1 percent increase in cases filed in 1977. This is an increase of 616 cases over 1976 filings. There were increases in only one of the three case categories. Civil cases, other than dissolution matters, declined 2 percent from 19,587 to 19,192 in 1977. Dissolutions increased 13 percent from 22,817 to 24,139 and criminal cases decreased 1 percent from 14,485 to 14,174.

The proportion of cases filed in each category follows the pattern noted in the last few years. Thirty-three percent of the 1977 filings were civil cases, 42 percent were dissolution matters, and 25 percent were for criminal offenses.

There were increases in the number of cases filed in 10 of the 20 judicial districts. This yields a net average increase per district of 31 cases, or one percent. The largest percentage increase in cases filed occurred in the Ninth Judicial District (Harney and Malheur Counties) with a 34 percent growth. The largest numeric increase was in the Fourth Judicial District (Multnomah County) with an added 369 cases in 1977.

Each year since 1969, excepting 1975, a smaller percentage of the number of criminal cases filed are closed by trial. The 1969 data, taken from that year's Annual Report, shows 6,675 criminal cases filed and 1,340 cases tried, a 20 percent trial rate. By 1974 this percentage had dropped to 12.4 percent, rose to 12.8 percent in 1975, and declined in 1976 to 11.3 percent. The 1977 data show a decrease to 10.9 percent of cases filed. The data indicate a trend away from trials in criminal cases. The obverse of the statistic is an increase each year in cases closed without trial by dismissal or plea of guilty.

The number of criminal cases tried by a jury in 1977 decreased 13 percent from 1,059 recorded in 1976. In 1977, 59 percent of the criminal trials were by a jury. In 1976, 1,059 of the 1,636 criminal cases tried, 65 percent were by a jury.

The total number of cases filed in 1977 was 79 percent higher than in 1968. The average rate of increase computed from the annual increases over a ten-year period is 6.7 percent. The 1974 caseload grew 13.4 percent over the 1973 level, the largest increase over the last 10 years. The 1977 caseload increased only 1 percent.

Some of the increases may be attributed to population growth. The circuit court filings, however, are growing at a faster rate than the population. The 1970 rate of population to cases filed was one case to every 55 people. The 1977 rate is one case to every 42 individuals. The causes of increased filings must be more deeply rooted in our social and economic society. Population increases are only one factor.

The total number of juvenile petitions filed in 1977 (14,653) increased 6.8 percent, or 941 cases. The number of juvenile petitions filed however, represents approximately 25 percent of the total number of cases entering the juvenile system. Cases may enter and exit the juvenile justice system without a petition being filed.

The 549,154 cases filed in district courts in 1977 represent a 4,131 case decrease, 1 percent over 1976. Misdemeanors increased 15.4 percent, preliminary felony matters 11.9 percent and civil cases grew 21.3 percent. Small claims cases filed in 1977 grew 7.3 percent. The 4 percent decline in traffic cases yields a net decline (17,137) and masks substantial increases in all other areas.

The profile of cases filed in district courts in 1977 is dominated by traffic offenses, which made up 79 percent of the filings. Misdemeanors were 7 percent, felony matters 2 percent, civil cases 5 percent, and small claims 7 percent.

While Oregon's judicial system, when compared with those of many other states, does not have serious problems of delay, mismanagement, or poor organization, it does nonetheless need assistance and improvement. Circuit court criminal case filings have been increasing on the average of 8 percent per year and special enforcement efforts result in sudden surges in filings for certain crimes. While the court system has managed to keep up with the increase without adding significantly to the backlog, the cost of circuit court, district court and district attorney operations is projected at a 43 percent increase in two years.

It is also obvious that neither the courts nor the prosecution side are currently adequately financed, in many, if not most, of the counties. In many jurisdictions, for instance, prosecution salaries are too low, professional and secretarial staffs are inadequate, and insufficient funds are available for facilities/management improvements. Despite all the concerns and legislative activity, there remains a large number of counties that simply cannot be expected to provide adequate resources, no matter how hard they try. These counties have such limited financial resources and so many other demands for public expenditures that it is practically impossible for them to provide adequate financial support for courts, defense and prosecution.

Without adequate financial support, the existing institutions can barely meet current needs, let alone future requirements.

Goals and Standards:

2.050

Goal: An accused should be screened out of the criminal justice system if there is not a reasonable likelihood that the evidence admissible against him would be sufficient to obtain a conviction and sustain it on appeal; or if further proceedings would not adequately further the interests of the criminal justice system.

Standards:

1. The prosecutor should consider the value of a conviction in reducing future offenses, as well as the probability of conviction and affirmance of that conviction on appeal.
2. Additionally, the following factors should be considered in making this decision:
 - a. Reasonable doubt as to the accused's guilt.
 - b. The impact of further proceedings upon the accused and those close to him, especially the likelihood and seriousness of financial hardship or family life disruption.
 - c. The value of further proceedings in preventing future offenses by other persons, considering the extent to which subjecting the accused to further proceedings could be expected to have an impact upon others who might commit such offenses, as well as the seriousness of those offenses.
 - d. The value of further proceedings in preventing future offenses by the offender, in light of the offender's commitment to criminal activity as a way of life; the seriousness of his past criminal activity, which he might reasonably be expected to continue; the possibility that further proceedings might have a tendency to create or reinforce commitment on the part of the accused to criminal activity as a way of life.
 - e. The likelihood that programs available as diversion or sentencing alternatives may reduce the likelihood of future criminal activity.
 - f. The value of further proceedings in fostering the community's sense of security and confidence in the criminal justice system.
 - g. The direct cost of prosecution, in terms of prosecutorial time, court time, and similar factors.
 - i. The likelihood of prosecution and conviction of the offender by another jurisdiction.

2.201

Goal: There should be an Office of State Court Administration to establish policy for the administration of the state's courts.

Standards:

1. The administrator should be selected by the Chief Justice and should be subject to removal by him.
2. The performance of the State Court Administrator should be evaluated periodically by performance standards adopted by the Supreme Court.
3. The State Court Administrator should establish and implement policy guidelines, monitor and report the execution of policies dealing the with following:
 - a. Budgets. A budget for the operation of the entire court system in the state should be prepared by the State Court Administrator and submitted to the Legislature.
 - b. Personnel Policies. The State Court Administrator should establish uniform personnel policies and procedures governing recruitment, hearing, removal, compensation, and training of all non-judicial employees of the courts.
 - c. Information Compilation and Dissemination. There should be a statewide information system developed by the State Court Administrator. This system should include both statistics and narrative regarding the operation of the entire state court system. At least annually, the State Court Administrator should issue an official report to the public and the legislature, containing information regarding the operation of the courts.
 - d. Control of Fiscal Operations. The State Court Administrator ought to be responsible for policies and deadlines relating to accounting and auditing, as well as procurement and disbursement for the statewide court system.

- e. Liaison Duties. The State Court Administrator should maintain liaison with government and private organizations, labor and management, and handle public relations.
- f. Continual Evaluation and Recommendation. The State Court Administrator should continually evaluate the effectiveness of the court system and recommend needed changes.
- g. Assignment of Judges. The State Court Administrator, under the direction of the Chief Justice, should assign judges on a statewide basis when required.

2.202

Goal: Oregon's courts should be organized into a unified judicial system in order that standards of operation and the use of resources be uniform throughout the state. The system should be financed by the state and administered through the State Court Administrator under the supervision of the Chief Justice of the Supreme Court.

Standards:

1. All courts should be unified into a single trial court with general criminal as well as civil jurisdiction. Criminal jurisdiction now in courts of limited jurisdiction should be placed in these unified trial courts of general jurisdiction, with the exception of certain traffic violations. The Supreme Court should promulgate rules for the conduct of minor as well as major criminal prosecutions.
2. All judicial functions in the trial courts should be performed by full-time judges. All judges should possess law degrees and be members of the bar.
3. Pretrial release services, probation services, and other rehabilitative services should be available in all prosecutions within the jurisdiction of the unified trial court.
4. A transcription or other record of the pretrial court proceedings and the trial should be kept in all criminal cases.

5. The system should be financed by the state and administered through the State Court Administrator under the supervision of the Chief Justice of the Supreme Court
6. The courts should establish uniform rules and procedures regarding the collection, retention, retrieval and disposal of records as well as developing modern management techniques for their use.

2.210

Goal: Where justified by individual trial courts should have professional full-time trial court administrators. Trial courts with caseloads too small to justify full-time trial court administrators ought to combine into administrative regions and have regional court administrators.

Standards:

1. Professional trial court administrators serving single judicial districts should be appointed by the judges served.
2. Regional court administrators, where established, should be appointed by the State Court Administrator subject to the approval of a majority of the judges to be served.
3. Day-to-day administration and calendaring of cases in courts within administrative regions should be handled by the clerk of each trial court within the region.
4. The responsibilities and functions of regional and trial court administrators should include, but are not limited to, the following:
 - a. Implementation of policies set by the State Court Administrator and assistance to the State Court Administrator in setting state-wide policies.
 - b. Planning and general court administration; including joint planning with other criminal justice agencies.

- c. Preparation and submission of the budget for the court or courts with which he is concerned and the management and disbursement of funds appropriated and granted.
- d. Recruiting, hiring, training, monitoring, and evaluating personnel of the court or courts with which he is concerned.
- e. Caseflow, calendaring, and management and custody of all official records, as described in present ORS Chapter 7, of the court or courts with which he is concerned.
- f. Jury and expert witness management for the court or courts with which he is concerned, including compensation at a reasonable rate for actual time spent in the court process and attendance during court proceedings and for transportation expenses to and from the court.
- g. Compilation and management of information and data pertaining to the court or courts with which he is concerned. Information gathered can be used to study and improve court operations. The research, development, and operation of information system, whether manual or automated, should interface with the statewide court information system.
- h. Management of space, facilities, and equipment of the court or courts with which he is concerned, including procurement and management of services and supplies, including court reporters and other means of court reporting.
- i. Dissemination of information to the public and government agencies for educational and information purposes, including the preparation of reports and the establishment of a public information office for the court or courts with which he is concerned.
- j. The establishment and operation of service and information facilities for the court or courts with which he is concerned for the purpose of informing witnesses, defendants, and others of court processes, and for the proper facilitation of the criminal justice process.

5. Regional and trial court administrators should discharge their functions within the guidelines set by the State Court Administrator.

2.230

Goal: All courts should exercise their full responsibility for the management and movement of cases.

Standards:

1. Scheduling of cases should be delegated to non-judicial personnel but care must be taken to insure that attorneys do not exercise improper influence on scheduling.
2. Record keeping should be delegated to non-judicial personnel.
3. Subject-in-process statistics, focusing upon the offender at each stage of the criminal process, must be maintained to provide information concerning elapsed time between events in the flow of cases, recirculations (multiple actions concerning the same defendant), and defendants released at various stages of the court process.
4. The flow of cases must be constantly monitored by the presiding judge, and the status of the court calendar should be reported to the presiding judge and the court at least once each month.
5. The presiding judge should assign judges to areas of the court caseload that require special attention.
6. A central source of information concerning all participants in each case - including defense counsel and the prosecuting attorney assigned to the case - should be maintained. This can be used to identify as early as possible conflicts in the scheduling of the participants to minimize the need for later continuances because of schedule conflicts.
7. The period from filing of the information or indictment to the beginning of trial of a felony prosecution should not be longer than 60 days. In a misdemeanor prosecution, the period from arraignment to trial should not be longer than 30 days if the defendant is in custody at the time of arraignment, or not longer than 45 days if not in custody.

2.241

Goal: Adequate physical facilities should be provided for court processing of criminal defendants. (These facilities include the courthouse structure itself, and such internal components as the courtroom and its adjuncts, and facilities and conveniences for witnesses, jurors, and attorneys.)

Standards:

1. In areas served by a single judge, adequate facilities should be provided in an appropriate public place.
2. In metropolitan areas where the civil and criminal litigation is substantial and is served by the same personnel, there should be one centrally located courthouse.
3. The pretrial detention facility should be near the courthouse.
4. The courtroom should be designed to facilitate interchange among the participants in the proceedings.
 - a. The floor plan and acoustics should enable the judge and the jury to see and hear the complete proceedings.
 - b. A jury room, judges' chambers, staff room, and detention area should be convenient to each courtroom.
 - c. All rooms in the courthouse should be properly lighted, heated, and air conditioned.
5. Each judge should have access to a library containing the following: Oregon Revised Statutes, the municipal code, the United States code annotated, the state appellate reports, the U.S. Supreme Court reports, the federal courts of appeals and district court reports, citators covering all reports and statutes in the library, digest for state and federal cases, a legal reference work digesting law in general, a form book of approved jury instructions, legal treatises on evidence and criminal law, criminal law and U.S. Supreme Court reporters published weekly, looseleaf services related to criminal law, and if available, an index to the state appellate brief bank.

6. Provision should be made for witness waiting and assembly rooms. Separate rooms for prosecution and defense witnesses should be provided.
7. Juror privacy should be maintained by establishing separate entrances, elevators, and food service facilities for exclusive use of jurors. Similarly, lounges and assembly rooms should be provided for jurors; these should not be accessible to witnesses, attorneys, or spectators.
8. A lawyer's workroom should be available in the courthouse for public and private lawyers. These should also be rooms in the courthouse where defense attorneys can talk privately with their clients without compromising the security needed.

2.001

Goal: District attorneys should be full-time skilled professionals elected on the basis of demonstrated legal ability and high personal integrity.

Standards:

1. The district attorney should service a minimum term of four years at an annual salary commensurate with this responsibilities.
2. The jurisdiction of each prosecutor's office should be designed so that population, caseload and other relevant factors warrant at least one full-time prosecutor.
3. No district attorney should engage in private practice or serve as legal advisor to any governmental unit on civil matters.

2.002

Goal: The primary basis for the selection and retention of deputy district attorneys should be demonstrated legal ability.

Standards:

1. An effort should be made to recruit lawyers from all segments of the jurisdiction.

2. District attorneys should undertake programs such as legal internships for law students, designed to attract able young lawyers to careers in prosecution.
3. The position of deputy district attorney should be a full-time occupation.
4. Deputy district attorneys should not engage in outside practice of law.
5. The starting salary for deputy district attorneys should be competitive with those in private practice in each area of the state, and the district attorneys should be empowered to increase periodically the salaries for their deputies to a level that will encourage the retention of able and experienced prosecution.

2.004

Goal: The caseload for each deputy district attorney should be limited to permit the proper preparation of cases at every level of the criminal proceedings.

Standard: Deputies should be assigned cases sufficiently in advance of the trial date in order to enable them to interview witnesses and to conduct supplemental investigations when necessary.

2.005

Goal: The office of the prosecutor should have an adequate supporting staff.

Standards:

1. Prosecutors whose offices serve metropolitan jurisdictions should appoint an office manager with the responsibility for program planning and budget management, procurement of equipment and supplies, and selection and supervision of non-legal personnel.
2. Para-professionals should be utilized for law related tasks that do not require prosecutorial experience and training.
3. There should be adequate secretarial help for all staff attorneys.
4. Special efforts should be made to recruit members of the supporting staff from all segments of the community served by the office.

2.006

Goal: The office of the prosecutor should have adequate physical facilities.

Standard: There should be at least one conference room and a public waiting area separate from the offices of the staff.

2.007

Goal: The prosecutor and his staff should have immediate access to a library sufficiently extensive to fulfill the research needs of the office.

Standards:

1. Staff attorneys should be supplied with personal copies of books, such as the State Criminal Code, needed for their day-to-day duties.
2. The basic library available to a prosecutor's office should include the following:
 - a. Oregon Revised Statutes
 - b. Legislative Advance Sheets
 - c. Municipal Code
 - d. State Appellate Reports (Advance Sheets)
 - e. U.S. Supreme Court Reports
 - f. Citators covering all reports and statutes in the library
 - g. Digests for State and Federal Cases
 - h. A legal reference work digesting law in general
 - i. A form book on approved jury instructions
 - j. U.S. Supreme Court case reports published weekly
 - k. Looseleaf services related to criminal law
 - l. An index to the state appellate brief bank

2.051

Goal: Police in consultation with the prosecutor, should develop guidelines for the taking of persons into custody.

Standards:

1. The guidelines should identify as specifically as possible those factors that will be considered in identifying cases in which the accused will not be taken into custody.

2. These guidelines should reflect local conditions and attitudes, and should be readily available to the public as well as to those charged with offenses, and to their lawyer. They should be subjected to periodic reevaluation by the police and the prosecutor.
3. No arrest warrant should be issued without the formal approval of the prosecutor. Where feasible, the decision whether to screen a case should be made before such approval is granted.

2.052

Goal: In appropriate cases, offenders should be diverted into non-criminal programs, upon entry of a guilty plea in open court.

Standard: Standards relating to diversion have been deleted for the present and the topic will be amplified in the next draft as per comments below.

Comment: The committee does not support pre-trial diversion as usually proposed. Rather once an offender is formally charged, the committee suggests that judicial involvement in the process is appropriate and that the prosecutor ought not to be making unilateral diversion decisions.

2.101

Goal: Every county, or group of counties, in the state should have a Supreme Court approved system for the provision of indigent defense.

Standards:

1. In each, one of three alternative systems should be in operation: County or district public defender, county or district contract with a non-profit defender corporation, or an approved systematic, coordinated assigned counsel plea.
2. The state should provide to the counties a level of financial support for indigent defense on a parity with that provided for prosecution.
3. Public defender staffing should be on a parity with prosecutorial staffing in terms of individual caseloads and salaries.

- a. Public defenders should be full-time, skilled professionals selected on the basis of demonstrated ability and high personal integrity.
- b. The primary basis for the selection and retention of defense attorneys under such system should be demonstrated legal ability.
- c. Care must be taken to recruit lawyers from all segments of the population and the system should undertake programs, such as legal internships for law students, designed to attract able young lawyers to careers in criminal defense.
- d. The caseload for each deputy public defender should be limited to permit the proper preparation of cases at every level of the criminal proceedings. Deputies must be assigned cases sufficiently in advance of the court date in order to enable them to interview every prosecution witness, and to conduct supplemental investigations when necessary.
- e. The office of the public defender should have an adequate supporting staff. Paraprofessionals should be utilized for law-related tasks that do not require legal experience and training. There should be adequate secretarial help for all staff attorneys. Special efforts should be made to recruit members of the supporting staff from all segments of the community served by the office.
- f. The office of the public defender should have adequate physical facilities. There should be at least one conference room and a public waiting area separate from the offices of the staff.
- g. The public defender and his staff should have immediate access to a library sufficiently extensive to fulfill the research needs of the office. Staff attorneys should be supplied with personal copies of books, such as the state criminal code, needed for their day-to-day duties.

2.008

Goal: In Oregon, there should be a state-level entity to provide technical assistance to local prosecutors.

Standards:

1. The entity should be funded through the state and shall have a governing board elected by the membership, except for the attorney general who should be a permanent member of the governing board.
2. A full-time coordinator chosen by the governing board should be provided to administer for the entity and its programs.
3. The entity should try to eliminate undesirable discrepancies in law enforcement policies and strive to improve the administration of criminal justice.
4. The entity should provide for the following kinds of technical assistance:
 - a. Assistance in the development of innovative prosecution programs.
 - b. Support services, such as laboratory assistance; special counsel investigators, accountants, and other experts; data gathering services, appellate research services; and office management assistance.
 - c. Provide for meetings at which prosecutors from throughout the state can engage in continuing education and exchange of ideas with other prosecutors.
 - d. Provide programs in areas of mutual interest such as training, communication and public education.
5. Devise and institute programs directed toward maintaining the highest ethical and professional standards for all persons engaged in the prosecution of offenses under Oregon laws.
6. The entity should serve as a resource to the Legislature in the drafting of legislation affecting the criminal justice system, particularly that relating to the effective prosecution of offenses set forth in new laws.

7. The entity should seek to increase the professionalism of deputies and to encourage attorneys to specialize in prosecution careers by setting standards for adequate pay and other incentives and by designing model career path programs to encourage retention of trained personnel.

2.009

Goal: Education programs should be utilized to assure that prosecutors, public defenders, and their assistants have the highest possible professional competence.

Standards:

1. All newly appointed or elected prosecutors should attend professional training courses available, as soon as practicable.
2. All prosecutors, public defenders, and their assistants should attend formal prosecutor's training court each year, in addition to regular in-house training.

Program 4-A - Courts

Objectives:

1. To examine retention schedules and storage methods of records in the various district and circuit courts to develop retention and storage standards by 1980.
2. To develop legislative changes to clarify retention schedules by 1981.
3. To reduce judicial time spent in non-judicial chores in circuit courts by 25 percent by 1981.
4. To explore the feasibility of regional court administrators by 1980.
5. To develop a system for monitoring the workload of circuit court judges by 1981.
6. To develop a program for orientation and training of trial court non-judicial support staff by 1980.
7. To develop a state level mechanism to provide technical assistance to trial courts in the areas of court administration, record keeping, caseload management, juror/witness management and planning by 1979.

8. To improve court management by instituting improved management techniques in five to seven counties by 1980.
9. To provide a statement of Council support to the 1979 Legislative Session for state assumption of all trial court costs.

Strategies:

In order to cope with the problem of increased workload for Oregon's trial courts, the basic strategy will be to provide assistance to improve court management. If court management can be improved, and the workload handled more efficiently, more judicial time should be freed for judicial matters. Although there are many aspects of court management that need attention, the focus will be on records management. An efficient, easy to operate record system is vital to any management system, but particularly for courts. It is impossible to compile management statistics, to monitor the workload or to otherwise operate efficiently without a good records system.

Within the area of records management the focus will be on record retention and storage. The problem of developing a statewide record system with uniform records is currently being addressed by the State Judicial Information System and Records and Standardization project. The problem of retention and storage is currently not being met.

In dealing with records management, the strategy will involve a combination of direct grants, technical assistance and research. Direct grants will be available for implementation of modern storage systems. Technical assistance will be provided for determining the best storage methods. The research will involve examining retention and storage methods in order to make recommendations for legislative change, if necessary.

In addition to the focus on records management, efforts under previous plans to improve court management through training trial court support personnel will be continued.

A. Projects to be Funded

1. One project will be funded in the amount of approximately \$40,000 to provide technical assistance to trial courts in the area of court management. The grantee may be a public or private agency that either must have technical expertise on staff or be able to obtain such expertise. Specifically, expertise must be available in modern methods of retaining, storing and processing trial court records. The grantee must demonstrate knowledge of Oregon law regarding record retention and storage and must be familiar with large and small trial court operation. The grantee also must have had experience working with court personnel in both urban and rural jurisdictions. The applicant will be selected on the basis of demonstrated expertise and experience.
2. Two to three projects will be funded ranging from \$15,000 to \$50,000 to implement new records retention and storage systems. The applicant must be either a district or circuit court. The applicant must be amenable to obtaining technical assistance to determine the best method of storage and to assist in the implementation. In selecting projects, preference will be given to courts experiencing larger increases in cases filed over the past five years.
3. To accomplish objective #6, one project to provide training for trial court support personnel in court management will be funded in the amount of approximately \$50,000. The applicant must have demonstrated knowledge and experience in training judicial personnel and must have expertise in court management.
4. Full Service District projects:

District 2 - anticipates funding two case-flow management projects in amounts of approximately \$30,000 to address Objective #11.

District 3 - anticipates funding one project to develop plans for adjudication space. The funding range will be approximately \$10,000-25,000.

District 4 - anticipates funding a single or multi-county project that will extend the State Judicial Information System to the Circuit and District Courts of Benton, Lincoln or Linn Counties at a funding range of \$13,000-15,000.

District 5 - anticipates funding one project in the approximate amount of \$20,000 to improve judicial administration. The project will involve revising procedures for district or circuit court dockets to improve efficiency.

District 8 - anticipates funding a project in the approximate amount of \$15,000 to automate court data to improve caseflow, calendaring and record keeping (Objective #1).

B. Staff/Council Action

In order to accomplish objectives #1 and #2, the JPC staff will study the issue of records retention and storage and make recommendations to the 1981 Legislative Session. The JPC staff will also address objective #5 and make recommendations to the OLEC concerning the feasibility of regional court administrators during the next planning cycle.

Multi-Year Forecast:

1980

1. Standards for circuit and district court records retention and storage will be developed.
2. A legislative proposal for changes to clarify record retention schedules will be prepared.
3. A report on the feasibility of regional court administrators will be presented to the OLEC for consideration.
4. A program for orientation and training of trial court non-judicial support staff will have been developed and will be in operation.

1981

5. A technical assistance mechanism will be implemented and regularly providing assistance to local courts.
6. New management techniques will be instituted in five to seven counties.
1. The 1981 Legislative Session will receive and consider a proposal to clarify record retention schedules.
2. Judicial time spent in non-judicial chores in circuit courts will have been reduced by 25 percent.
3. A system for monitoring the workload of circuit court judges will have been developed.
4. Training of trial court non-judicial support staff will continue.
5. Technical assistance to local courts will continue.

Program 4-B - Prosecution

Objectives:

1. To develop a proposal for a comprehensive, state-wide educational program for prosecutors to be presented to the 1981 Oregon Legislative session.
2. To ensure the provision of supplemental investigative assistance to jurisdictions not equipped to provide a full range of supportive services for prosecution during 1979, 1980 and 1981.
3. To develop a state level mechanism by 1979 to provide technical assistance to local prosecutors in the areas of case flow records management, file control, and statistical systems.
4. To design and implement one model program by 1981 to identify for speedy prosecution those criminal defendants whose criminal histories indicate repeated commission of dangerous acts.
5. To implement improved records systems in two prosecutors offices by 1981.
6. To provide a statement of Council support to the 1979 Legislature for state assumption of all prosecution costs.

Strategies:

The basic strategy for this subprogram is similar to that for Courts, i.e. attempt to cope with the increase in caseload by improving management. Previous efforts to improve prosecutorial management through coordination and training of prosecutors will be continued. The effort to provide investigative support to the smaller jurisdictions will also be continued. As with courts efforts for FY 1979, the focus will be on records management. The strategy will be similar in that both direct grants and technical assistance will be provided to prosecutors' offices to improve records management.

A. Projects to be Funded

1. One project will be funded in the amount of approximately \$20,000 to provide technical assistance to prosecutors' offices in the area of records management. The applicant may be a public or private agency that either must have technical expertise on staff or be able to obtain such expertise in the area of prosecutors' records management. Consideration will be given to applications which combine this task plus technical assistance for trial courts under Program 4-A. The applicant must demonstrate specific knowledge of and expertise in modern methods of retaining, storing, processing and utilizing prosecutors' records. The applicant must also have had experience working with prosecutorial personnel. The applicant will be selected on the basis of demonstrated expertise and experience.
2. Two to three projects will be funded ranging from \$10,000 - \$50,000 to implement new prosecutors' record systems. The applicant must be amenable to obtaining technical assistance to determine the best record system to implement. In selecting projects, preference will be given to jurisdictions experiencing large increases in arrests over the past five years.
3. To accomplish objective #2, one project will be continued in the amount of approximately \$35,000 to provide prosecutors in less populous counties with investigative assistance for preparation of criminal cases.

4. Full Service District projects:

District 2 - anticipates funding 3 career criminal projects to address objective #4. The dollar range will be \$30,000 - \$60,000.

District 4 - anticipates funding a project to improve the record system in one prosecutor's office (Objective #5). The project funding range will be \$13,000 to \$15,000.

B. Staff/Council Action

In order to accomplish objective #1, the OLEC will work with the Oregon District Attorney's Association to develop and support a legislative proposal for a comprehensive, statewide educational program for prosecutors. This proposal will be presented to the 1981 Session of the Oregon Legislature.

Multi-Year Forecast:

1980

1. A legislative proposal for statewide educational program for prosecutors will be developed.
2. Supplemental investigative assistance will be provided to jurisdictions not equipped to provide a full range of support services.
3. Technical assistance will be available to local prosecutors in the area of records management.
4. Two additional career criminal programs will be developed.

1981

1. The 1981 Legislative Session will receive and consider a proposal for a statewide educational program for prosecutors.
2. Supplemental investigative assistance will be provided.
3. Technical assistance to local prosecutors will be available in the area of records management.
4. Improved records systems will be implemented in two prosecutor' offices.

Program 4-C - Defense

Objectives:

1. To develop a state level mechanism to provide coordination and communication among public defenders by 1980.

2. To develop a comprehensive program of legal education for public defenders by 1980.
3. To develop a state level mechanism to provide technical assistance to local communities to conduct studies concerning the method for providing indigent defense and for administration and management of an indigent defense system by 1979.
4. To provide a statement of Council support to the 1979 Legislature for state assumption of all indigent defense costs.

Strategies:

The problem of providing adequate representation has generated an extensive debate over the relative merits of assigned counsel and defender systems. Both of these methods have elements of strength, and the appropriateness of one plan as opposed to another depends ultimately upon such circumstances as the volume of cases, the geographic areas to be served, and the size and skills of the practicing bar. In addition, once the community decides on the method of providing indigent defense, assistance is needed for implementation. In this regard, the Council will support a technical assistance effort to provide the communities in Oregon with the resources to determine the method most suited for the affected jurisdiction, and to provide assistance for implementation.

The needs for education and coordination among public defenders will also be addressed, the former through project assistance and the latter through technical assistance.

A. Projects to be Funded

1. One project will be provided in the amount of approximately \$20,000 to conduct studies concerning the best method of providing for indigent defense and to assist in implementing the recommended methods. The applicant must demonstrate an understanding of the issues and problems involved in providing indigent defenses as well as thorough knowledge of the methods of provision. The applicant will be selected on the basis of demonstrated knowledge and experience in working with local public officials.

2. One project will be funded in the amount of approximately \$20,000 to provide a legal education program for public defenders. The applicant must be an accredited law school within the state.

3. Full Service District projects:

District 5 - anticipates funding one project in the approximate amount of \$10,000 to improve indigent defense by establishing better definitions of indigency, minimum defense services necessary, billing forms and payment schedules, criteria for attorney eligibility for court appointment and to assess the present system.

B. Staff/Council Action

In order to accomplish Objective #1, technical assistance will be obtained through other than Part C funding sources to develop and implement a mechanism for coordination and communication among public defenders.

Multi-Year Forecast:

1980

1. A state level mechanism for coordination of public defenders will have been developed and will be in operation.
2. A program of legal education for public defenders will be developed and underway.
3. Technical assistance will be available to communities needed to decide on the best method for provision of indigent defense.

1981

1. The state level coordinating mechanism will continue operation.
2. The legal education program for public defenders will be continued.
3. Technical assistance will continue to be available to communities needing to determine the best method of indigent defense.

Percentage of 1979 Budget:

	<u>Part C</u>
Rural Districts	2.81%
Statewide	<u>5.00</u>
Full Service Districts	
District 2	7.87
District 3	.80
District 4	1.06
District 5	1.21
District 8	<u>.49</u>
Total FSD	<u>11.43%</u>
Total	<u>19.24%</u>

The required match and buy-in will be provided by state and local units of government.

Multi-Year Budget

	<u>Part C</u>
FY 1980	15.00%
FY 1981	15.00%

Program 5 - Improve Operational Strategies (Adjudication)

Problem Statement: The problems of victims, witnesses and jurors have received too little attention from the adjudication system.

Problem Description: Criminal victimization is particularly high in Oregon. In 1976, Oregon's property crime rate was 5,862 offenses per 100,000 population, a higher rate than the national average rate of 5,266. Oregon's violent crime rate, once well below the national average, has risen sharply in the past year to reach 453 offenses per 100,000 population compared to 460 for the nation as a whole. Violent crime is dominated by the crime of assault. Almost two-thirds of all violent crimes are assaults; 28 percent are robberies; the remaining crimes are murder and rape. Of the property crimes, larceny constitutes the major portion (65 percent) while burglary makes up most of the rest (29 percent). To obtain a true picture of victimization, we need to look at the percentage of crimes reported to police versus those not reported. Data from LEAA sponsored victimization surveys of the nation as a whole and of the City of Portland have shown relatively constant rates of reporting across geographical areas. Thus, data from the City of Portland can give a fairly good estimate of Oregon's level of unreported crime. From this data, it appears that about one-fourth of commercial burglaries and robberies, one-half of household burglaries, almost two-thirds of household larcenies and 30 percent of motor vehicle thefts go unreported. For violent crimes about one-half of all rapes and robberies are unreported, and about 60 percent of all assaults are not reported.

While victimization has risen steadily over the past ten years, it has decreased in some categories. According to preliminary data for 1977, the rates for reported burglary, larceny, and auto theft all decreased while rape and murder increased. It appears unlikely that these changes are due to change in reporting as both the Portland victimization survey and the National Crime Panel found very few significant changes in reporting rates except for the crime of larceny.

With respect to the impact of victimization, there are three major types of damage: Property or monetary loss, physical injury and psychological damage. Property loss from victimization is high

in Oregon. In 1976, over \$46 million worth of property was stolen from the commission of Index offenses and only 30 percent was recovered. Of the items recovered, the vast majority of those are motor vehicles. Other types of property stolen are rarely recovered. In terms of the total value stolen, burglary, larceny, and motor vehicle theft, each account for about one-third of the value of property stolen. Robbery accounts for only 2 percent. It is not known how much of this loss is covered by insurance. In terms of injury, it is difficult to give an accurate picture because this is not reported to OUCR. By definition, injury occurs only with violent crimes. The robberies in Portland reported in the 1974-75 survey, 34 percent involved an injury. For aggravated assault, 31 percent involved an injury. For simple assault, 30 percent involved an injury. The Portland victimization survey also showed a significant increase in all categories of assault with the largest being aggravated (+40 percent).

Other than physical injury and property damage, other types of damage are difficult to measure. Crime, and particularly violent crime, can cause psychological trauma, change in lifestyle and a loss of freedom. It is generally true that those persons who feel the most vulnerable experience the greatest impact of victimization. Ironically, they tend to be the groups least victimized. The national crime panel found that while older citizens are the least victimized group they are the age group who experience the greatest fear of crime.

Beyond this, victims need, but do not get information from the criminal justice system itself. Preliminary research by the Center on Administration of Criminal Justice and the Sacramento Police Department indicates that one of the major negative factors affecting burglary victims' attitudes toward police is a lack of concrete information on case progress. The police agencies certainly have too much detail work to do, but this kind of information on case progress. The police agencies certainly have too much detail work to do, but this kind of information could be relayed by others. This would relieve a great deal of fear and frustration. For instance, victims want to know whether an assailant has been caught; if they fear a repeat attack or reprisal for prosecuting, they want to know if he is out pending trial; they want to know why their possessions are being held as evidence and when they will be returned. They want follow-up information - for example, police often pick up a suspect linked to several incidents who

is later prosecuted for the cases with the strongest evidence. A victim may never hear that "his case" is considered closed. Or a victim may be called to identify a suspect and never changes the nature of the prosecution. The victim's response is to lose whatever confidence he might have had in police, prosecutor, and courts.

Courts, prosecutors, and defending attorneys are, of necessity, offender-oriented. The victim is only one of many possible trial witnesses. Courts could, however, inform victim-witnesses what to expect. Coordination could be improved so a victim need not tell his story repeatedly - to police, to several prosecutors, then to the court. Victims should also be better informed of court scheduling. In most courts, all witnesses in any case expected to be heard on a given day are subpoenaed to appear at the same early hour in the morning. Yet, the case might not be heard that day at all, due to over-scheduling or continuances (postponements). Efficient use of court resources requires victim-witnesses to be available when a case is actually called - but victims could be alerted by telephone. Considering the victim from the start would ensure his cooperation if legitimate delays in prosecution and trial arose.

Witnesses and jurors comprise another group of "forgotten people." Witnesses are often called to attend court proceedings that do not require their attendance. In many courts, witnesses are ordered to appear at a designated time, but no information is provided as to when a particular case will be called. At the end of the day, if this case has not been called, the witness is directed to appear on another date. The cost in many respects for the criminal justice system is enormous. Financial burden imposed on the witness by repeated court appearances and inadequate compensation for these appearances is serious. Physical facilities for waiting witnesses and jurors are generally inadequate or nonexistent and such persons often spend long period of time in hallways or in the back of the courtroom.

Goals and Standards:

2.XX1

Goal: The criminal justice system should adequately provide for the needs and protection of the victims of crimes.

Standards:

1. The State of Oregon should be statute establish a program to provide services for innocent victims of crime and limited compensation for monetary losses from criminally inflicted personal injuries.
2. The District Attorney in each county should insure that victims of property crimes have seized/recovered property promptly and expeditiously returned.
3. Each county should provide a system by which victims of crimes are able to identify/obtain emergency assistance.
4. Courts should be encouraged to require restitution in cases where it is feasible.
5. Each jurisdiction should address the special problems of victims in the criminal justice system.

2.241

Goal: Adequate physical facilities should be provided for court processing of criminal defendants. (These facilities include the courthouse structure itself, and such internal components as the courtroom and its adjuncts, and facilities and conveniences for witnesses, jurors, and attorneys.)

Standards:

1. In areas served by a single judge, adequate facilities should be provided in an appropriate public place.
2. In metropolitan areas where the civil and criminal litigation is substantial and is served by the same personnel, there should be one centrally located courthouse.
3. The pretrial detention facility should be near the courthouse.
- 4.. The courtroom should be designed to facilitate interchange among the participants in the proceedings.

- a. The floor plan and acoustics should enable the judge and the jury to see and hear the complete proceedings.
 - b. A jury room, judges' chambers, staff room, and detention area should be convenient to each courtroom.
 - c. All rooms in the courthouse should be properly lighted, heated and air conditioned.
5. Each judge should have access to a library containing the following: Oregon Revised Statutes, the municipal code, the United States code annotated, the state appellate reports, the U.S. Supreme Court reports, the federal courts of appeals and district court reports, citators covering all reports and statutes in the library, digest for state and federal cases, a legal reference work digesting law in general, a form book of approved jury instructions, legal treatises on evidence and criminal law, criminal law and U.S. Supreme Court reporters published weekly, looseleaf services related to criminal law, and if available, an index to the state appellate brief bank.
 6. Provision should be made for witness waiting and assembly rooms. Separate rooms for prosecution and defense witnesses should be provided.
 7. Juror privacy should be maintained by establishing separate entrances, elevators, and food service facilities for exclusive use of jurors. Similarly, lounges and assembly rooms should be provided for jurors; these should not be accessible to witnesses, attorneys, or spectators.
 8. Jurors - In addition to other statutory grounds for exemptions, the court should excuse other persons upon a showing of undue hardship or extreme inconvenience.

2.243

Goal: The call of prosecution and defense witnesses and selection of prospective jurors should be in such a manner so as to minimize inconvenience and delay.

Standards:

1. Witnesses other than Police Officers
 - a. Procedures should be instituted to place certain witnesses on telephone alert.
 - b. Upon the initiation of criminal proceedings or as soon thereafter as possible, the prosecutor and defense counsel should ask their witnesses which future dates would be particularly inconvenient for their appearance at court. The scheduling authority should be appraised of these dates and should, insofar as is possible, avoid scheduling court appearances requiring the witnesses' attendance on those dates.
2. Police Officers
 - a. Upon production of the defendant before a magistrate, the arresting police officer should be excused from further appearances in the case unless the prosecutor requires the attendance of the police officer for any particular proceeding.
 - b. Police agencies should establish procedures whereby police officers may undertake their regular police duties and at the same time be available for prompt appearance at court when a notification that such appearance is communicated to police command.
 - c. Routine custodial duties relating to the processing of a criminal case should be undertaken by a central officer to relieve the individual arresting officer of these duties.
 - d. Police agencies should provide to the authority scheduling court appearances the dates on which each police officer will be available. Insofar as possible, the scheduling authority should schedule court appearances that inconvenience the officer and his department as little as possible.

2.244

Goal: Adequate compensation should be provided to both jurors and witnesses.

Standard: All citizen witnesses, and law enforcement officer witnesses using their own private automobile for transportation to and from court, should be reimbursed for round trip travel between the court and their residence or business address, whichever is applicable.

2.245

Goal: Careful attention should be paid to juror utilization and scheduling or jurors' time in order to make service as positive an experience as possible.

Standard: Local administrators should take a role in the handling of jurors.

Program 5-A - Victims

Objectives:

1. To ensure that by 1980 victims assistance programs exist in at least three counties over 100,000 population which will provide immediate emergency assistance and referral to other social agencies.
2. To monitor Oregon's new victim's compensation program to determine its impact and, if necessary, make recommendations for change to the 1981 Legislative session.

Strategies:

The goal is to provide services to victims of crime and/or bring about changes in the court processes or police procedures which will reduce the inconvenience suffered by victims as a direct or indirect consequence of having been victimized.

The major strategy will be to support victims assistance projects. Victims assistance programs have and can engage in a variety of activities on behalf of victims. The OLEC will support projects modeled after the Multnomah County Victims Assistance Project (VAP). That project is focusing major attention on three areas of victim service and is exploring a fourth:

1. The VAP has implemented a social service referral system for victims and witnesses in which the needs of the individual are assessed and efforts are made to arrange for the provision of services through existing public or private agencies in the community.



CONTINUED

1 OF 2

2. Upon completion of a court case, VAP personnel are sending letters to victims and witnesses informing them of the outcome of the case. In addition to this type of information/educational program, VAP is planning to send brochures or some other form of pamphlet explaining the workings of the court system.
3. Major efforts are being made by VAP (which is located in the District Attorney's Office) to get the prosecuting attorneys to recommend restitution payments from the offender to the victim in every case where it is at all feasible.
4. VAP personnel are exploring the possibilities for increasing victim participation (or at least victim presence) at the major decision points in the process and in reducing the inconvenience suffered by victims and witnesses through other procedural changes. More specifically, VAP will be exploring the possibility of having victims present during plea bargaining and victims present during sentencing. The possibility of returning property immediately to victims and using photographs in the court proceedings is being explored, as is the possibility of using video taping for sensitive witnesses.

A. Projects To Be Funded

1. Full Service District projects:

District 2 - anticipates funding one victims assistance project addressing Objective #1 in the range of \$60,000 to \$70,000.

District 3 - anticipates funding 1-2 projects to serve victim/witness needs in amounts ranging from \$10,000 to \$25,000 per project.

District 8 - anticipates funding two victim/witness projects, ranging from \$10,000 - \$20,000. One will be in Jackson County and one in Josephine County.

B. Staff/Council Action

Staff will monitor Oregon's newly implemented victim's compensation program to determine if a sufficient percentage of eligible victims are applying for compensation, if eligibility requirements should be changed and if compensation is adequate to cover losses. Results of the monitoring will be presented to the OLEC and a determination will be made as to whether recommendations for modification should be made.

Multi-year Forecast:

1980

1. Victims Assistance projects will be implemented in three counties over 100,000 population.
2. OLEC staff will monitor Oregon's victims compensation program.

1981

1. Victim's assistance projects in three counties over 100,000 population will be continued.
2. It is anticipated that the 1981 Legislative session will receive and consider a proposal for modification of Oregon's Victim Compensation program.

Program 5-B - Jurors/Witnesses

Objectives:

1. Establish 1-3 model juror/witness management projects by 1980.
2. To encourage utilization of better juror/witness management techniques through the provision of technical assistance beginning in 1979 (see Program 4A, Objective #7).
3. To develop a proposal for adequate compensation for jurors and witnesses for consideration by the 1979 Oregon Legislative session.
4. To review courthouse facilities to determine their adequacy for witnesses and jurors by 1980.

Strategies:

One solution to problems of better use of juror's/witnesses lies in more efficient calendaring and scheduling of cases and in more efficient management of the court and prosecution offices. The disposition of most cases, particularly those involving guilty pleas and adjournments can be ascertained by the prosecutor in advance of court appearances so that witnesses are not made to appear unnecessarily.

The Oregon Law Enforcement Council will also support and encourage new techniques for procuring the attendance and cooperation of witnesses or jurors. For example, those with a fixed place of work or residence might be placed on telephone alert and called shortly before their appearance is needed. A proposal for adequate compensation will be presented to the legislature. With respect to physical facilities, separate lounge facilities for witnesses and jurors should be provided. These rooms should be supplied with reading matter, telephones and perhaps a television set. Courts might also provide incoming jury panels with a presentation concerning their role and importance in the criminal justice process. Some jurisdictions can substantially reduce the number of jurors called for service and can ensure their more effective use by instituting central jury panels in which the juror needs of a number of courts are met from a centrally administered pool.

Adequate compensation must be provided for jurors and witness. This need not mean paying exorbitant sums, or even compensating a witness or juror at the same wage he or she ordinarily earns, but it does envision more than a token payment. The OLEC will support these types of efforts through project assistance and ethnical assistance.

A. Projects To Be Funded

1. One to three juror/witness management projects will be funded ranging from \$5,000-\$20,000. Applicants must be district or circuit courts from a non-full service district. They must propose to reduce citizen time spent as a juror witness through better management techniques. They must also be amenable to receiving technical assistance in order to assist in selecting the best method of managing jurors and witnesses. In selecting an applicant, preference will be given to those jurisdictions with the largest increase in cases coming to trial over the past five year.

B. Staff/Council Action

OLEC staff will conduct a survey of selected district and circuit court facilities to determine their adequacy for witnesses and jurors.

Multi-Year Forecast:

- 1980:
1. At least one model juror/witness management project will be implemented.
 2. At least two other jurisdictions will have improved their juror/witness management through the receipt of technical assistance.
- 1981:
1. One or two more model juror/witness management projects will be implemented.
 2. Three other jurisdictions will have improved their juror/witness management through the receipt of technical assistance.

Percentage of 1979 Budget:

	<u>Part C</u>
Rural Districts	%
Statewide	<u> </u>
Full Service Districts	
District 2	2.01
District 3	.80
District 4	
District 5	
District 8	<u>.49</u>
Total FSD	<u>3.30%</u>
Total	<u>3.30%</u>

The required match and buy-in will be provided by state and local units of government.

Multi-Year Budget

	<u>Part C</u>
FY 1980	5.00%
FY 1981	5.00%



Program 6 - Enforcement - Resource Development

Problem Statement: Enforcement budgetary increases have been insufficient to accomodate workload increases.

Problem Description: Spiraling inflation and increasing taxpayer resistance are twin problems of cities and counties which directly impact upon local enforcement agencies. Oregon's constitutional limitation of a six percent annual increase to local tax bases will not permit budgeting to keep pace with the inflation factor built into salaries and capitol improvements. Any dollar amount beyond the allowable six percent increase must be referred to the taxpayers. Increasing frequency of defeats of these budgets by the taxpayers result in elected officials preferring to keep within the limitation rather than face the ire of the voters. In turn, the pressure mounts on enforcement agency administrators to keep budget increases to a minimum, essential level, but maintain expected services.

Despite this pressure, total Oregon local enforcement agency budgets increased by 18.3 percent for the fiscal year 1977-78 over the previous fiscal year 1976-77 to amount to \$110,649,789. Some of this increase can be attributed to supplementing local tax funds with state and federal dollars, but most of the increases are due to the shrinking value of the inflated dollar.

City enforcement agency budgets increased by 15.3 percent, while county agency budgets increased 22.7 percent.

Much of the total budget increase was to hold the line with funds marked for salary increases for existing personnel. Sworn personnel (certifiable) of city agencies increased by only 4.3 percent while county sheriff's agencies actually saw a 1.5 percent decrease in sworn (certifiable) personnel. This marks the second year in which county sworn personnel decreased. At the same time, there was a significant increase in non-sworn civilian personnel (who could be employed in lower salary ranges) with increases of 17 percent in city agencies and 60 percent in county agencies.

Average per capita (APC) costs increased 11.6 percent for city agencies, and 20.4 percent for county agencies. The city APC cost was \$48.82, while the county APC cost was \$19.84. The average per capita costs ranged from a low of \$41.48 for cities of 10,000 to 24,999 population to a high of \$55.54 for cities over 50,000 population. Counties had a range of \$15.52 APC for counties of 25,000 to 99,999 to a high of \$21.88 for counties with more than 100,000 population.

Interestingly, the average per capita cost is lower for medium size agencies, both city and county, than for the smaller size agencies. Cities of 10,000 to 24,999 averaged \$41.48, and cities of 1,000 to 4,999 averaged \$47.25. Counties of 25,000 to 99,999 averaged \$15.52, compared to \$19.71 average for counties of under 10,000 population.

Compounding the budget problem is the increase in Oregon's population, particularly in the western area of the state. Population pressure is also increasing in the state's central and northeastern areas. This pressure is being caused by immigration of persons into the state as well as by the residents' birth rates. While the cities are absorbing their share of this increase, the rural areas around the cities are being rapidly urbanized with single and multiple residential developments. This presents unique and serious problems upon the sheriff's offices which still have budgets oriented to dealing only with rural enforcement.

Concurrent with increasing population is increasing demand for police services. Using arrest rates as a workload indicator, this would indicate the need for more officers since arrests were up 9.4 percent in 1977, according to the preliminary 1977 OUCR Report.

A recent study by the OLEC's Statistical Analysis Center points out that 59 percent of Oregon's total population reside in urban areas, 41 percent in rural. Western Oregon population is 62 percent urban, 38 percent rural; and Eastern Oregon is 41 percent urban with 59 percent rural. Of the total, 88 percent of the population resides west of the Cascade Mountains.

¹Annual Personnel and Budget Study of Oregon Law Enforcement Agencies - Fiscal Year 1976-77 and Fiscal Year 1977-78. Board on Police Standards and Training.

Relating to this is crime with 75 percent of Index offenses being reported from urban areas and 25 percent from rural areas in 1977. Ninety-one percent of total Index offenses were reported from Western Oregon. For the same year the total Index crime rate in urban areas decreased 7.8 percent, compared to a 2.5 percent decrease in rural areas. However, there were some wide fluctuations such as a 20.5 percent increase in the rural murder rate, and rather large, unexpected increase in aggravated assault in Eastern Oregon urban areas.

It does not seem likely that a significant increase in budgetary resources can be expected in the immediate future, nor that the population and related crime pressures will ease. Given these problems, there is an immediate and continuing need to find ways for enforcement agencies to make more efficient use of present resources. To deal with this problem, the Oregon Law Enforcement Council adopted the following goals and standards.

Goals and Standards: Consolidating, Contracting for and Sharing Resources

3.XXX

Goal: Agencies should take advantage of research that suggests ways to make more efficient use of resources.

3.080

Goal: Local governments and their police agencies should provide police services by the most effective, efficient and responsive organizational means available to them. In determining these means, each should acknowledge that the police organization should be large enough to be effective, but small enough to be responsive to the people.

If the most economical, efficient, and responsive police service can be provided through mutual agreement of joint participation with other criminal justice agencies, the governmental entity or the police agency should explore an appropriate agreement or joint operation.

Standards:

1. At a minimum, smaller police agencies unable to provide competent 24-hour, seven day per week police services should strongly consider consolidation or contracting for improved efficiency and effectiveness.

2. No local government or police agency should enter into any agreement for, or participate in, any police service that would not be responsive to the needs of its jurisdiction and that does not at least:
 - a. Maintain the current level of service either at the same cost or at an increased cost, if justified.
 - b. Improve the current level of service either at the same cost or at an increased cost, if justified.
 - c. Provide an additional service at least as effective and economically as it could be provided by the agency alone.

3.081

Goal: Every local government and every local police agency should study the feasibility for combined and/or contract police services, and where appropriate, implement such services. Combined and contract service programs should include:

Standards:

1. Total consolidation of police services; the merging of two or more police agencies or of all police agencies in a given geographic area.
2. Partial consolidation of police services; the merging of specific functional units of two or more agencies.
3. Regionalization of specific police services; the combination of personnel and material resources to provide specific police services on a geographic rather than jurisdictional basis.
4. Contracting for total police service; the provision of all police services by contract with another government.
5. Contracting for specific police services.
6. Service sharing; the sharing of support services by two or more agencies.

3.070

Goal: Law enforcement agencies should, if geographically feasible, consider consolidating investigative service to meet specific investigative requirements, i.e., narcotics problems, burglary, etc. Those counties with less than five enforcement agencies should consider joining with neighboring counties to consolidate investigative services.

3.280

Goal: Alternative policing model should be developed, implemented, and evaluated in varied sizes and types of police agencies in Oregon.

Inability to Respond and Inefficiency with Records and Communication Systems

3.060

Goal: Law enforcement agencies should explore the opportunity of consolidating records and communications with other departments.

Standards:

1. Consolidation must include at a minimum, maintenance of the present level of service at the same cost, or increased cost if justified, and retention of reasonable local control and responsiveness to local needs.
2. Twenty-four hour operational dispatching service will be provided to all citizens.
3. Where practical, law enforcement agencies should utilize existing information and communication systems.

4.401

Goal: A cost/beneficial police information system that satisfy user needs and requirements should be available to all law enforcement agencies.

Standards:

Every police agency should have available, at a minimum, a system which provides the following information.

- a. Dispatch information, including the generation of data describing the dispatch operation and data useful in the dispatching process.

- b. Event information, including the generation and analysis of data on incidents and crimes.
- c. Case information, including data needed during follow-up until police disposition of the case is completed.
- d. Reporting and access to other systems which require data for operational or statistical purposes.
- e. Patrol or investigative support data not provided by external systems, such as misdemeanor warrant data, traffic and citation reporting, and local.

4.110

Goal: A minimum level of service from an automated system shall be available to all criminal justice agencies.

Standards:

1. Identical records should not be contained within several systems unless there are overriding considerations of total system efficiency to be gained.
2. "In-Process" files and historical files should be maintained at the level which can satisfy the maximum percentage of inquiries.
3. If a regional criminal justice information system exists, it shall:
 - a. Plan so that it may be utilized by agencies of any size, but must satisfy the needs of the largest user agency.
 - b. Provide access to the state information system.
 - c. Provide access to the regional system data base.
 - d. Develop and maintain the sub-systems necessary to support the efforts of the participating local criminal justice agencies. Such sub-systems should provide:

- (1) Information concerning every person arrested within that locality containing a record of such local agency transactions concerning those person, subject to established purge criteria.
- (2) A master name index of persons of interest to such criminal justice agencies in its jurisdiction.
- (3) Investigative field support to such law enforcement agencies.
- (4) Telecommunications interface between the state criminal justice information system and such local criminal justice agencies.
- (5) The rationale for the internal allocation of personnel and other resources of its user agencies.
- (6) A basis for scheduling of events, cases, and transactions within such agencies.
- (7) Indications of changes in workload and the means or distinguishing between short-term variations and long-term trends in such agencies.
- (8) Support for research and program evaluation to user agencies.
- (9) Firm agreements on programs available, cost of each program over set periods, and right of user to choose only those programs needed.

4. The state criminal justice information system shall:

- a. Provide access to the National Crime Information Center, the National Law Enforcement Telecommunications System.
- b. Provide services fulfilling a common need of all criminal justice agencies on a statewide basis, such as:

- (1) On-line files fulfilling a common need of all criminal justice agencies and requiring statewide accessibility, including wanted persons and identifiable stolen property.

Delays in Contacting Enforcement Agencies in Emergency Situations

3.XX1

Goal: Improve the system's ability to respond rapidly to calls for service.

Standards:

1. Police agencies should allocate resources to conform more with the population alignment of neighborhoods, communities and counties.
2. Improve existing crime analysis information to better serve deployment strategies.
3. Develop technological capabilities for speedier processing of crime data and demographic profile of crime areas.
4. Improve technical language regarding clearances to underscore additional administrative and investigative resolutions to crime occurrences.
5. Improve the dispatch capabilities of local jurisdictions.

4.XX5

Goal: All police agencies in conjunction with other emergency services should explore a system such as 911 on an areawide basis. If a 911 system is not feasible, other alternatives such as single police emergency phone number should be explored.

Standard: Every citizen should have available a means of readily accessing public safety emergency resources from home and public places.

Program 6-A - Consolidating, Contracting for and Sharing Resources

Objectives:

1. To provide technical assistance upon request for agencies desiring to consolidate, contract for or share some services and functions.
2. To provide support for interagency teams for specialized functions, such as investigation.
3. To provide support for consolidation, combining or sharing some services and functions for at least two city/county enforcement agencies by October 1, 1979.
4. To provide support for establishment of one additional crime laboratory in the central area of the state by July 1, 1980.
5. To provide alternative services through training of regular and reserve officers to expand their capabilities.

Strategies:

Local enforcement agencies handicapped by a shortage of fiscal resources, manpower, or equipment or with vast land areas to patrol will be encouraged to consolidate with other agencies, to contract for needed services, to share resources with another agency or to take advantage of services provided by state agencies. This strategy has been selected because it represents a more efficient use of scarce resources. Supplying manpower or equipment to agencies with resource shortages represents only a temporary alleviation, but not a solution to the problem.

Over the past several years, the Council has supported a number of cooperative service arrangements that have worked to the satisfaction of those agencies participating.

The kinds of services that have shown to be most amenable to cooperative arrangements include information systems, central dispatching systems, criminal investigation, central records, and crime prevention. The Council has also supported statewide services for such things as training, crime laboratory, polygraph, crime analysis and technical assistance. The Council will continue its efforts in this area over the next three years through technical assistance and support for projects.

The technical assistance program first involves encouraging agencies to recognize the potential of consolidating, contracting or sharing services. This will be done by publicizing successful projects or cooperative efforts through newsletter articles, position papers and nominations for exemplary projects. The second step involves those agencies desiring to explore the feasibility of a consolidated or cooperative arrangement. At this point, an analysis of costs, benefits and implementation requirements should take place. To accomplish this, OLEC will provide assistance through staff resources and/or LEAA technical assistance contracts upon requests.

A. Type of Projects to be Funded

1. Consolidation of rural city/county services such as records, communications, and training programs. Three to five projects ranging from \$20,000 to \$30,000.
2. Enhancement of state agency services which serve local agencies on statewide basis. One or two projects ranging from \$80,000 to \$100,000.
3. Full Service Districts

District 3 anticipates 1 project involving consolidation of urban city/county services and/or programs of approximately \$40,000.

District 5 anticipates funding a project to do minority and female recruiting for the criminal justice agencies in Lane County. The approximate amount is \$20,000.

B. Staff/Council Action

Objective 1 will be accomplished by continuing the SPA technical assistance service, drawing upon local, state and LEAA resources. Objectives 2, 3, 4, and 5 will be addressed through project funding in FY 1979.

Multi-Year Forecast:

1980

One rural and one urban consolidation of enforcement services will continue with small grants needed to complete projects. It is possible that one additional rural city/county consolidation of services will begin.

1981

Additional studies will be undertaken to determine future urban city/county consolidation possibilities.

Program 6-B - Inability to Respond and Inefficiency With Records and Communication Systems

Objectives:

1. To provide technical assistance in researching, designing and suggesting innovative mini-systems to serve widely separated rural agencies.
2. To provide support for implementing a mini-system in at least two adjoining RPU's by July 1, 1980.
3. To provide support in the consolidation efforts of at least one rural and one urban communications center by July 1, 1980.
4. To provide support in extending to smaller agencies the services of at least one regional automated information system.

Strategies:

Agencies in at least one rural RPU have shown the need to improve records filing and storage systems to gain efficiency and space. An adjoining RPU has a rural city/county enforcement agency consolidation movement underway which would involve records and information systems. These needs and activities present an opportunity to experiment with a regional information mini-system which, once developed and proven for efficiency and cost-benefit, could be replicated in at least three, possibly four, other rural areas of the state at some future time.

The Council will also support efforts to more fully utilize present cross-jurisdictional information systems. Oregon presently has three major operational automated information systems that can be in proper environment, accessed by law enforcement agencies not already participating. The Law Enforcement Data System (LEDS), the Area Information Record System (AIRS) and the Regional Automated Information System (RAIN) have information processing capabilities of which even the users do not take full advantage.

These three information systems can provide meaningful operational and statistical data to the law enforcement community. Agencies which are not capable of producing what they consider to be necessary data will be encouraged to explore the utilization of a regional information system. Agencies should also explore more efficient and effective manual record keeping systems.

Technical assistance is available from AIRS, LEDS, RAIN and OLEC to assist local agencies in identifying resources available to address, in a cost beneficial manner, their law enforcement information needs. It is anticipated that OLEC will handle approximately three requests per year to analyze the feasibility of accessing an information system. OLEC will continue to encourage the utilization of data for operational decision making.

The consolidation efforts of at least one rural and one urban area enforcement agencies will necessitate changes and improvements in existing communications systems. The Council will support the necessary improvements wherever possible to further the concept of consolidation of services.

A. Type of Projects to be Funded

1. Rural Districts and State Agencies

- a. One to two information systems development projects ranging up to \$30,000.
- b. One to two communications/dispatch consolidation projects ranging up to \$40,000.
- c. One project to develop extension of existing information system to smaller agencies ranging to \$50,000.
- d. No state agency projects are contemplated.

2. Full Service Districts

- a. District 3 central dispatch and computer consolidation project utilizing portion of district allocation up to \$66,500.
- b. District 4, two projects in planning and research and utilization of existing information system, ranging to \$58,400.
- c. District 8, one project to utilize an information system for several criminal justice components, possibly up to \$33,000.

B. Staff/Council Action:

Objective 1 will be accomplished with technical assistance from the SPA drawing upon staff, local, state and LEAA resources. Objectives 2, 3, and 4 will be addressed through project funding.

Multi-Year Forecast:

1980 Continue efforts to develop two to three service sharing projects in new areas.

1981 Continue service sharing development in three districts.

Program 6-C - Delays in Contacting Enforcement Agencies in Emergency Situations

Objectives:

1. To provide support for appropriate legislation to establish a statewide 911 system during the 1979 session of the state Legislature.
2. To provide support in implementing one rural and one urban area 911 system by October 1, 1980.
3. To implement a program to encourage citizens to immediately report crimes by January 1, 1979 on a statewide basis.

Strategies:

Three bills to implement a statewide or local 911 systems in Oregon were introduced in the 1977 session of the state Legislature, but were not reported out of committee due to other more pressing concerns. During the interim between sessions, a legislative task force has held hearings and has been studying the need for a 911 system in relation to all emergency services.

The Council will achieve the first objective by supplying information, technical assistance and affirmative testimony to legislative committees hearing the bill(s), urging that a system be adopted in which telephone users pay for the service.

The Council will provide funding support to one rural and one urban RPU to initiate local 911 systems in conjunction with efforts to consolidate or combine city/county communications and dispatching functions.

Finally, the Council will encourage current and future crime prevention programs to vigorously inform and educate the public on the urgent necessity to immediately report all crimes of any magnitude to the proper authorities. This can be achieved through staff liaison with local programs.

A. Type of Projects to be Funded

1. Rural Districts and State Agencies

- a. One or two rural emergency telephone number projects will be funded up to \$10,000.
- b. No state agency projects are contemplated.

2. Full Service Districts

District 3 will fund a 911 project within its district allocation, of approximately \$30,000.

B. Staff/Council Action

Objective 1 will be accomplished with technical assistance and public testimony to appropriate legislative task forces and/or committees. Objective 2 will be addressed through project funding in 1980, and objective 3 will be accomplished by staff liaison.

Multi-Year Forecast:

1980 Efforts to implement emergency telephone number will continue.

1981 Expansion and refinement of system wherever possible.

Percentage of 1979 Budget:

	<u>Part C</u>
Rural Districts	2.39%
Statewide	<u>2.50</u>
Full Service Districts	
District 2	
District 3	
District 4	
District 5	.80
District 8	<u>.99</u>
Total FSD	<u>1.79%</u>
Total	<u>6.68%</u>

The required match and buy-in will be provided by state and local units of government.

Multi-Year Budget

Part C

FY 1980

6.00%

FY 1981

6.00%



Program 7 - Enforcement - Strategy Improvement

Problem Statement: There is a disturbing increase in person-to-person crime, and Part II offenses.

Problem Description: Oregon reported 4.1 percent fewer index crime offenses in 1976. This was comparable to a reported reduction of 4 percent nationally. The reduction in Index Crime in Oregon was in the numbers of reported burglary, robbery and larceny offenses. Reported auto theft remained almost constant while a small increase in aggravated assault and substantial increases in homicides and rapes were reported.

The 117 homicides reported represent an increase of 20.6 percent over 1976 which is still lower than the number of homicides reported in three of the preceding five years. The 1977 number was impacted by six occurrences of multiple murders accounting for nineteen deaths. One incident involved six deaths and one four deaths. One triple and three double murders were reported.

The reported 13.5 percent increase in rape offenses is larger than the 10 percent increase reported nationally and follows a reported increase of 11.5 percent for 1976 over 1975.

The number of reported Part II crimes increased by 14.7 percent. The increase is impacted by first time reporting of these categories by the Eugene and Springfield Police Departments. The two agencies accounted for 8,829 Part II offenses which amounted to 43 percent of the reported increase. Without this additional reporting, the increase in Part II offenses would have been 8.3 percent for the year.

The total number of persons reported arrested for all offenses during 1977 was 113,973 compared to 104,212 for 1976. This amounted to a 9.37 percent increase. Males accounted for 81.1 percent of the total arrests and 33.6 percent of all persons arrested were juveniles.

While Index Crime offenses decreased by 4.1 percent, arrests for those offenses increased by 6.7 percent from 28,630 to 30,349. 51.5 percent of the persons arrested for Index offenses were juveniles. They accounted for 63.6 percent of burglary arrests, 53.1 percent of larceny arrests and 64.6 percent of the auto theft arrests. 77.4 percent of persons arrested for Index offenses were male adults.

The 83,430 arrests for Part II offenses represent a 10.3 percent increase over 1976. Males accounted for 82.4 percent of the persons arrested for Part II offenses. Juveniles arrested for these categories amounted to 27 percent of the total. Discounting reported curfew and runaway arrests, juvenile arrests accounted for 19.8 percent of the remaining Part II offense arrests. Some categories with significant percentages of juvenile arrests were arson 67.2 percent, vandalism 58.4 percent and liquor law violations (other than DUI) 38.1 percent.

While Part I offense declined for the second year, disturbing trends could be seen in Part II offenses where most categories show large increases. Some of this is attributed to the report including data from Eugene/Springfield for the first time. Examples include: simple assault, up 28.3 percent; forgery-counterfeit, up 16.5 percent; fraud, up 21.7 percent; embezzlement, up 30.8 percent; weapons offenses, up 23.5 percent; sex offenses, other than rape or prostitution, up 25 percent; and offense against family, up 35.9 percent. Such increases would seem to indicate continued deterioration of respect for laws, property and persons. For the present, the data shows continued severe pressure upon enforcement agencies in terms of services, time and personnel.

In terms of monetary loss to the public, the 1977 value of Part I stolen values totaled \$48,608,711, while Part II offenses losses totaled \$9,796,000. In the latter category, arson caused the biggest loss totaling \$6,312,645, nearly two-thirds of Part II losses. Recovered value of Part I offenses was \$16,808,135.

It is encouraging that the preliminary report shows decreases in Part I property crimes for the second successive year. Robbery decreased 1.6 percent; burglary decreased 1.9 percent; and larceny-theft decreased 6.1 percent. This could indicate that perhaps the crime prevention and public awareness programs funded by this agency are having a continuing impact upon these offenses, but in light of the Part II offense data, caution should be exercised in attributing cause and effect.

¹Preliminary Report of Criminal Offenses and Arrests for Oregon Law Enforcement Agencies for 1977 - prepared by the Law Enforcement Data System (LEDS).

Goals and Standards: Property Crime

3.201

Goal: There should be a crime prevention program operated by one or more criminal justice agencies active within each county in the state. The prevention programs should address, but not be limited to the following:

- a. Public education and information pertaining to crime prevention techniques.
- b. Target hardening, where appropriate.
- c. Coordinated use of volunteers.
- d. A program on commercial crimes.

3.202

Goal: Legislation should be enacted creating building codes that will result in building design specifically concerned with building security.

The new legislation should be a reflection of the combined efforts of local architects and law enforcement officials.

3.111

Goal: Police agencies should have systems that insure the integrity of property and evidence inventories.

Standards:

1. Every police agency should establish a system for the secure and efficient storage, classification, retrieval, and disposition of items of evidentiary or other value that come into the custody of the agency. To develop the property system, each agency should:
 - a. Establish a filing system that includes, but is not limited to:
 - a record of each occasion when property is taken into police custody;

- A separate itemized list of all items of property that are taken into custody;
- A record that indicates the continuity of the property from its entry into the system to its final disposition.

This record should include the name of each person accountable for each item of property at any given time.

2. Every police agency should conduct regular property inventories and property record audits to insure the integrity of the system.
3. Every police agency should publish written procedures governing the function of the property system and make it available to the public.
4. Every police agency should develop and implement procedures for the removal of property. Specifically, the agency should:
 - a. Return all identifiable property as soon as practicable after the rightful owner is located.
 - b. When property is no longer needed for evidence in court, and the original owner cannot be located, it should be disposed of promptly.

Violent Crime

3.270

Goal: Police agencies should consider alternative management models that may lead to increased effectiveness and, where appropriate, implement such models. In enforcement activities, police agencies should, where possible, avoid over-reliance on the criminal law. The assumption that the use of an arrest in the criminal process is the primary or even the exclusive method available to the police should be recognized as a distortion of the criminal law and as causing an unnecessary burden on the rest of the criminal justice system. Police agencies should consider and, where appropriate, implement alternative methods of enforcement procedures.

Standards:

1. The process of investigation, arrest, and prosecution, commonly viewed as an end in itself, should be recognized as but one of the methods used by police in performing their overall function, even though it may be the most important method of dealing with serious criminal activity.
2. The alternative methods used by police should be given the necessary authority to use them under circumstances in which it is desirable to do so.
3. Other methods police use, for example, are the process of informal resolution of conflict, referral, and warning.

3.271

Goal: Police agencies should seek clarified, properly limited authority to use methods other than the criminal justice system.

There should be clarification of the authority of the police to use methods other than arrest and prosecution to deal with the variety of behavior and social problems which they confront. This should include careful consideration of the need for and problems created by providing police with recognized and properly limited authority and protection while operating thereunder.

Standards:

1. Identification of methods for dealing with self-destructive conduct such as that engaged in by persons who are helpless by reason of mental illness or persons who are incapacitated by alcohol or drugs. Such authority as exists is too often dependent upon criminal laws which commonly afford an adequate basis to deal effectively and humanely with self-destructive behavior.
2. Identification of methods for the resolution of conflict such as that which occurs so frequently between husband and wife.

3.XX1

Goal: Improve the system's ability to respond rapidly to calls for service.

Standards:

1. Police agencies should allocate resources with the population alignment of neighborhoods, communities and counties in mind.
2. Improve existing crime analysis information to better serve deployment strategies.
3. Develop technological capabilities for speedier processing of crime data and demographic profile of crime areas.
4. Improve the dispatch capabilities of local jurisdictions.

4.XX5

Goal: All police agencies in conjunction with other emergency services should explore a system such as 911 on an areawide basis. If a 911 system is not feasible, other alternatives such as a single police emergency phone number should be explored.

Standard: Every citizen should have available a means of readily accessing public safety emergency resources from home and public places.

Program 7-A - Property Crime

Objectives:

1. To reduce the reported incidence of Part I property crimes 5 percent in Oregon by 1982.
2. To ensure that all citizens of Oregon are served by a minimum level crime prevention program by 1982. (A "minimum level" means exposure to some type of education effort on crime prevention techniques.)
3. To determine the efficiency of the following techniques by 1982.
 - property marking
 - architectural design
 - block meetings
 - door-to-door campaigns
 - security inspections
 - public education and media campaigns

4. Establish statewide programs of training and coordination in crime prevention under a single administrative unit by January, 1979.
5. Standardize literature, public information programs, logos, and procedures, phased into 1980.
6. Support legislation to achieve commercial and residential physical security and areas of defensible space for submission to 1979 session of the Oregon State Legislature.
7. Develop and encourage cooperation, coordination and collaboration in crime prevention programs with civic and public groups on a statewide basis as on ongoing program.
8. Consciously and energetically obtain citizen involvement, support and participation in programs with a formal program by July, 1979.

Strategies:

The strategy for combating this problem focuses on a comprehensive program of crime prevention. Property crimes seem to be more amenable to prevention. Because these crimes usually do not involve person to person contact, they are often "cold," that is, discovered some time after the occurrence. Not only is the opportunity for apprehending a suspect lessened since there was no person-to-person contact, there are far fewer instances where a suspect description is available or any other clues which might lead to an apprehension. For these reasons, the clearance rate for property crimes are particularly low - 18 percent statewide compared to 45 percent for violent crimes in 1976. While efforts to improve clearance rates should continue, the circumstances listed above and sheer volume of cases suggest that prevention techniques may have a greater payoff.

Prevention programs, if successful, also have the advantage of lessening the impact on the system. The actual prevention of crime means the system spends less time answering police calls, writing reports, arresting, prosecuting and rehabilitating offenders.

A. Type of Projects to be Funded

1. Rural Districts and State Agencies

- a. It is projected that four crime prevention projects will be continued and up to two new projects started. Range will be \$8,000 to \$20,000.
- b. It is contemplated that one crime prevention training program by a state agency will be funded in a range up to \$100,000.

2. Full Service Districts

- a. District 2 will fund crime prevention projects ranging up to \$190,000. Additionally, they will fund a fence interdiction project in the approximate amount of \$50,000.
- b. District 5 will fund two programs for crime prevention utilizing up to \$55,000.
- c. District 8 will fund two projects up to \$27,000.

B. Staff/Council Action

Objective 3 will be addressed by the OLEC evaluation staff which is conducting evaluations of several crime prevention programs (see Program 1). The OLEC will address objectives 6 and 7 through the development of legislation for the 1979 session. Objective 5 will be addressed through project funding in FY1980; Objective 8 will be addressed through ongoing staff activity.

Multi-Year Forecast:

1980

Two to three crime prevention projects will receive continuation grants.

1981

One to four new crime prevention projects with new innovations will be funded.

Program 7-B - Violent Crime

Objectives:

1. Reduce citizen reporting time. (See Program 7-C.)
2. Establish victimization programs in three counties by January 1, 1980. (See Program 5-A.)
3. Expand crime prevention programs to cover person-to-person violent crimes by July 1, 1980.

Strategies:

The problems of delays in contacting enforcement agencies have been discussed in Program 7-C.

The objective of obtaining citizen response remains the same, with the only available strategy seeming to be the motivation of the victim(s) or witness(es) to act immediately by reporting the crime or threat of a crime to enforcement agencies. Crime prevention programs with their built-in mechanism for reaching the public - individually and in groups - can be of great use in this effort.

At the same time, victimization programs can bolster the public confidence in enforcement agencies as one to which the public can turn for help, as well as directly aiding the victim.

A corollary to these actions is informing and educating the public as to how to either avoid violent crimes, or how to reduce the effects of violent crime. Existing crime prevention programs have been expanded to do this, or can easily be expanded to prevent or reduce the effects of assault, rape, and violence in the home.

A. Type of Projects to be Funded

1. Rural Districts and State Agencies

- a. In terms of support the Council will consider funding one to three victimization projects in a range of \$12,000 to \$18,000.
- b. No state agency projects are contemplated.

B. Staff/Council Action

Objective 1 and 3 will be addressed by Council support of better communications systems, 911 emergency telephone number and encouragement to crime prevention programs. Objective 2 will be addressed by funding three projects in 1980.

Multi-Year Forecast:

1980 One to two projects will be continued in FSD, and one to two projects implemented statewide.

1981 Same.

Percentage of 1979 Budget:

	<u>Part C</u>
Rural Districts	2.39%
Statewide	<u>2.50</u>
Full Service Districts	
District 2	13.53
District 3	
District 4	
District 5	.80
District 8	<u>.99</u>
Total FSD	<u>16.32%</u>
Total	<u>21.21%</u>

The required match and buy-in will be provided by state and local units of government.

Multi-Year Budget

	<u>Part C</u>
FY 1980	6.00%
FY 1981	6.00%

Program 8 - Prevention of Juvenile Crime

Problem Statement: Juveniles perpetrate too many crimes, especially property crimes.

Problem Description: In 1975, juveniles represented 36 percent of the total number of arrests for all crimes in Oregon and 54 percent of the arrests for Index crimes. Of the arrests for Index crime, juveniles comprised 23 percent of the total for violent crimes and 58 percent for property crimes. Juvenile arrests accounted for the majority of arrests for burglary, larceny-theft, motor vehicle theft, arson and vandalism.

The highest number of arrests of juveniles were for larceny-theft with liquor law violations second, and burglary third. The arrest rate (number of arrests per 1,000 respective population) for juveniles was 52.7 compared to 39.8 for adults (juvenile rate is 32.4 percent higher).

The number of arrests of juveniles has increased from 1972 to 1975 for the following: Total crimes (+22.2 percent); larceny-theft (+48.7 percent); burglary (+80.1 percent); and liquor law violations (+56.1 percent). In 1975, 76.2 percent of the total arrests of juveniles were male; 23.8 percent were female.

Of the number of arrests of juveniles in 1975, 67 percent of the arrests for Index crimes and 88 percent of the arrests for all crimes were 13 to 17 years of age. Of the total arrests of juveniles, 94.7 percent were white; 3.5 percent were negro; and 1.8 percent were of other races.

Effective programs of delinquency prevention and adequate availability of community programs to deal with youth problems can reduce entries into the juvenile justice system. The emphasis should be upon measures which will deal effectively with the youths' problems and minimize their involvement with the criminal justice system.

Goals and Standards: 5.203

Goal: Comprehensive planning for children, emphasizing primary prevention, education in juvenile justice, should be undertaken utilizing all available private and public, state and local agencies and organizations.

Standards:

1. The planning should encompass education for parenthood, maternal and prenatal care, mental and physical health, nutrition, early childhood teacher training, child care, the special problems of children and their families, delinquency prevention and diversion from juvenile court.
2. The state, and particularly Children's Services Division, should develop comprehensive programs to address conditions which result in emotional, social, educational and physical disabilities of children.

5.001

Goal: Every student in the elementary and secondary schools should have the opportunity to learn to function effectively in six life roles: 1) learner, 2) individual, 3) producer, 4) citizen, 5) consumer, and 6) family member.

Standards:

1. Conceived and endorsed by Oregon citizens, the statewide goals, as approved in Oregon Administrative Rules, are designed to assure that every student in the elementary and secondary schools shall have the opportunity to learn to function effectively in six life roles: individual, learner, producer, citizen, consumer, and family member. Each goal suggests the knowledge, skills, and attitudes needed to function in these life roles.
2. Career education and vocational training should be available to all youth in Oregon. All youth should be given survival skills which should prepare them for employment and information should be available to them concerning job availability.
3. Career guidance systems (e.g., Career Information System, University of Oregon) should be available to Oregon youth. This would include both school and other youth service agencies.
4. Vocational education components should be developed in each school district in an effort to prevent dropouts and pushouts. Current data indicates an increase from 9.4 percent loss in 1952 to 11.0 percent in 1976. Skill training for pre-employment, retraining, or upgrading in current employment is necessary.

5.002

Goal: Schools in Oregon should coordinate programs for more effective services to facilitate the positive growth and development of students and insure improved and specialized teacher training.

Standards:

1. Guidance/counseling and human development services are provided to assist in the total development of each child.
2. Each local school district has responsibility to provide guidance and counseling services for all enrolled youth (OAR 581-22-254 and 256). Local districts have operational plans to assist each child in the areas of:
 - a. Developing decision making skills,
 - b. obtaining information about self,
 - c. understanding opportunities and alternatives available in educational programs,
 - d. setting tentative career and education goals,
 - e. accepting increasing responsibility for ones actions,
 - f. developing skills in interpersonal relations,
 - g. utilizing school and community resources.
3. An advocate for students is available in all situations where rights are threatened and needs are not being met.
4. Individuals are available within the schools who are knowledgeable about, and can coordinate school and community services for children and youth.
5. There are programs to address the needs and problems of disadvantaged students and students with unique cultural differences which may present an impediment to effective learning.
6. Oregon's local education administrations have inservice programs to deal with human and cultural differences of Oregon's educable youth.

7. Local education administrations have programs to insure competency-based instruction for all teachers.
8. Certification requirements for professional staff are based on competency. Current certification requirements should be revised.

5.003

Goal: Comprehensive child guidance programs should be implemented statewide. The programs should develop and utilize school, community and state resources to enhance the development of every child. Special emphasis should be placed on assisting children to acquire positive self-concept.

5.004

Goal: All schools in Oregon should provide alternative programs of education to meet the needs of identified youth with special learning problems. Services previously provided through the criminal justice system for students considered as having behavior problems or as being uneducable, should be returned to the schools as an educational responsibility.

5.005

Goal: Oregon's school authorities and students should have adopted policies and practices to insure that schools and classrooms reflect the best examples of justice and democracy in their organization and operation, and in the rules and regulations.

Standards:

1. The school district has a legally valid written bill of rights for students to guarantee student freedoms.
2. Students are assigned a role with educators in the development of behavior standards.
3. There is an appeal process which addresses teacher-student differences when it interferes with general school operation.

5.010

Goal: Employment opportunities for youths should be identified, created and utilized in order to integrate youths into society and ameliorate family and youth employment as a factor in delinquent behavior.

Standards:

1. After-school and summer employment programs should be developed for youth who have been excluded from such programs in the past. The youth involved should have the benefit of an adequate orientation period with pay at an equitable wage.
2. Employers and unions should institute expanded opportunities to economically and educationally disadvantaged youth. Efforts should be made to eliminate arbitrary selection criteria based on such factors as minimum age, race, sex, and bonding procedures. Vocational rehabilitation services should be provided to disadvantaged youth.
3. State and local child labor regulations should be changed to broaden employment opportunities for youth. Such changes are intended to meet youth needs (e.g., sense of accomplishment as opposed to labor market needs).
4. Reduction of unemployment and insuring a minimum income to all families should be achieved by reducing barriers to employment which now exist.
5. Youth employment (e.g., Oregon Youth Conservation Corps) are viable services for youth and communities.
6. The community should expand employment opportunities for those youngsters who have already come to the attention of the Juvenile Court.

5.020

Goal: Recreation should be recognized and used as an integral facet of prevention, intervention, and treatment strategy aimed at reducing juvenile delinquency.

Standards:

1. Programs aimed at broader utilization of leisure time should be developed, expanding beyond physical activities.
2. The recreation system should attempt to create or expand programs to serve the total youth community. Programs may emphasize youth outreach services designed to decrease disruptive behavior.

3. The recreation system should attempt to increase youth involvement in areas of decision-making, planning, and organization development.
4. Recreation programs should be developed to include the total community.
5. School physical plants should be utilized as community centers on a 12-month basis and beyond normal school hours.
6. Activities that involve risk-taking and excitement and have particular appeal to youth should be part of any program that attempts to reach and involve young people.

5.030

Goal: Law enforcement agencies should develop programs to work with youth at the elementary school level as a means of primary prevention.

Standards:

1. "Officer Friendly" and other programs that involve law enforcement personnel at elementary schools increase awareness and cooperation among those involved.
2. Agencies work cooperatively with schools to develop and implement school-based prevention programs.

3.201

Goal: There should be a crime prevention program operated by one or more criminal justice agencies active within each county in the state. The prevention programs should address, but not be limited to the following:

- a. Public education and information pertaining to crime prevention techniques.
- b. Target hardening, where appropriate.
- c. Coordinated use of volunteers.
- d. A program on commercial crimes.

Objectives:

1. Reduce by 5 percent the juvenile court referrals from the target populations toward whom programs are directed, as measured in the year subsequent to one full year's operation.
2. Increase the educational system's involvement in primary prevention, cooperative efforts with criminal justice agencies and services to high risk youths.
3. Establish three to four community-based, neighborhood youth development programs in neighborhoods in three full-service district areas.
4. By 1980, develop recreation programs in all 14 districts aimed at reducing juvenile delinquency.
5. Develop multi-agency delinquency prevention programs in elementary schools in all school districts by 1980.
6. Develop written cooperative working agreements between education, mental health, enforcement, Children Services Division, employment, and juvenile departments in all 36 counties by 1980.

Strategy:

Prevention of juvenile crime will occur primarily through local agency and community actions which are undertaken outside the traditional juvenile justice system. The needs of youth and families in the areas of employment, health, recreation, mental health, education, and welfare must be met as a major part of the effort to prevent delinquency. Of course, a considerable enforcement agency program of crime prevention (see Program 6) is also being undertaken. These efforts naturally deal as much or more with juvenile crime as with adult crime.

The resources available to the Law Enforcement Council are insufficient to mount extensive programs of employment or direct services to youth and families. Rather, the Council can support and be involved in developmental activities at the state and local levels and can support some few pilot programs designed to impact a limited target population of youth in areas characterized by high crime and referral rates, high unemployment, low income and high truancy and dropout rates. These prevention oriented programs of employment, recreation and other services are predicated on various assumptions about factors which lead to delinquent behavior. However, they remain experimental and developmental in nature. We hope to track and assess projects' impacts carefully in hopes of developing the experience and results which will lead policy makers to support more fully such efforts in the future.

As part of the planning and developmental activities, and also the actual funding of direct service programs, it is essential to involve youth in program planning and operation. This involvement can provide a positive focus for youth energies and will help ensure program responsiveness to youth needs. Likewise, at the community level private agencies, juvenile justice agencies, schools, mental health and employment agencies must all be involved, as well as clientele groups. Consequently, the SPA and district planners will facilitate the development of cooperative working agreements between enforcement, employment, education, and other youth service agencies. Also, interagency coordination and cooperation will be encouraged as part of developing juvenile crime prevention programs in each elementary school district. Maximum utilization shall be made of school facilities in the development of crime prevention and recreation programs.

These efforts will be supplemented with some funding of projects.

Types of Projects to be Funded

1. Two school system projects involving peer counselling and other psychological services to high-risk youth will be continued.
2. Statewide projects will be supported which (1) encourage and assist school districts to improve preventive services and to involve themselves with the needs of delinquent youths and (2) provide assistance and coordination for local recreational and employment efforts.
3. Seven to eight projects ranging from \$10,000 to \$75,000 will be funded, utilizing both Crime Control and Juvenile Justice Act monies. Projects will include alternative schools for disruptive or pushed out youths and community-based preventive services efforts focussing on educational, recreational and employment services for high-risk target populations.

Multi-Year Forecast:

- | | |
|------|--|
| 1980 | <ol style="list-style-type: none"> 1. Reduce by 5 percent the juvenile court referrals from the target populations toward whom programs are directed, as measured in the year subsequent to one full year's operation. 2. Create additional neighborhood youth development programs in three cities. 3. Expand school-based efforts to support and retain in school high risk youths who would otherwise drop or be pushed out. |
| 1981 | <ol style="list-style-type: none"> 1. Provide preventive services to high-risk youth through neighborhood youth development programs in fifteen cities. 2. Ensure the presence of school-based prevention programs in each county of the state. 3. Reduce by 5 percent the juvenile court referrals from the target populations toward whom programs are directed, as measured in the year subsequent to one full year's operation. |

Percentage of 1979 Budget:

	<u>Part C</u>	<u>JJDP</u>
Rural Districts	.80%	%
Statewide	<u>3.00</u>	<u> </u>
Full Service Districts		
District 2	5.31	
District 3		
District 4	1.06	
District 5	1.21	
District 8	<u> </u>	<u> </u>
Total FSD	<u>8.58%</u>	<u>12.25%</u>
Total	<u>11.38%</u>	<u>12.25%</u>

The required match and buy-in will be provided by state and local units of government.

Multi-Year Budget

	<u>Part C</u>	<u>JJDP</u>
FY 1980	10.00%	12.25%
FY 1981	10.00%	12.25%



Program 9 - Improvement of the Juvenile Justice System

Problem Statement: There is an over-reliance on the criminal justice system to deal with childhood behavior problems. That system suffers from an absence of timely, accurate, uniform data to assess juvenile problems adequately in order to identify appropriate levels of intervention and to plan for the resources to meet treatment needs. There is also a need to assess better individual juveniles' problems to match treatment needs with potentially helpful resources. And, the system's level of resources, both public and private, must be more fully analyzed relative to workload, relative to available or potential alternative services and relative to the types of services being provided.

Problem Description: The underlying, societal causes of juvenile delinquency are many; they require considerable additional study and analysis. The Council is concerned about these causes and has developed standards which speak to the broad issues of social change, human ecology, economic strategies and other environmental factors which spawn delinquency. It is convinced that when a juvenile is apprehended by the police and referred to the court, the community has already failed. Subsequent rehabilitative services, no matter how capably provided, have much less potential for success than preventive measures undertaken before the youth's violation of the law.

A recent study by the Law Enforcement Council indicates that Oregon's referral rate of youths to the juvenile justice system is over three and one-half times the national average. The referral rate is 133.7 per 1,000 risk population (age 10-17) versus a rate of 37 per 1,000 nationally. Apparently, rather than using alternative referrals or informal adjustment, police and others in Oregon much more frequently rely on juvenile court referral in dealing with youths.

Likewise, the use of detention (jails and juvenile detention facilities) is much higher than appears necessary. There is a disproportionate use of detention homes for status offenders; 56 percent of those youths held statewide are held in juvenile detention homes, but 78 percent of the status offenders held are held in such homes. And, Oregon's rate of detention usage is 31.8 per 1,000 risk population which is three times the usage rate recommended by national organizations such as NCCD and the John Howard Association. The average daily population in detention was 318 in 1976, whereas, most standards suggest an expected ADP of 100-130 children. This apparent over-reliance on the system is exacerbated by the fact that public and private resources to serve the needs of children seem to be inadequate, or not utilized or underutilized.

Consequently, the Council is committed to preventing delinquency and keeping youths out of the juvenile justice system. This involves implementation of the new education requirements and insuring that all students are afforded equal opportunity to obtain knowledge, skills, and attitudes needed to function in adult life. It also requires development of community resources in the areas of employment, recreation, and other services to treat youth and family problems. Greater involvement between local and state educators in the juvenile justice system is imperative.

Current, accurate, uniform data is essential in making any assessment of the juvenile system. A full range of such data is not available. Without this information it is extremely difficult or virtually impossible to do any statewide assessment of the juvenile system. Lack of uniform reporting procedures, inadequate report forms and instructions, minimal feedback to courts, limited funds, are just some of the contributing factors which have a bearing on this problem.

The growth of services provided by juvenile courts to children and their families in Oregon dictates the need to explore more efficient and effective methods of collecting, storing and accessing juvenile and other criminal justice information. It is also imperative that methods evolve which permit analysis of such information in order that such agencies develop a better means of providing services.

It is critical also, to look at information needs and capabilities insofar as they relate to the "process" by which services are provided to clients of the juvenile justice system. That process begins when the young person is referred to the juvenile department with jurisdiction, and it becomes necessary to collect identifying information about that person. The next step in the process occurs when the case is formally introduced into the juvenile justice system and from that point through the disposition and followup phases, data collection and the use of that data in the delivery of service to children are inextricably linked. Without sufficient information and the right kind of information, service to the child and his family necessarily suffers. This should not and must not occur.

The system needs to look at resource levels relative to workload, alternative services and their relation to types of services being provided with regard to treatment resources. A uniform concern addressed by many professionals in the field emphasizes the lack of knowledge of what services are available, where are they, who provides the services and for whom.

The agencies which serve youths have not evolved an adequate mode of coordination. There is insufficient cooperative delivery of services, sharing of information, and agreement on approaches to the problems, all of which are important to improved programs of prevention and treatment.

Comprehensive, coordinated planning over the broad range of needs and problems of youths is a prerequisite of satisfactory response to juvenile delinquency. It must include both public and private agencies and groups and both state and local entities.

A major problem identified in a recent study done by the Governor's Commission on Youth reflects the high incidence of abusive drinking by youths and the lack of treatment programs and facilities in Oregon. The report estimates that 2.4 percent of the 129,507 estimated Oregonians with alcohol problems are under age 18.

Goals and Standards: 5.031

Goal: Advocacy functions should be developed which will adequately represent children's needs on state and local governmental levels and assure appropriate care and treatment to all children throughout the state in need of services.

Standards:

1. Office of Child and Youth Ombudsperson be established at state level.
2. Crisis services should be utilized/established for youth who come in contact with system inadvertently.

5.032

Goal: Multi-service agencies should provide a wide variety of services to youth and their families in each community.

Standards:

1. Community facilities are available, run by local government, and provide health, education, welfare, recreation, and religious services, e.g., immunization clinics provided by county health officer at a local school.
2. Early identification of health needs may aid in prevention of chronic illness.
3. Independent, locally operated agencies involve a wide number of the community in the solution of youth problems.

5.110

Goal: Maximum appropriate use should be made of alternatives to processing youths through the system, and through the cooperative efforts of public and private community child-serving agencies, services should be provided to divert youths from the justice system.

Standards:

1. Law enforcement agencies should develop written policies and procedures to divert all possible youth from involvement with the criminal justice system.

2. Law enforcement agencies and juvenile departments should attempt to develop alternatives to referral to juvenile departments and courts in the developing of policies and procedures for diversion.
3. A system of youth services should be in operation which assures youths available, accessible, and attractive services to meet their range of needs.

5.111

Goal: Diversionary programs should be developed in each community to deal with children who commit status offenses and thereby, eliminate the need for court intervention.

5.112

Goal: The various departments, social service agencies, and police agencies should be closely allied through procedures and practices which will allow police officers to make appropriate field adjustments at the time contact is made with the child.

5.130

Goal: Children should be referred for court action only when there are compelling reasons for doing so - at the request of the child or his parents, when there is a denial or significant discrepancy in the allegations of a serious offense, or when the protection of the community dictates.

5.131

Goal: Intake screening services should be made available to every child referred to the juvenile court. (Note also Goal 5.140.)

5.132

Goals: a) The use of detention should be limited to children whose referral behavior is of such a serious nature as to warrant and require further observation and custody. b) Suitable and reasonable available shelter care and residential care facilities should be provided and used in preference to detention facilities. c) All efforts should be made to assist children in their familiar environment/community.

Standards:

1. The State of Oregon should increase the availability of shelter care space for children throughout the state by providing an adequate number of family, group and agency operated shelter homes. There is a need to improve both the types and variety available.
2. Jails should not be used for detention of children, but where used, they should meet and comply with ORS standards.
3. New detention centers to be constructed should developed on the basis of a regional facility where appropriate.
4. There should be minimum standards for detention facilities in Oregon.
5. The State of Oregon, in conjunction and cooperation with community organizations and private child-caring agencies, should develop adequate specialized resources for children requiring out-of-home care, including special group homes, private child-caring agencies programs, child-care centers, residential, day, and secure treatment programs or other programs.

5.140

Goal: Law enforcement, juvenile court, juvenile departments and related professional organizations should develop uniform, statewide procedures to be followed in keeping with Miranda and Gault and to facilitate ongoing communications.

Standard: Rules should be adopted and implemented by all juvenile courts which clearly define reasons for placing children in detention which meet the spirit and letter of the Juvenile Code and which can be applied uniformly by all juvenile department staff delegated responsibility for detention decisions.

5.134

Goal: Formal probation should be used only where warranted and should be individualized for each youth. Criteria for use of formal probation should be developed.

Standards:

1. Children on probation should have clearly defined measurable treatment objectives arrived at through consultation with child, family and counselor.
2. At the beginning of the probation period, the counselor, family and child should develop cooperatively measurable activities which relate directly to the projected treatment objectives.
3. Volunteers and other community resources should be used to serve youths who are in probation status.

5.XX1

Goal: The use of informal probation should be discouraged by developing alternative community resources.

5.210

Goal: The training and certification of law enforcement officers should include a juvenile justice component.

Standards:

1. The police officer certification standards should include adequate training in juvenile related matters.
2. Law enforcement agencies should develop and communicate to all of their personnel a role that is consistent with other components of the juvenile justice system.
3. Courts and prosecutors should encourage law enforcement agencies to followup juvenile cases as a learning tool for agency personnel and, to that end, should routinely evaluate the investigation and preparation of cases which have been processed in juvenile court.
4. Juvenile crisis services are available in some geographic locations (Youth Service Teams in the schools).

4.704

Goal: Operations Data. Provision shall be made to coordinate the development of an information system to meet the needs of all users, and in particular the needs of the largest users, (and insure implementation of that system), identifying as its highest priority the collection of data that enables juvenile justice agencies to optimize the use of personnel, materials and services necessary to meet the needs of each child and family requiring services.

Standard: The nature of the information will be such that it describes at least the following data characteristics:

- a. Caseload monitoring for the purpose of determining the most effective and efficient caseworker/case-ration.
- b. Evaluation of ongoing as well as new programs implemented by single agencies, or those using a multi-agency format, e.g., Youth Service Teams, Community Liaison Programs, etc.
- c. Constant monitoring of young persons placed in child care centers and detention to insure optimal use of resident resources.

4.705

Goal: Management Information Data. Provision shall be made to coordinate the development of an information system to meet the needs of all users, and in particular the needs of the largest users (and insure implementation of that system), identifying as its highest priority the collection of data that enables administrators of the several juvenile justice agencies in the state to plan effective use of available resources.

This planning and management effort should be coordinated in relation to information about the total client population, and with the development of statistical analysis that may give new insight into the effect of the delivery of services to such a population.

4.710

Goal: Children's Services Division should develop an integrated and comprehensive management information system.

4.720

Goal: Children's Services Division should develop an integrated and comprehensive statistical information system.

4.730

Goal: Adequate criteria within the state for the evaluation of the juvenile justice system should be developed.

4.740

Goal: Local criminal justice information systems should provide the ability to record information about juveniles. This information should include:

- a. Wanted juveniles (runaways, missing, warrants).
- b. Custody instances.
- c. Personal description.
- d. Law enforcement contacts (victim, witness, field contacts, etc.).

This information should only be released to law enforcement and juvenile court agencies.

4.701

Goal: Client Descriptive Data. Provision shall be made to coordinate the development of an information system to meet the needs of all users, and in particular the needs of the largest users (and insure implementation of that system), identifying as its highest priority the collection of data that describes the client being served by the juvenile justice system.

Standard: The nature of this information shall be such that it describes at least the following data characteristics:

- a. The personal characteristics of the juvenile, e.g., name, age, address, physical description, etc.
- b. Referral history and disposition.
- c. Criminal histories of family members where pertinent.
- d. Basic personal descriptions of family members, e.g., name, age, address, employment, etc.

4.702

Goal: Client Case Profile Data. Provision shall be made to coordinate the development of an information system to meet the needs of the largest users (and insure implementation of the system), identifying as its highest priority the collection of data that enables juvenile justice system personnel to develop insight and understanding into the situation and needs of the client. This will insure, insofar as possible, that the court's findings and provision of services best meet the needs of the client.

Standard: The nature of this information shall be such that it describes at least the following data characteristics:

- a. Social information (self, family, community, peer relationships, employment potential, vocational training, etc.).
- b. School performance (attendance, achievement test results, general classroom behavior).
- c. Psychological information (testing, interviewing, treatment plan, etc.).
- d. Medical information (birth, general medical history, evidence of pathology, and possible organic dysfunction).

4.703

Goal: Client-in-Process Data. Provision shall be made to coordinate the development of an information system to meet the needs of the largest users (and insure implementation of the system), identifying as its highest priority the collection of data that enables administrators of agencies within the juvenile justice system to monitor and assume responsibility for the movement of cases through the juvenile court process from referral to termination.

Standard: The nature of this information shall be such that it describes at least the following data characteristics:

- a. Location of client - if removed for short or long term period, from the home of parent or guardian.
- b. Status at any given time, e.g., awaiting adjudication; awaiting disposition; pending placement.

- c. Docketing schedule maintenance of a central information source with regard to all participants in each case, in order to identify as soon as possible conflicts in schedules. This minimizes the need for continuances and can provide timely rescheduling of pending cases.
- d. Process checklist.

Note: The Council is concerned that the development of client data and case information systems not compromise the privacy rights of the individuals about whom data are gathered. Therefore, one priority task for the FY 1980 Comprehensive Plan will be the development of a goal and standards regarding security and privacy of records in any such system.

1.320

Goal: Comprehensive treatment facilities and programs should be made available to all youthful offenders identified as having special problems such as alcohol and/or drug addiction or mental illness.

Standards:

1. The alcohol or drug addicted offender should be provided continuous specialized services in whatever location may be momentarily indicated by the classification process. The services of the Mental Health Division Alcohol and Drug Office and the local Mental Health Program should be afforded to each offender requiring these services, through close cooperation between the correctional agency and service delivery unit.
2. Mental health services should be provided to each offender identified as in need of them. Where possible, these services should be made available as a continuing part of the individual's general treatment plan, integrated with the other activities and services indicated, and carried forward by and/or under the direction of a qualified psychiatrist. When the mental health needs of the offender require curtailment of his or her planned program and/or use of segregated housing, the departure from the basic program should not be greater nor for a longer period of time than is minimally necessary. The individual should remain a participant in those portions of the planned program of which he or she remains capable.

3. Provide specialized housing and treatment for those whose behavior cannot be tolerated by the institutional community. Treatment of the recalcitrant and/or dangerous individual, however, should be personalized, whether the behavior is based on personal or subcultural membership. When the security and control needs of the individual require use of such facilities, the departure from the basic program of that individual should not be greater nor for a longer period of time than is reasonably necessary to address the need. The offender should continue to be involved in those portions of the planned program which his or her orientation and behavior permit.

5.120

Goal: All juvenile courts should facilitate and expedite the processing of cases in the juvenile departments and ensure the equitable administration of human rights and due process.

Standards:

1. At the beginning of the probation period, the counselor, family and child should develop cooperatively measurable activities which relate directly to the projected treatment objectives.
2. Volunteers and other community resources should be used to serve youths who are in probation status.

5.201

Goal: Agencies within the juvenile justice system should enhance cooperation and coordination in juvenile operations.

Standards:

1. A criminal justice coordinating council should be developed to enhance communications.
2. Interdisciplinary training between criminal justice agencies should be encouraged.

5.202

Goal: Chief administrators of law enforcement agencies and juvenile departments should engage in bilateral communications and should inform the public of the agencies' missions, needs, goals and objectives.

1.510

Goal: Establish policies and procedures fulfilling the right of the offenders and correctional staff to be free from personal abuse by correctional staff and offenders.

1.520

Goal: Establish written policies and procedures of correctional institutions which enable offenders to exercise rights of free expression, subject to regulations limiting these rights when there is shown to exist a reasonable and/or significant danger to institutional order, security and compelling state interest or other major societal interests.

Standards:

1. Written policies and procedures should fulfill rights of offenders to exercise their own religious beliefs.
2. Policies and procedures should fulfill right of offenders to communicate with the public. Mail should not be censored. Authorities may inspect for contraband, and credit money to offender's accounts. Visitations should not be limited except in accordance with institution schedules and requirements.

Program 9-A - Appropriate Use of the Criminal Justice System

Objectives:

1. Reduce by 50 percent the status offender workload of juvenile departments in counties where coordinated programs are undertaken. The reduction is to be scheduled for 1981 as compared with 1978.
2. Reduce juvenile department minor offender workload by at least the workload assumed by alternative programs during FY 1980.
3. Promote comprehensive planning of juvenile programs through provision of technical assistance to potential grantees during CY 1979.
4. Promote and support model pre-court diversion programs throughout the state, utilizing concepts learned from the Statewide Diversion Conference, e.g. 24-hour intake, home detention, and intake and referral centers. Establish 24-hour intake (utilizing volunteers, para-professionals and professionals, as appropriate) in all counties by 1980.
5. Encourage and support alternative youth service programs to provide counties with a capacity to serve 50 percent of the status offenders currently provided service by the juvenile department and 25 percent of the minor offenders in CY 1979.
6. Promote the development of formal pre-arrest/referral policies for application to juveniles in seven more existing enforcement agencies by the end of 1979.

Strategy:

Two elements are central to putting less reliance on the juvenile justice system: (1) a strong, policy-level support for non-use of the juvenile court system, i.e. for the use of alternatives, and (2) the provision of a satisfactory system of alternative resources so that less use of the justice system is seen as feasible, appropriate and effective.

The Legislature, local elected officials, police and juvenile court administrators and community residents must be convinced that referring youths to juvenile court for behavior problems should be only one option among many and should be viewed as an option to be used only when others have been exhausted or are clearly inappropriate. To this end, the Council has adopted and publicized goals and standards regarding field adjustment by police, use of multi-service agencies to meet needs of families and children and diversion from the system. We have also encouraged and supported related legislation and have disseminated information about the development and use of alternative resources.

Efforts to influence policies on the use of the juvenile justice system will continue. These will include issuance of reports on juvenile system usage, development and publicizing of positions by the Juvenile Justice Advisory Committee and the Council, encouragement of alternative resource development by the Committee and promotion of policy changes through joint SPA/Planner/Agency development of model policies and procedures, technical assistance contracts, training sessions for administrators and local officials.

The Council and the Advisory Committee will also review the recommendations of the Governor's Task Force on Juvenile Corrections. Those recommendations which promote achievement of Council/Advisory Committee objectives will be supported before county and state decision makers, including the Legislature. We will also support implementation of such recommendations with funding, technical assistance or other appropriate efforts.

Reduction of overuse of the system for status offenders and minor offenders will occur if, and only if, an adequate system of alternative resources is available. Some of the efforts under Program 8 will help achieve progress in resource availability especially the coordinated planning and further development of multi-service agencies. Beyond these, the Council will encourage and support various local and state programs.

Types of Projects to be Funded

1. Juvenile Justice Act monies will be used to fund one diversion project in a rural district and one state initiative project (to a local agency) to increase public awareness of the use of the criminal justice system and advocate for less institutional alternatives. To be eligible, any diversion proposal must involve pre-court diversion, must clearly be designed to serve youths who would otherwise be brought within the criminal justice system and must have local police and court support. The state initiative project must be designed explicitly to further achievement of deinstitutionalization.
2. Two statewide projects, ranging from \$20,000 to \$40,000 apiece will be funded (1) to provide assistance, information and support for local diversion efforts and (2) to implement one or more Task Force recommendations for systems changes.
3. Full service districts will support seven projects ranging from \$15,000 to \$75,000 to undertake diversion efforts, multi-agency, community-based service delivery programs and programs of employment for youths in contact with the criminal justice system.

Multi-Year Forecast:

1980

1. Expand status and minor offender programs to four additional counties; reduce juvenile departments' workloads where programs are undertaken.
2. Complete establishment of systems to provide 24-hour intake services to all counties.
3. Implement Task Force recommendations re. entry into and use of the criminal justice system.

1981

1. Develop and implement standard diversion policies and procedures statewide.
2. Offer programs of training and management improvement to intake and referral programs and diversion programs staffs throughout the state.

Program 9-B - Case Processing and Treatment

Objectives:

1. By September 30, 1980, completely eliminate the use of detention and correctional facilities for status and non-offenders.
2. Eliminate the use of at least three additional county jails for juvenile holding by 1980.
3. The State (CSD) shall develop an integrated and comprehensive management information system by 1980.
4. Plans shall be made by 1980 for the development of an information system(s) for case profile and client in-process data at state and local levels.
5. Alcohol and drug programs for youth shall be developed in each district by 1981.
6. The SPA and each district shall coordinate their planning effort to include input from state, local, and private child services agencies in the development of a resource directory every two years.
7. Public defender systems for youth (or suitable alternatives) shall be developed in each county of over 100,000 population by 1980.
8. A juvenile justice coordination council shall be implemented under the auspices of the Supreme Court by 1981. It should be staffed to provide criminal justice training and program coordination statewide for all juvenile court services.
9. Provide treatment services which meet the needs of juvenile offenders in order to prevent or reduce future offense behavior by these youths. By 1981, reduce by 50 percent the repeat referrals of clients served by the programs which have developed and implemented. Their referrals during and after probation and/or placement will be fewer and less serious than the experience with comparable offenders in earlier years.

10. By 1981, written policies and procedures shall be developed and implemented for all criminal justice agencies, to be updated annually.
11. By 1981, Children Services Division will develop and publish policies and procedures on human rights of youth in secure custodial care under their supervision.

Strategy:

Although the juvenile justice system may be relieved of much of its current responsibility through prevention and diversion, it will still have a large workload. For the system to be effective, it should restrict its services to youth involved in serious criminal behavior, very troubled children with emotional and behavioral problems, and youth who are in severe conflict with their family. Through an effective screening process, the system can give special attention to identification and diagnosis of youth problems, to reducing the formal court intervention and to making only the most appropriate use of detention and other out-of-home resources.

From experience to date, it is clear that more complete, timely and accurate data are needed regarding out-of-home placement (pre- and post-adjudication) of youths, characteristics of youths being served, results of treatment and other case processing activities in order to manage the system and to assess what services are most needed and where in the system resources are inadequate. It is also evident that some alternative resources, in addition to changes in procedure and philosophy are needed to achieve deinstitutionalization of status and non-offenders.

Data needs are being addressed on several fronts and work will continue through FY 1979 and beyond. The State's Children's Services Division is in the midst of a three-year program to develop and implement an integrated agency information system. The Governor's Task Force on Juvenile Corrections is reviewing data needs, systems and sources and will recommend steps for the future. The SPA is convening a data base development task force to review all criminal justice system

needs, including juvenile system needs (see Program 1). Several districts have systems installed or in some stage of development. There is inter-change among the parties involved in the above to ensure coordinated development and consistency among systems. As noted below, Oregon will use some Crime Control and Juvenile Justice funds to further data system development and operation. Appropriate security and privacy restrictions will be maintained.

In regard to residential and treatment services, several strategies are being pursued. Information sharing and program assistance through the SPA, regional planners and CSD is occurring, utilizing LEAA and OJJDP materials, as well as other sources. SPA and RPU planning will begin to involve both state and local mental health staff, especially with regard to youth alcohol and drug problems.

Work is underway with an association of child care providers to coordinate service planning better, both with the state and locally. Also, the judges association will be encouraged to become involved in development of a program directed at planning, training and the coordination of court services.

Information on overall resource availability is being maintained and expanded to assist in planning and service delivery. CSD has created and will maintain a directory of placement resources in Oregon. Additionally, the SPA has begun a directory of all resources in the state for services to youth. Completion of this will materially aid all who are involved in the youth services system.

Federal funding will be used to expand available alternatives to the use of correctional institutions, provide volunteer and professional treatment/supervision services and enhance data availability for both system assessment and program development.

Types of Projects to be Funded

1. Three rural district projects involving provision of services through volunteers, and two special counselling programs will be continued in order to expand services to offenders and to provide, in two cases, for the sort of supervision which may substitute for out-of-home placement.

Four new projects will be initiated; three to provide alternatives to detention and correctional facilities. To be eligible for this latter funding, projects must deal with youth who would otherwise be placed in such facilities, must serve youths in reasonable proximity to their homes and must have cooperative working relationships with police and the juvenile court.

The fourth project will be sought on a statewide competitive basis to undertake in-depth evaluation of an aspect of a local system (including a funded OLEC project) or to engage in efforts to provide in a routine and systematic way data for system assessment, management and planning.

2. At the state level, continued efforts will be funded to provide planning and cooperative program support services to child care centers. Three new projects will be funded, in the \$20,000 to \$50,000 range, to support development of more youth alcohol and drug treatment programs, data system development and implementation (and data usage) in the areas of system usage and client information, and statewide probation standards.
3. Full-service districts will utilize juvenile justice funds for eight projects and crime control funds for another (to range from \$5,000 to \$90,000) to support treatment resources in the Portland area, data systems development in the Corvallis, Portland and Medford areas and study of youth needs, especially regarding deinstitutionalization. Also, three districts will support additional non-correctional alternatives to detention.

Multi-Year Forecast:

- | | |
|------|---|
| 1980 | <ol style="list-style-type: none"> 1. Provide volunteer and professional treatment services to offenders in six counties. 2. Eliminate the use of four more jails for juveniles. 3. Complete plans for client, case and management data systems. |
| 1981 | <ol style="list-style-type: none"> 1. Implement improved data systems in five counties. 2. Complete network of alcohol and drug services for youths throughout the state. 3. Achieve a level of program effectiveness so that recidivism of youth offenders is 50 percent below the level in 1979. |

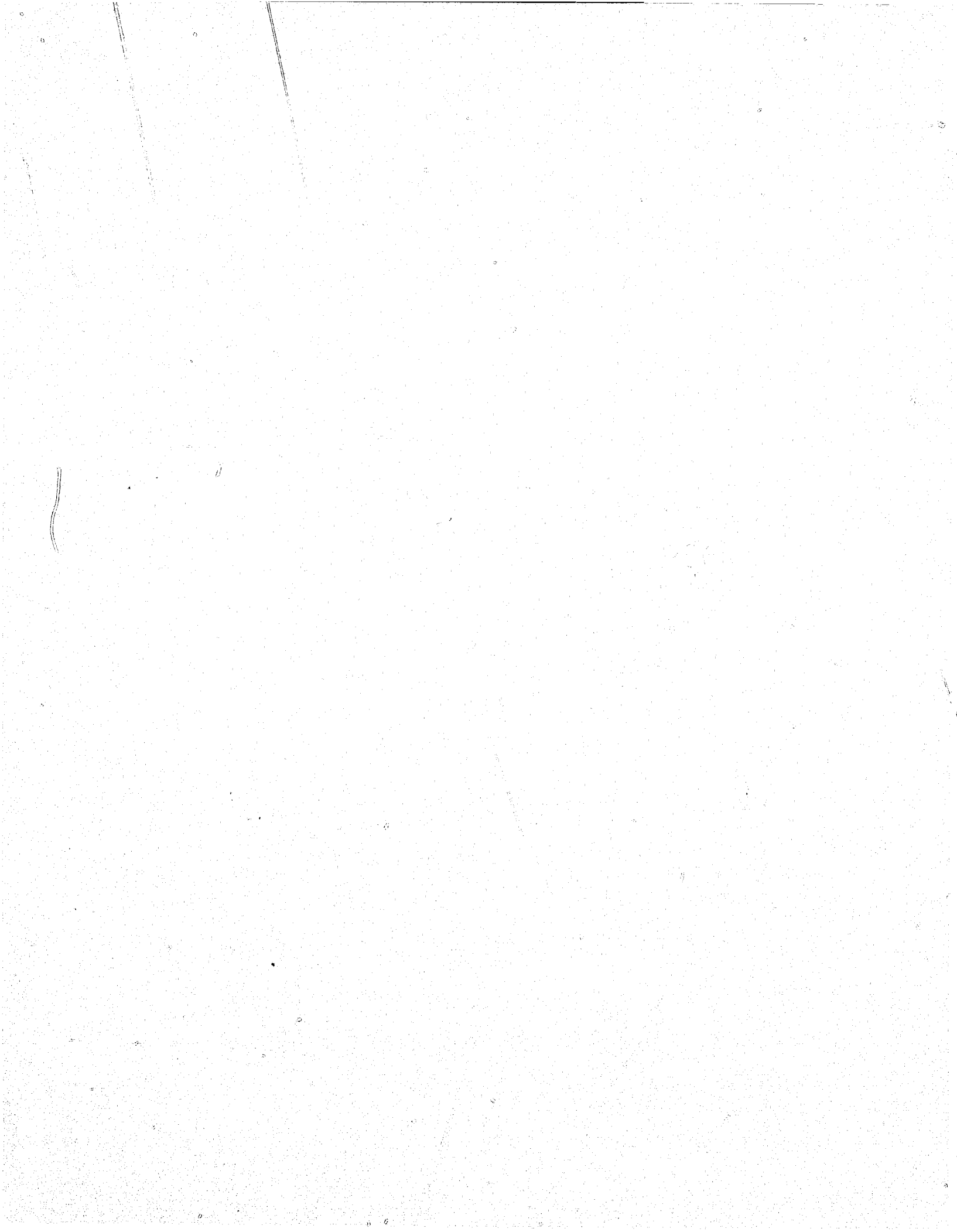
Percentage of 1979 Budget:

	<u>Part C</u>	<u>Part E</u>	<u>JJDP</u>
Rural Districts	2.29%	%	29.50
Statewide	<u>5.00</u>	<u>30.00</u>	
Full Service Districts			
District 2	1.14		
District 3	1.59		
District 4			
District 5	1.21		
District 8	<u>.99</u>		
Total FSD	<u>4.93%</u>	%	<u>49.00%</u>
Total	<u>9.22%</u>	<u>30.00</u>	<u>78.50%</u>

The required match and buy-in will be provided by state and local units of government.

Multi-Year Budget:

	<u>Part C</u>	<u>Part E</u>	<u>JJDP</u>
FY 1980	10.00%	30.00%	78.50%
FY 1981	10.00%	30.00%	78.50%



END