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WASHINGTON COUNTY CRIMINAL JUSTICE SYSTEM INTERIM REPORT

Volume III Corrections Needs Assessment

NCJRS

MAR 8 1995

ACQUISITIONS

November 18, 1991

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ABBREVIATIONS

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

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

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INTRODUCTION

INTRODUCTION

A vital aspect of an overall criminal justice evaluation is an analysis of the correctional system. The corrections facilities, which in Washington County consist of the County Jail and Restitution Center, have borne the impact of criminal justice growth and resulting inefficiencies. The most apparent results have been crowding at the County Jail and the spillover of sentenced inmates into the Restitution Center.

This volume is primarily a technical report which reviews and analyzes central aspects of the corrections system. This assessment provides a basic system overview and yields recommendations and options which, if implemented, will help reduce crowding or help mitigate its effect. It should be noted that specific information regarding corrections operations is contained in Volume II, and a complete facility evaluation of both the County Jail and the Restitution Center is provided in Volume IV.

The following is a brief summary of each section of this volume:

Historical Overview and Current Problems. This section provides a brief background of custody operations in the county and summarizes the most prevalent of the facilities' current problems.

Goals and Objectives of the Correctional System. Mission statements and clear goals and objectives are important to the operation of correctional facilities. The mission statements for the County Jail and Restitution Center are briefly discussed.

Profile. A profile was taken of the inmates incarcerated in the County Jail or the Restitution Center on a particular day. The profile takes a "snapshot" of the system and describes criminal and demographic characteristics of the incarcerated population. By providing a picture of who is incarcerated, information can be gleaned about possible inappropriate detainment, improved classification procedures and needs for programs and services. When reviewed with the inmate flow data (tracking), the profile can assist in the understanding of how persons are processed through the system and what kind of facility may be needed in the future.

Classification. Classification is a vital component of effective inmate management and provides a means to most effectively allocate corrections' limited physical, program and financial resources. The profile sample was classified into security types using an objective classification instrument. The proportions of different security levels in the population will each require different housing security levels.

Tracking Analysis. The tracking analysis assesses the flow through the criminal justice system of persons booked into the County Jail. It can identify system operations which may cause delays in case processing and provides a basis for analyzing local incarceration practices. The tracking sample was obtained by collecting all bookings into the County Jail during four selected weeks.

Programs and Services. This review assesses the availability and extent of inmate programs and services which are part of providing required constitutional and humane treatment of inmates. The provision of programs and services can also help reduce recidivism.

Alternatives to Incarceration. A review was made of alternatives to incarceration employed at the County Jail and the Restitution Center. Alternatives to incarceration allow the correctional system to make important choices about who can be released and who needs to be incarcerated given the limited bedspace available.

Population Projections. Jail population projections provide a basis for predicting future jail bedspace needs.

Bed Capacity Analysis. The purpose of this section is to determine the future net need for jail bedspace by custody level. Adjustments were made for a variety of factors affecting bedspace need, resulting in an analysis that can be used for planning.

Regionalization. A brief review was made of county efforts to regionalize (or share) jail facilities with other counties.

Options. Options to improve the correctional system and to save jail beds are provided in this section as part of analyzing need and the various means of meeting the need for custody.

HISTORICAL OVERVIEW AND CURRENT PROBLEMS

HISTORICAL OVERVIEW AND CURRENT PROBLEMS

A. BACKGROUND

Washington County is a suburban county of over 310,000 citizens, located west of Portland, Oregon. The county's adult corrections system is composed of a 189-bed County Jail run by the Sheriff, an 88-bed Restitution Center and probation and parole services managed by the county's Department of Community Corrections. The County Jail houses pretrial detainees and post-sentence inmates while the Restitution Center houses post-sentence inmates only.

From 157,920 in 1970, Washington County's population grew by 97 percent to 311,554 in 1990. The average daily population (ADP) at the County Jail grew more than twice this fast, increasing from just over 40 in 1971 to over 180 in 1989-90. The Department of Community Corrections' Restitution Center has experienced similar increases in its population, climbing from an ADP of less than ten when it opened in 1976-77 to its current capacity of 88.

The county has managed the jail population in a climate of overcrowding. In 1988, over 70 percent of the County Jail's maximum security capacity was used for pretrial detention. In 1987, the county citizenry voted for the Enhanced Sheriff's Patrol District which increased patrol deputies by 162 percent. As a result, the county projected that jail bookings would increase from 9,000 in 1988 to 12,897 in 1990, an increase of 43 percent. These projections have not been realized; actually, bookings rose from 8,908 in 1988 to 11,750 in 1990, an increase of 32 percent.¹

Washington County's population, reported index crimes, criminal case filings and prison commitments have increased more rapidly in number than have those of the state. Probation referrals have increased by more than double the state increase in probation referrals, primarily for misdemeanants. Thus, while the statewide probation increase consisted of 83.4 percent for felons and 130.7 percent for misdemeanants, Washington County's increase was 66.1 percent for felons and 438 percent for misdemeanants. County misdemeanor probation referrals reflect the Courts' belief that misdemeanor probation supervision will allow for assessment of offender risk, prompt intervention of risk behavior, and/or early termination of supervision or conversion to bench (unsupervised) probation, should the probationer demonstrate appropriate behavior.

¹ Note that the number of bookings in 1988 was somewhat unusually low. Bookings for 1986, for example, totaled 8,775, making the total increase from 1986 to 1990 only 34 percent over four years.

B. WASHINGTON COUNTY JAIL

History

The Washington County Jail is a four-story concrete structure that was constructed in 1972. It has a court-ordered population cap of 189 beds. The building area is approximately 41,500 gross square feet.

The jail originally occupied the top two floors and portions of the ground floor and had a capacity of about 110 to 115 inmates. Five significant remodelling projects have been undertaken. In 1974, changes were made to increase bed capacity, including removal of the juvenile detention facility from the third floor and conversion of the detoxification cell to a trusty dormitory; in 1979, the third floor classroom was replaced with an 18-bed dorm addition.

Since the early 1980s, the jail has experienced periods of severe overcrowding; court mandates through a consent decree brought about improvements in jail conditions and housing expansion in the County Jail and the Restitution Center. In 1985, the first floor was remodelled to provide kitchen expansion and additional dormitory housing capacity (60 beds). Capacity at that time increased to 189 beds which is now the court-ordered population cap. In 1990, major lighting and electrical system improvements were made on the second and third levels.²

Current Problems

Below are the four major problems identified at the County Jail.

1. Presently, Washington County experiences overcrowding at the County Jail. The facility is substandard and lacks the space to adequately provide programs to incarcerated inmates. Jail staff cannot properly classify and house inmates according to the appropriate custody level as the physical plant does not have enough space. In addition, no facilities exist for staff meetings, storage and indoor recreation for inmates.
2. The facility is staff intensive due to its configuration and is thus expensive and inefficient to operate.
3. The County Jail's criminal justice information system (Jail Management Information System) is antiquated. It is extremely difficult to retrieve information in such a way as to be useful for managing the jail population.
4. The operations at the County Jail are influenced by every other element in the criminal justice system. However, it can do little but react to these influences, as jail authorities have very little effect on policy or on other criminal justice system players.

² See Volume IV's Facility Evaluation section for more detailed information.

C. RESTITUTION CENTER

History

In 1976, the Restitution Center was established as a minimum security residential correctional facility. The initial program housed 10 sentenced misdemeanants who were involved in various community-based programs. In 1980, the program was expanded to 40 beds and relocated to the first floor of the existing facility.

Females were included in the program in 1983, and in 1984, following a consent decree on jail overcrowding, programs were initiated to expand both the County Jail and the Restitution Center. Part of the expansion program included relocation of the jail work release program and the jail laundry to the Restitution Center. The second floor of the Restitution Center was remodelled to accommodate work release housing and general program expansion.

The Restitution Center currently has a capacity of 88 and receives nearly 900 offenders annually. The county anticipates this influx will increase to over 2,000 during the 1989-1991 biennial cycle.³

Current Problems

Below are the major problems identified at the Restitution Center.

1. While overall, the facility appears to have adequate program spaces, the dining hall and visiting rooms seem undersized. The dining hall's capacity is 42 to 44 persons, about half of the facility's rated capacity. This barely meets the Restitution Center's present needs and requires a double shift for dining. An increase in bedspace within the facility would require three seatings for meals or expansion of the dining area.
2. The visiting area has the capacity for about six simultaneous visits. As in the case of the dining hall, the space is barely adequate at present, but with an increase in facility capacity, the visiting area could be impacted.
3. The facility is lacking in the area of climate control. There is no central heating (steam heat only) and no air conditioning. Staff note that this is particularly problematic for inmates during the summer.
4. Because the Restitution Center is generally always at or near capacity, it cannot be utilized for other Community Corrections related housing. Administrators at the Department of Community Corrections have noted that optimally, the Restitution Center should be used for short-term indigent housing of Community Corrections clients and as a sanction (instead of jail) for probation violators.

³ Washington County, Request for Proposals: Consultant Services to Assist in Preparing a Comprehensive Corrections Plan (No. 91040P), December 1990.

5. The Restitution Center uses only one alternative to incarceration, the Intensive Custodial Home Supervision program; however, administrators at the Department of Community Corrections note that the Courts' restriction regarding placement of felons in the program has limited its use.
6. Due to jail crowding, the Restitution Center accepts virtually all sentenced persons referred and has become in essence, a jail "annex." This has caused a decrease in the center's ability to provide optimal programs and services to residents while the number of higher risk residents has increased.
7. No field supervision is provided for Intensive Custodial Home Supervision program clients or inmates released during the day into the community for work or education.

**GOALS AND OBJECTIVES OF
THE CORRECTIONAL SYSTEM**

GOALS AND OBJECTIVES OF THE CORRECTIONAL SYSTEM

The establishment and observance of updated mission statements and clear agency goals and objectives is on the increase in corrections. While Washington County has done some work in this direction, more is needed. The custody operation needs a clear and current, carefully drawn mission statement.

A. COUNTY JAIL MISSION STATEMENT

County Jail officials were unable to provide ILPP with a current or recent mission statement as no such statement is posted or used in daily operations. A mission statement was available from the mid-1970s, and another was formulated in the late 1980s; this mission statement could not be located, however.

ILPP then reviewed the Corrections Division Policy Procedure Manual,⁴ but did not find a mission statement.

Appendix III.B provides some sample mission statements from other jurisdictions. The county received copies of these samples and planned to develop a mission statement for this report. However, at this writing, a mission statement had not yet been formulated by the county.

B. DEPARTMENT OF COMMUNITY CORRECTIONS (RESTITUTION CENTER) MISSION STATEMENT

The following mission statement is observed by the Department of Community Corrections:

To provide adult corrections services in Washington County as required or deemed necessary by statute, releasing authorities, and governing bodies to enhance public safety by effecting a reduction of repeat criminal behavior of offenders under the jurisdiction of the Department of Community Corrections.⁵

⁴ All sources are listed in Appendix III.A, Bibliography.

⁵ Washington County, 1991-93 Community Corrections Option I Plan, February 1991.

PROFILE

PROFILE

Local officials, including jail administrators and the Sheriff, often have little information about the makeup of the jail population beyond what may be needed for security and basic operations. Administrators may be unaware of the size or variations of distinct segments of the jail population. For example, a jail may house a large number of substance abusers, or significant bed days may be expended on persons sentenced to, or held for, other local or state agencies. A jail profile, by identifying categories of inmates, may aid in the reduction of those who may be inappropriately detained and alert jail administrators to the possible need for improved classification procedures and other services. Profile information, when reviewed with inmate flow data, will also assist in understanding how persons are processed through the system.⁶

The inmate profile describes criminal and demographic characteristics of the County Jail and Restitution Center populations at one specific point in time. Current booking files were used to gather data on inmates' current charges, personal characteristics, and past history.

The profile describes all male and female inmates housed in the County Jail or under Restitution Center supervision on June 19, 1991. ILPP surveyed 100 percent⁷ of the inmates for a total of 189 County Jail inmates (172 male, 17 female) and 104 (93 male, 11 female) under Restitution Center supervision.⁸ All information was gathered by hand from inmates' folders.

Because of the small number of County Jail female inmates (17), it is difficult to draw conclusive information. To help remedy this, a second sample was taken of all County Jail female inmates (15) on August 1, 1991. The two samples were combined to draw a more accurate picture of female inmates.

The County Jail and the Restitution Center each house diverse populations. In the most general terms, however, the populations can be summarized as follows.

The County Jail houses primarily unsentenced male inmates booked on felony offenses with one or more outstanding warrants. The inmates have about a 50 percent chance of being out-of-county residents and about a 50 percent chance of being unemployed. Nearly half were arrested on a warrant. Approximately two-thirds were arrested on a felony charge with about a fourth arrested for a violent felony. However, violations of probation or parole (VOP) made up the largest arrest categories for both felonies and misdemeanors and comprise nearly a third of all charges. The population shows many repeat offenders, with about three-fourths having had at least one prior conviction.

6 U.S. Department of Justice, National Institute of Justice, *Alleviating Jail Crowding: A Systems Perspective*, November, 1985, p. 45-46.

7 In most cases, percentages have been rounded off to the nearest tenth of a percent. In some cases, this affected percentage totals, which may therefore be over or under 100 percent by up to two-tenths of a percent.

8 The Restitution Center sample includes 17 Custodial Home Supervision cases.

The Restitution Center houses sentenced inmates who display demographic characteristics similar to the County Jail population. As with the County Jail, the largest charge category was for VOPs, which represented a quarter of all charges. However, Restitution Center inmates were less likely to be charged with a felony (54.8% had misdemeanor convictions), and felony violence was rare. Drunk driving and other automobile-related charges were quite prevalent, comprising about a fifth of all charges. As with the County Jail inmates, those housed at the Restitution Center or on Intensive Custodial Home Supervision tended to be repeat offenders.

A breakdown of the profile, by facility and sex, follows.

A. COUNTY JAIL - MALE⁹

Demographic Characteristics

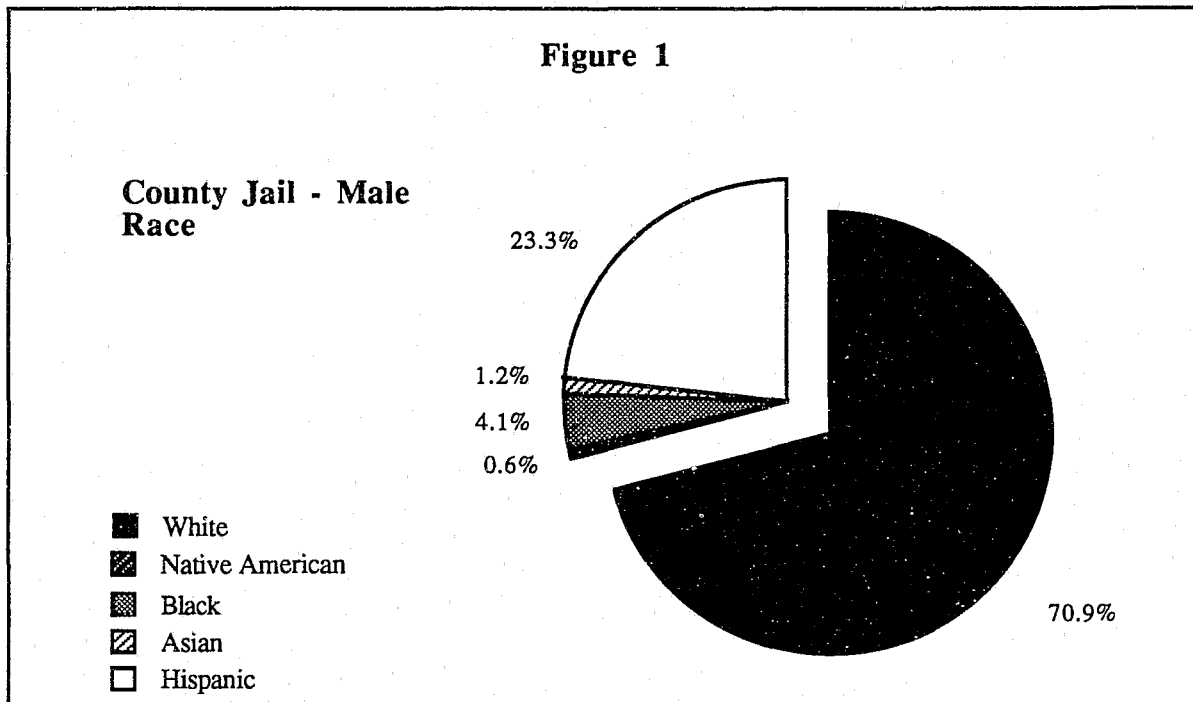
Male inmates made up 91 percent of the jail population.

Race: Predominantly white, with a fairly high percentage of Hispanic inmates, particularly compared to their proportion of only 4.6 percent of the county population (1990 Census).

Table 1
Race - CJ Male

White	70.9%
Hispanic	23.3
Black	4.1
Native American	0.6
Asian	1.2
	<hr/>
	100.1

⁹ Statistical note: the 95 percent confidence interval for samples of this size is ± 7.5 percent.



Age: Average age was 28.8 years.

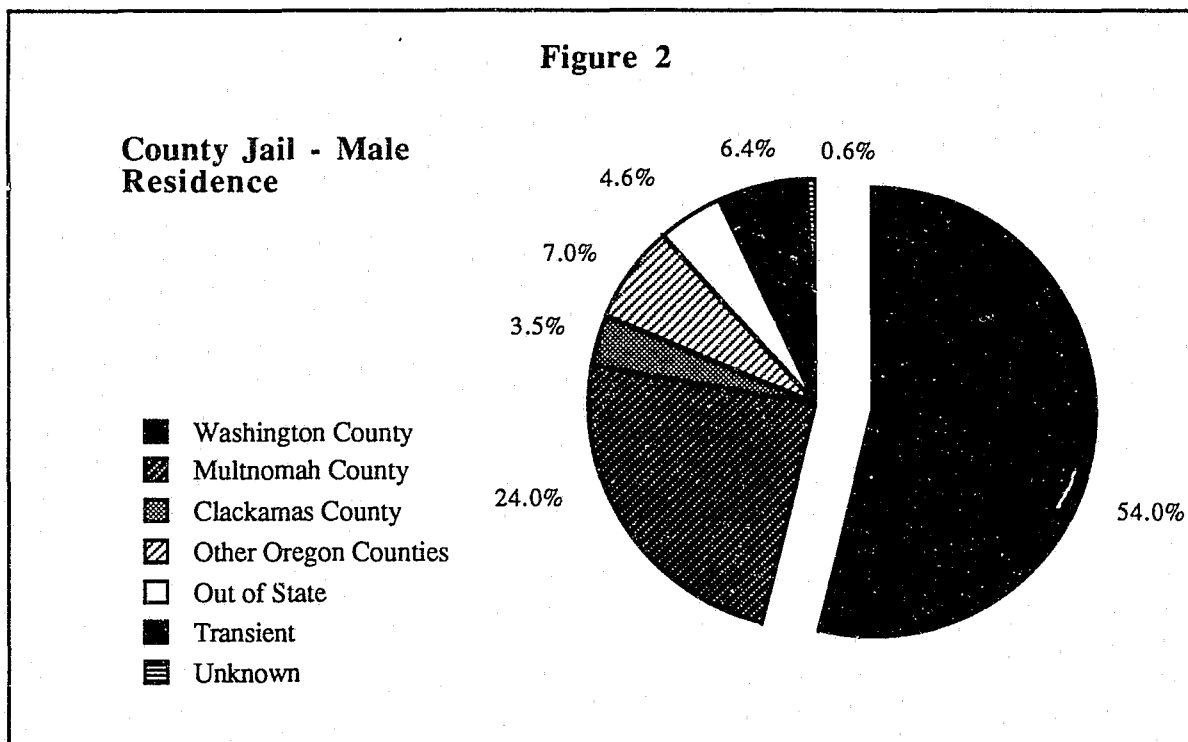
Table 2
Age - CJ Male

Under 18	0.6%
18-19	12.8
20-24	26.2
25-29	19.8
30-34	17.4
35-39	15.1
40-44	5.2
45-49	2.3
50-54	0.0
54-59	0.0
60+	0.6
	100.0

Residence: Prior to incarceration, only a little over half (54%) resided in Washington County with over one-fourth from Hillsboro and Beaverton. Nearly one-fourth resided in Multnomah County. The data may show a trend of beds being taken by out-of-county residents, particularly those from the surrounding counties.

Table 3
Residence - CJ Male

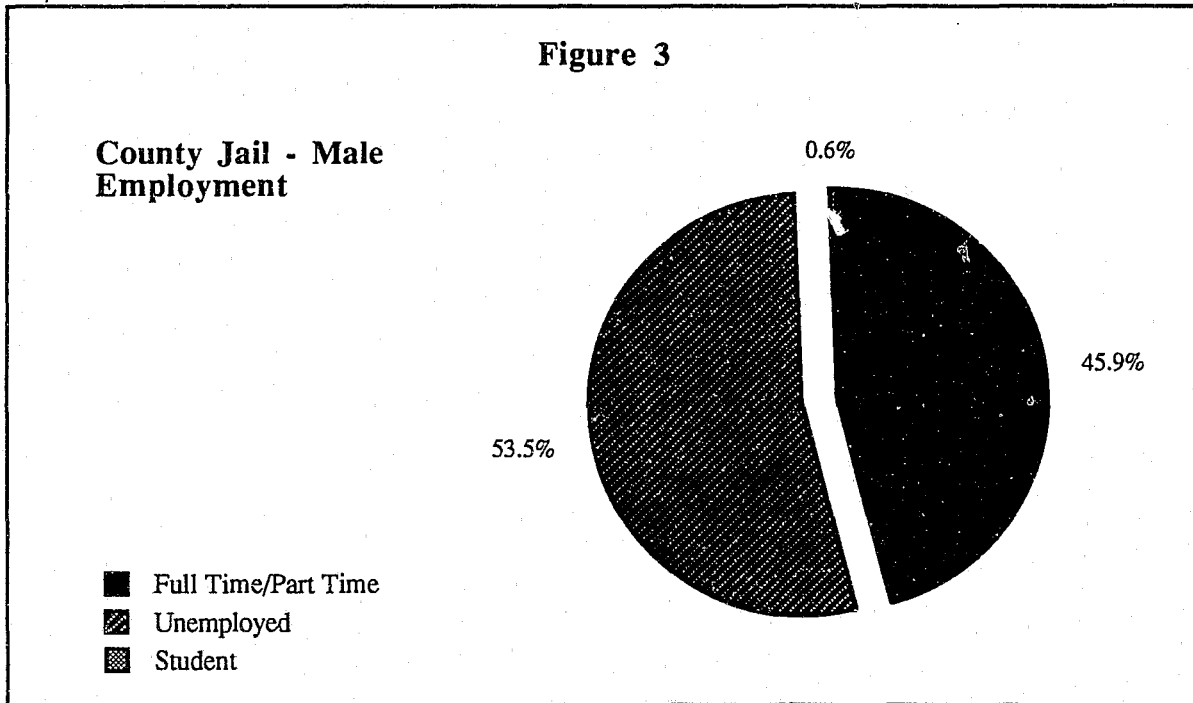
Washington County	(54.0%)
Hillsboro	15.7
Beaverton	11.6
Aloha	8.7
Forest Grove	6.4
Cornelius	5.2
Tigard	2.9
Other	3.5
Multnomah County	24.0
Clackamas County	3.5
Other Oregon Counties	7.0
Out of State	4.6
Transient	6.4
Unknown	0.6
	100.1



Employment: A little over half (53.5%) of the inmates were unemployed.

Table 4
Employment - CJ Male

Unemployed	53.5%
Full Time/Part Time	45.9
Student	0.6
	100.0



Education: Not indicated for County Jail inmates.

Criminal Characteristics

Arresting Agency: Washington County Sheriff's Office (WCSO) accounted for 23.8 percent of all arrests.¹⁰ Washington County Jail Personnel (WCJP) was listed for 36.0 percent. Most WCJP bookings were listed as warrant (about three-fourths) or report for sentence for the custody reason, and bookings usually occurred through walk-ins, court remands or transports from other jurisdictions. ILPP further researched this information through a file search of District Attorney data to come up with original arresting agency, which is broken out below under WCJP.

¹⁰ Information was unavailable as to whether the WCSO arrests were a direct result of the Enhanced Sheriff's Patrol District.

Table 5
Arresting Agency - CJ Male

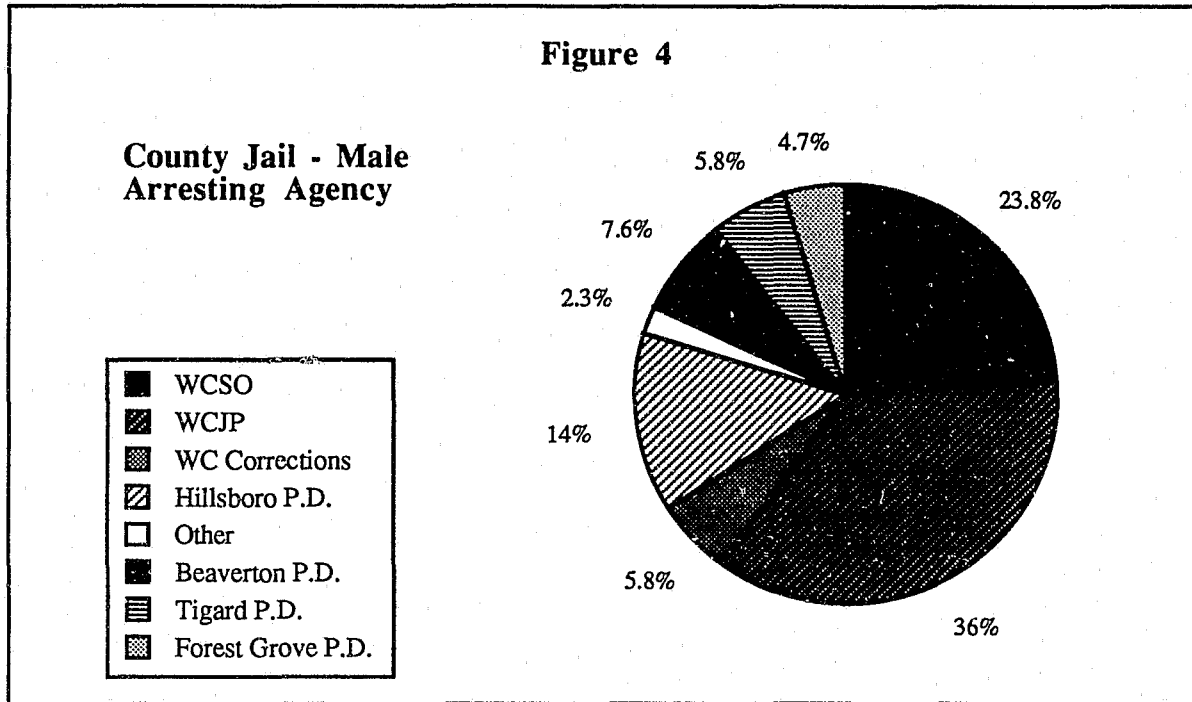
<i>Agency</i>	<i>Profile %</i>
WCSO	23.8
WCJP	36.0
WCSO	(8.7)
Hillsboro P.D.	(7.0)
Beaverton P.D.	(10.5)
Tigard P.D.	(2.9)
Forest Grove P.D.	(2.3)
Tualatin P.D.	(1.7)
Oregon State Police	(1.7)
Other	(1.2)
Washington Co. Corrections	5.8
Hillsboro P.D.	14.0
Beaverton P.D.	7.6
Tigard P.D.	5.8
Forest Grove P.D.	4.7
Other	2.3
	100.0

This distribution of arrests may be compared with overall arrest statistics for 1989, the most recent data available to ILPP. Corrections arrests are removed as they are not in the LEDS tabulations, and jail staff arrests are attributed to the original agency. The numbers are comparable, considering the uncertainties of sampling, but there is an indication that arrests by the Sheriff's Office are more likely, and arrests by the Tualatin Police Department and the state police are less likely, to contribute to jail population than arrests by other agencies.

Table 6
Comparison of Profile and LEDS Data Arrests - CJ Male

	Jail (1991) ¹¹	LEDS (1989)
Sheriff's Office	34.5%	27.3%
Hillsboro P.D.	22.3	18.6
Beaverton P.D.	19.2	18.4
Tigard P.D.	9.2	13.1
Forest Grove P.D.	7.4	7.7
Tualatin P.D.	1.8	3.9
Oregon State Police	1.8	4.6
Other	3.7	6.5
	99.9	100.1

¹¹ Out of custody bookings removed.



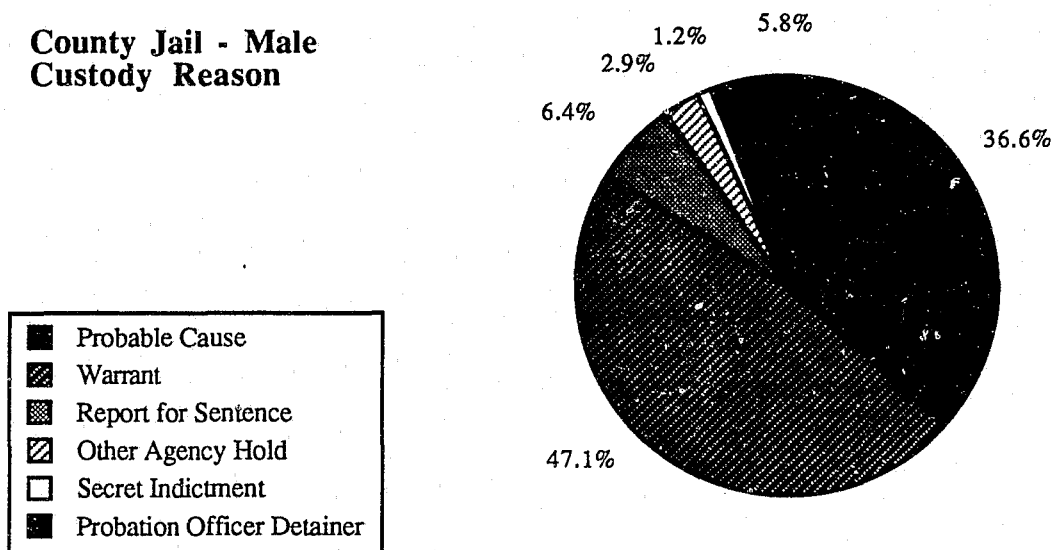
Custody Reason: Nearly half (47.1%) were in custody for a Washington County warrant. A substantial 36.6 percent were arrested on probable cause.

Table 7
Custody Reason - CJ Male

Probable Cause	36.6%
Warrant	47.1
Report for Sentence	6.4
Other Agency Hold	2.9
Secret Indictment	1.2
Probation Officer Detainer	5.8
	100.0

Figure 5

County Jail - Male
Custody Reason



Primary Charge: 65 out of 172, or 37.8 percent, were misdemeanor charges; 107 out of 172, or 62.2 percent, were felony charges.

Of those with felony charges, 8.4 percent of felonies or 5.2 percent of total inmates were charged with murder, and another 20.5 percent of felonies, or 12.9 percent of the total, were charged with other violent crimes. Taken together, charges for crimes of personal violence represent 28.9 percent of felonies and 18.1 percent of the total.

Felony probation and parole violations (VOP), however, represent the largest single felony charge category, comprising 29 percent of felonies and 18 percent of total charges.¹²

Similarly, violations of probation dominated the misdemeanor offense category, comprising 38.5 percent of misdemeanors or 14.5 percent of total offenses. The next largest category was for failures to appear (FTAs), 19.7 percent of misdemeanors or 8.1 percent of the total.

Combined felony and misdemeanor VOP charges comprise nearly a third of all charges (32.6%). Adding felony and misdemeanor FTAs (11%) to VOP charges, it is shown that close to half (43.6%) of all primary charges were for VOPs and FTAs. This points to problems involving supervision, risk assessment and/or program efforts to lower FTAs for those released.

In reviewing offense class only, it can be seen that offense classes are primarily divided between A and C classes. As expected, most A class felonies were for burglary or violent

¹² Due to rounding, percent of total charges is slightly smaller than that for crimes of personal violence.

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offenses. Misdemeanor offense classes showed a more distinctive pattern. Nearly all misdemeanors (93.8%) were for A class misdemeanors.

Table 8
Primary Charge - CJ Male

Primary Charge	Class				U ¹³	% of Felony	% of Total
	A	B	C				
<u>Felonies</u>							
Murder	7.5	0.9	0.0	0.0		8.4	5.2
Sexual violence	7.5	1.9	0.9	0.0		10.3	6.4
Kidnap	0.9	0.0	0.0	0.0		0.9	0.6
Robbery	2.8	2.8	0.9	0.0		6.5	4.1
Assault	0.0	0.95	0.95	0.0		1.9	1.2
Arson	0.9	0.0	0.0	0.0		0.9	0.6
Burglary	9.35	0.95	0.0	0.0		10.3	6.4
Auto theft	0.0	0.0	4.7	0.0		4.7	2.9
Property	0.0	0.0	3.7	0.0		3.7	2.3
Drug possession	0.9	0.0	0.0	0.0		0.9	0.6
Drug sale/mnf./dist.	0.0	3.7	0.0	0.0		3.7	2.3
DWS/DWR/DWHO ¹⁴	0.0	0.0	9.3	0.0		9.3	5.8
VOP ¹⁴	0.0	0.0	29.0	0.0		29.0	18.0
FTA ¹⁴	0.0	0.0	4.7	0.0		4.7	2.9
Escape	0.0	0.9	0.0	0.0		0.9	0.6
Contempt	0.0	0.0	1.9	0.0		1.9	1.2
Hold/fugitive	0.0	0.0	0.0	1.9		1.9	1.2
Totals	29.85	12.1	56.05	1.9		100.1	62.3 ¹⁵
						% of Misd.	
<u>Misdemeanors</u>							
Assault/battery	7.7	0.0	0.0	0.0		7.7	2.9
Violence vs. police	3.1	0.0	0.0	0.0		3.1	1.2
Weapon	1.5	0.0	0.0	0.0		1.5	0.6
Property	6.2	0.0	1.5	0.0		7.7	2.9
Endanger minor	1.5	0.0	0.0	0.0		1.5	0.6
Harassment	0.0	4.6	0.0	0.0		4.6	1.7
DUII ¹⁴	9.2	0.0	0.0	0.0		9.2	3.5
DWS/DWR	3.1	0.0	0.0	0.0		3.1	1.2
VOP	38.5	0.0	0.0	0.0		38.5	14.5
FTA	21.5	0.0	0.0	0.0		21.5	8.1
Unauth. depart.	1.5	0.0	0.0	0.0		1.5	0.6
Totals	93.8	4.6	1.5	0.0		99.9	37.8

¹³ U = Unclassified.

¹⁴ DWS/DWR/DWHO = Driving with suspended or revoked license or habitual offender, DUII = Driving under the influence of intoxicants, VOP = violation of probation or parole, FTA = failure to appear.

¹⁵ Due to rounding, this total does not match the breakout of 62.2 percent felony for primary charge.

Figure 6

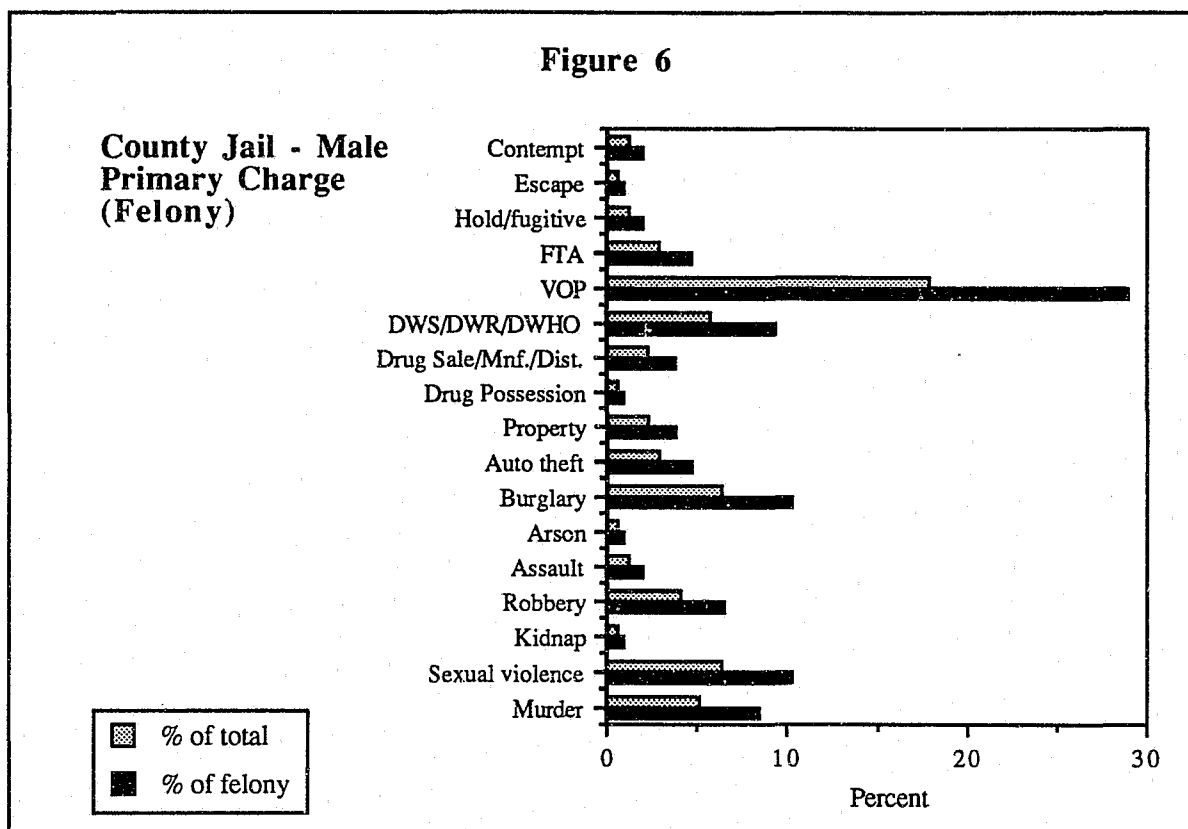


Figure 7

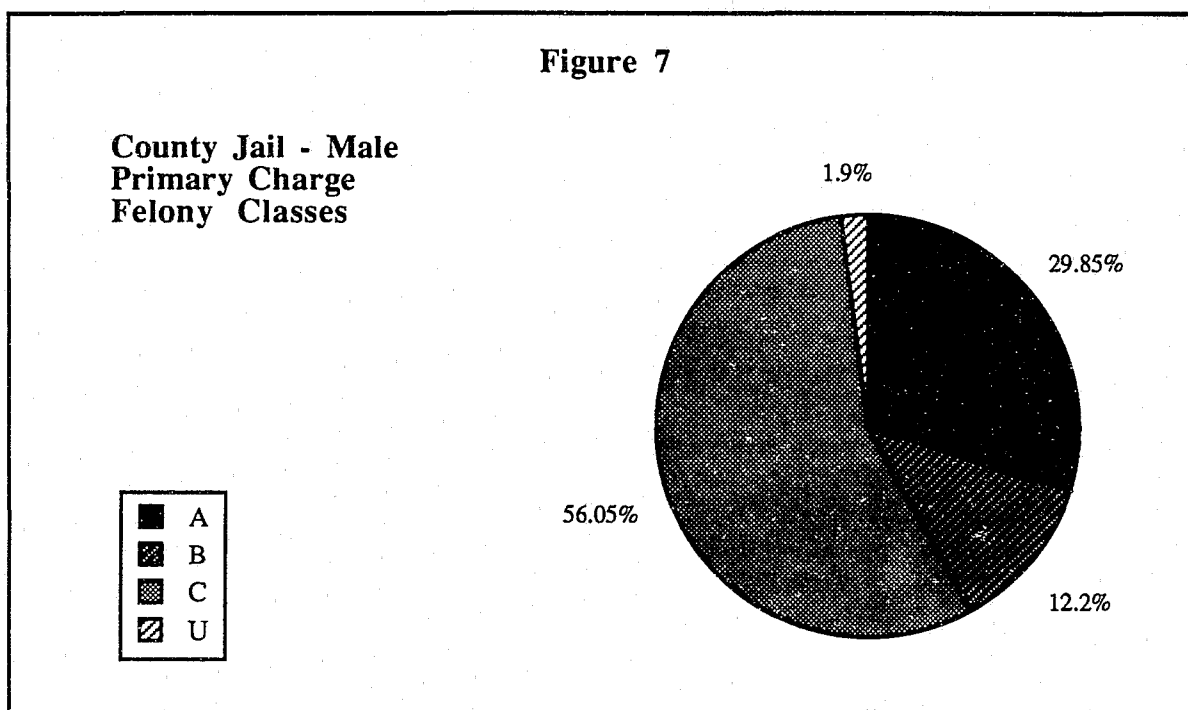


Figure 8

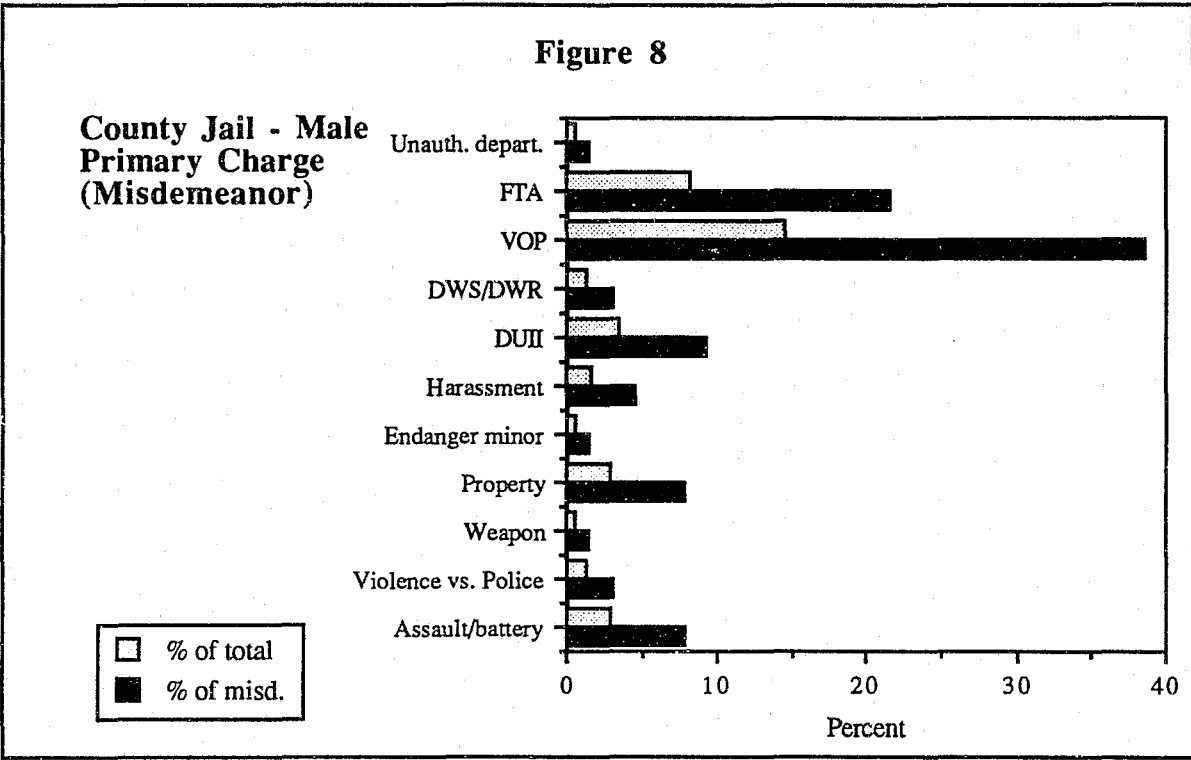
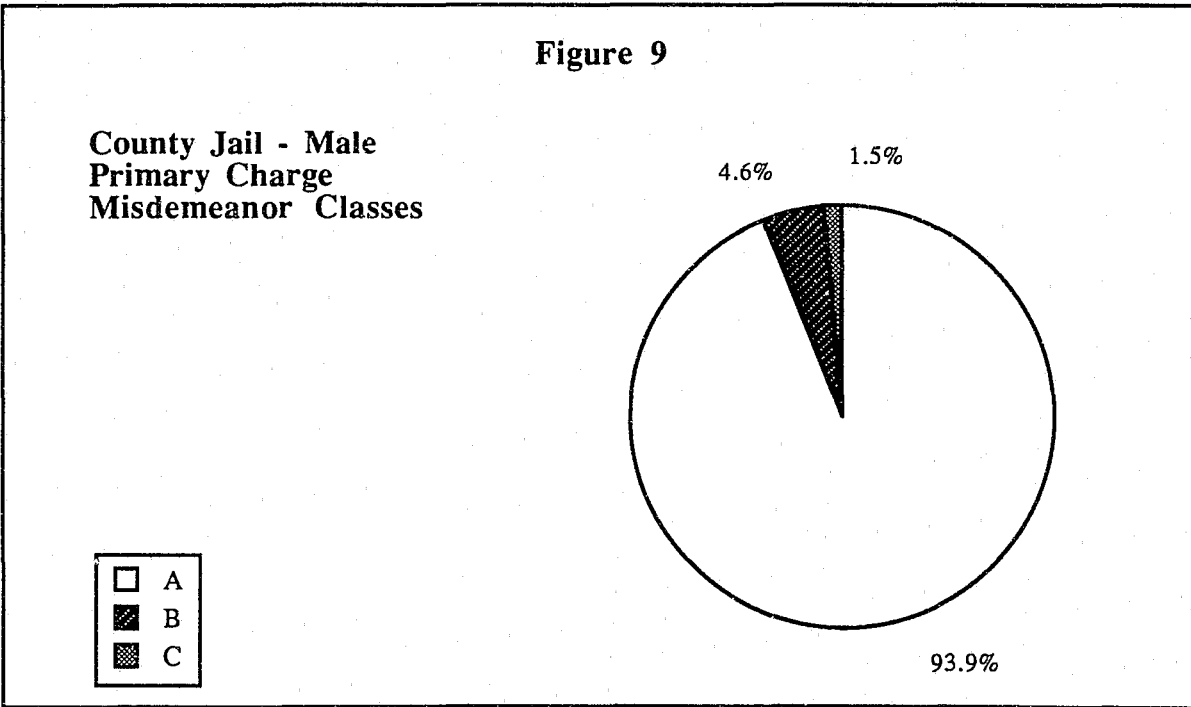


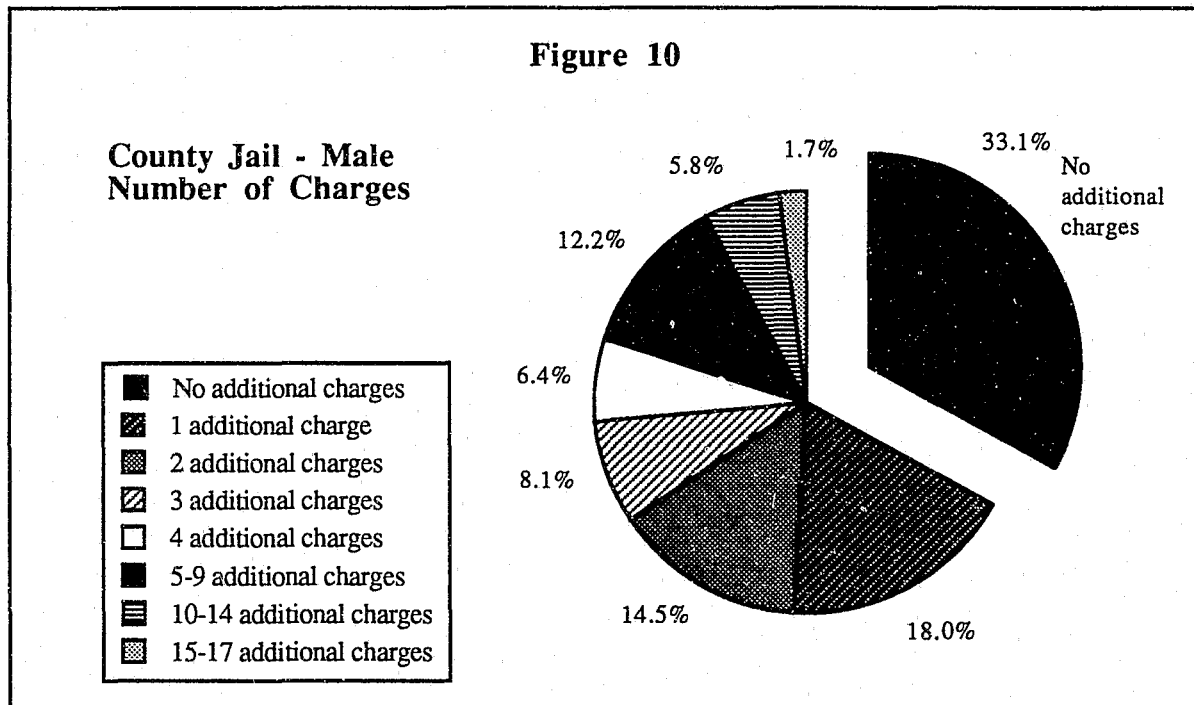
Figure 9



Additional Charges: Approximately two-thirds of the inmates (66.9%) had more than one charge, with a range of one to 18 charges. Of those with felonies as their primary charge, 57.4 percent had additional felony charges listed.

Table 9
Number of Additional Charges - CJ Male

<i>Number of Additional Charges</i>	<i>%</i>
0	33.1
1	18.0
2	14.5
3	8.1
4	6.4
5-9	12.2
6-14	5.8
15-17	1.7
	99.8



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Adjudication Status: Unsentenced 77.9 percent; sentenced 22.1 percent.

Sentenced Population. The sentenced population made up only 22.1 percent of the total. Almost two-thirds of these were felons (63.2%). The average sentence was 238 days. Both felons (237 days) and misdemeanants (239) had similar average sentences. Misdemeanants had a higher maximum sentence length than felons, 545 days as opposed to 485 for felons. The similar lengths of sentence for misdemeanants and felons may, in part, be due to the felony sentencing guidelines.¹⁶

Unsentenced Population. The unsentenced population made up 77.9 percent of the total. Similar to the sentenced population, 61.9 percent of the unsentenced population had been arrested for felonies. The average days in custody for unsentenced inmates charged with felonies was 52.5 days with a high of 517 days. The average for unsentenced misdemeanants was 9.1 days with a high of 36 days.

Bail: Inmate records were unclear as to exact bail amounts for all charges. In all, 39 percent had no bail listed and 34.3 percent did not have bail listed for all charges. Bail amounts ranged from \$1,000 to \$500,000. The highest bail amounts predictably were for felony offenses. The average bail, where bail for all charges was indicated, was \$46,726.

Warrants: Over four-fifths, 83.1 percent, had warrants or detainers. Of those with warrants, over half were for one or more felony warrants (57%).

Custody Classification:¹⁷

Table 10
Custody Classification - CJ Male

None listed	1.2%
Minimum	1.7
Medium	68.0
Maximum	29.1
	100.0

Prior Convictions: Over three-fourths (77.4%) had at least one prior adult conviction. Average age at first conviction was 23.5 (compared to an average age for the current offense of 28.8 years).

Approximately two-thirds (66%) of all male inmates had prior misdemeanor convictions. Of these, 75 percent had more than one prior with an average of 5.2 convictions. The maximum was 27 priors. Drunk driving (36%) and other automobile-related charges (20%) made up over half of the most serious misdemeanor priors. Over a third (42%) had at least one DUI conviction, though it was not always the most serious charge. Property charges (17%) and assault (12%) were the other most frequent serious misdemeanor priors. Over a third (37%) had at least one prior felony conviction. Burglary and theft were the most common prior felony convictions.

¹⁶ Note findings in Volume II's The Trial Stage.

¹⁷ See the Classification section of this volume for further information.

Figure 11

County Jail - Male
 Prior Convictions
 (Misdemeanor)

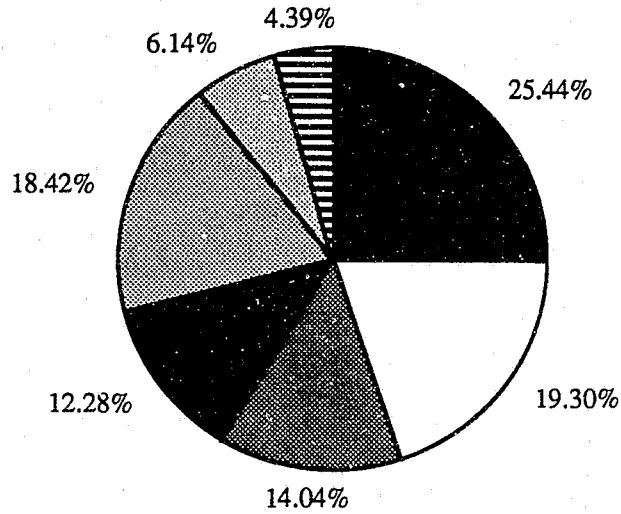
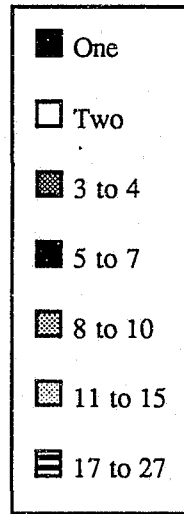
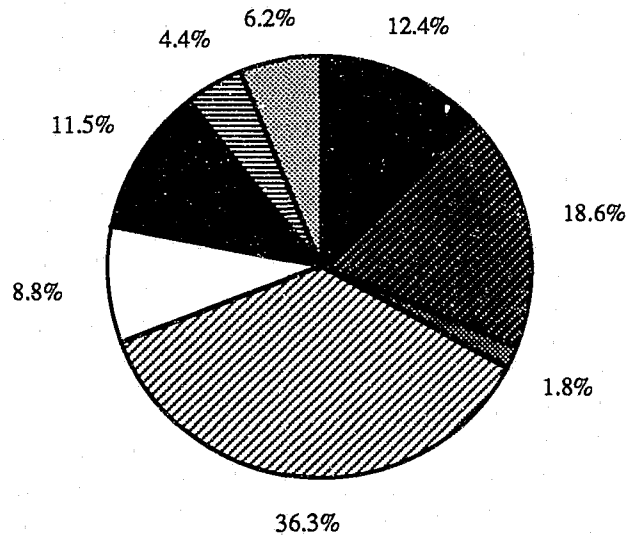
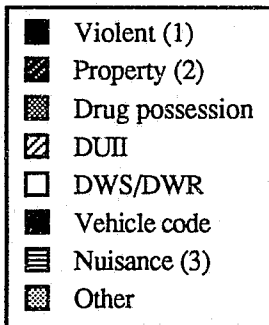


Figure 12

County Jail - Male
 Most Serious
 Prior Conviction
 (Misdemeanor)
 N=113



(1) Violent misdemeanors consist of assault and battery, including against a police officer.
 (2) Property includes thefts, criminal trespass and possession of burglary tools.
 (3) Nuisance includes harassment, disorderly conduct and menacing.

Prior felony convictions were less frequent than misdemeanor convictions at 37.2 percent. The average number of felony convictions was 3.2. Prior violent felony convictions and prior drug convictions each were 17.6 percent of those with prior felonies. Various property charges, taken together, represented the largest group for most serious prior felony convictions of those with prior felonies (burglary 11.1%, auto theft 8.3% and other property 9.3% for a total of 28.7%).

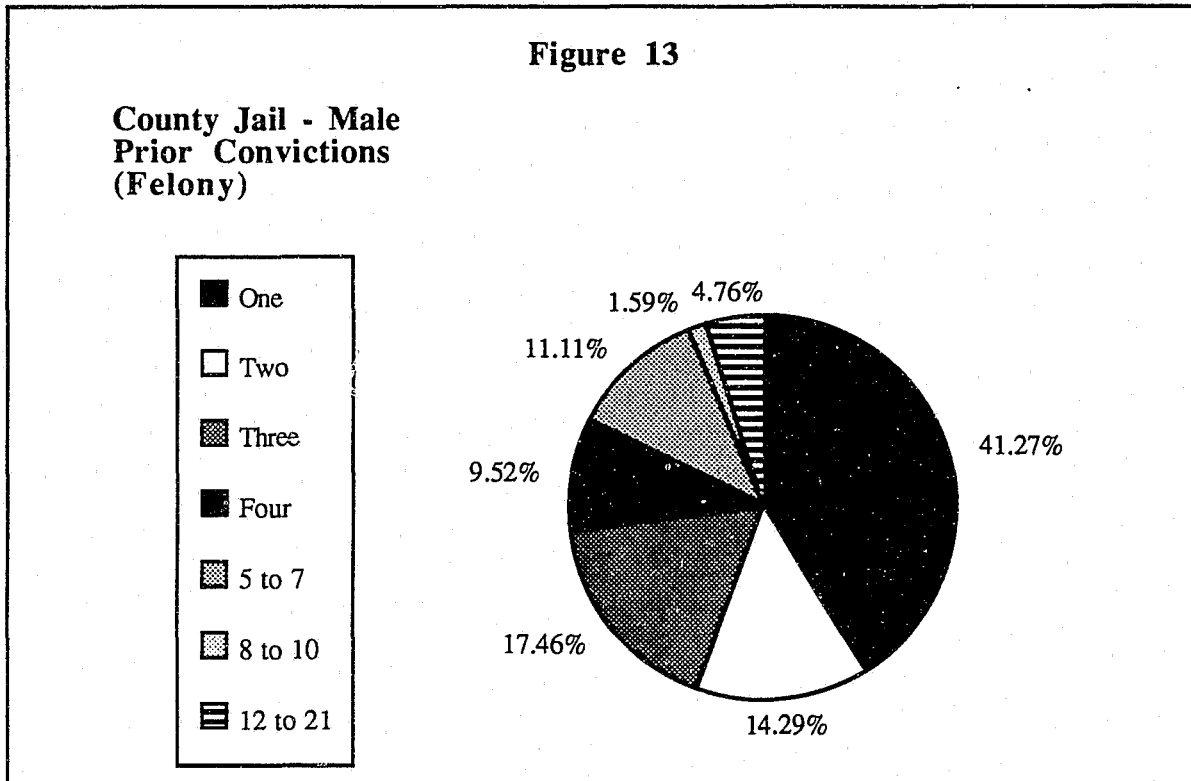
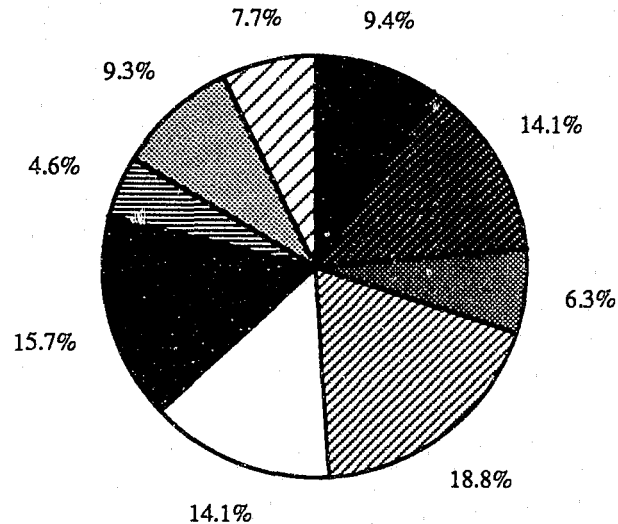
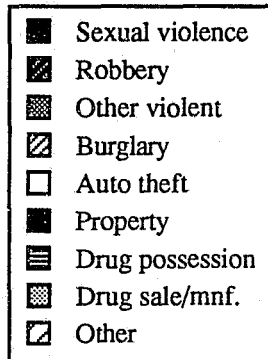


Figure 14

County Jail - Male
Most Serious
Prior Conviction
(Felony)
N=64



Prior Arrests:¹⁸ Only 10.5 percent had never been arrested. Multiple arrests were generally the rule; of those with prior arrests, 90.3 percent had more than one arrest and nearly half (49.4%) had six or more arrests.

Traffic-related arrests dominated the arrest categories. Close to half (44.1%) of the total sample had at least one general vehicle code violation arrest; 29.7 percent had at least one arrest for driving with a suspended or revoked license; and 38.4 percent had at least one prior drunk driving arrest. Prior arrests for property crimes (includes burglary) were also significant (36.6% for felony and 29.1% for misdemeanor property).

Arrests for violation of probation or parole (29.7%) and for failure to appear (23.8%) underscore the earlier finding under primary charge that there may be problems in the areas of release, supervision, risk assessment, and reducing FTAs for those released.

¹⁸ The county's project coordinator requested that prior arrest information be collected in addition to information on prior convictions. Although it is acknowledged that viewing convictions only may not show some patterns of criminal behavior, data on arrests tend to be incomplete and inconsistent with actual convictions. Interviews with several county judges revealed that they believe arrest information to be of little use in analyzing past criminal behavior. They believe that it raises questions regarding guilt and due process and thus, can be confusing as an indicator of criminal behavior.

Information regarding prior arrests was often incomplete as to whether a charge was a felony or misdemeanor. At conviction, charges may be dropped, reduced or changed in other ways. Therefore, eliciting specific charges was less important for arrests than ascertaining a sense of the general type of offense. In addition, note that there may have been more than one charge for each arrest. Information taken does not indicate the total number of each type of arrest but rather, the array of charge types.

Table 11
Prior Arrest Charge - CJ Male
(categories represent at least one prior arrest)

Traffic	44.1%
DWS/DWR	29.7
DUII	38.4
Drug possession	19.8
Drug sale, delivery, manufacture	10.5
Violent misdemeanor	22.1
Violent felony	23.3
Property misdemeanor	29.1
Property felony	36.6
FTA	23.8
VOP	29.7
Nuisance	23.8
Other	17.4

B. COUNTY JAIL - FEMALE

Because few women are housed at the County Jail, two samples were taken to help give a more complete picture. The first sample was taken on June 19, 1991 (the same date as the male sample), for a total of 17 women. The second sample was taken August 1, 1991, for a total of 15 women. Information from the two samples was combined. The two persons present in both samples were intentionally counted twice as they are part of the profile on both occasions. (They would not be double-counted for a tracking study.) Percentages are presented as whole numbers, which may cause totals to be off by one percent.

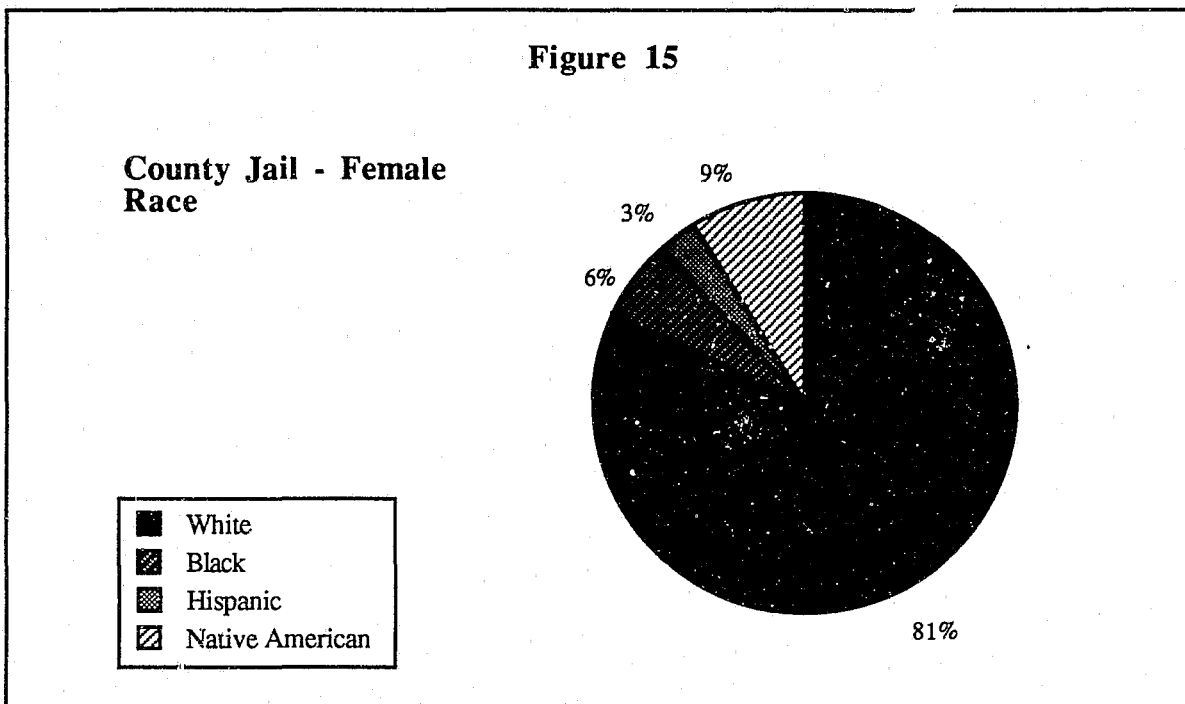
Demographic Characteristics

Female inmates made up approximately nine percent of the jail population.

Race: Predominantly white at approximately 80 percent.

Table 12
Race - CJ Female

White	81%
Black	6
Hispanic	3
Native American	9
	<hr/>
	99

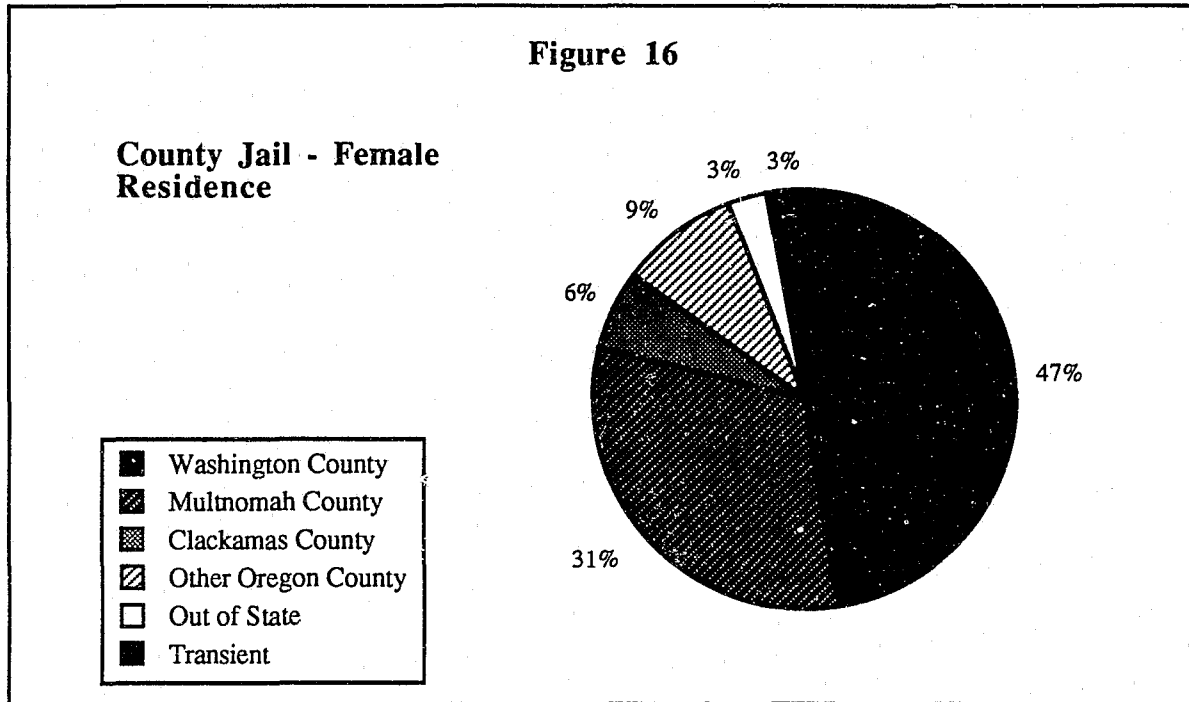


Age: Average age was approximately 29.6 years. The age range was 18 to 58.

Residence: Similar to the men, residence in Washington County prior to incarceration only comprised about half of the samples.

**Table 13
Residence - CJ Female**

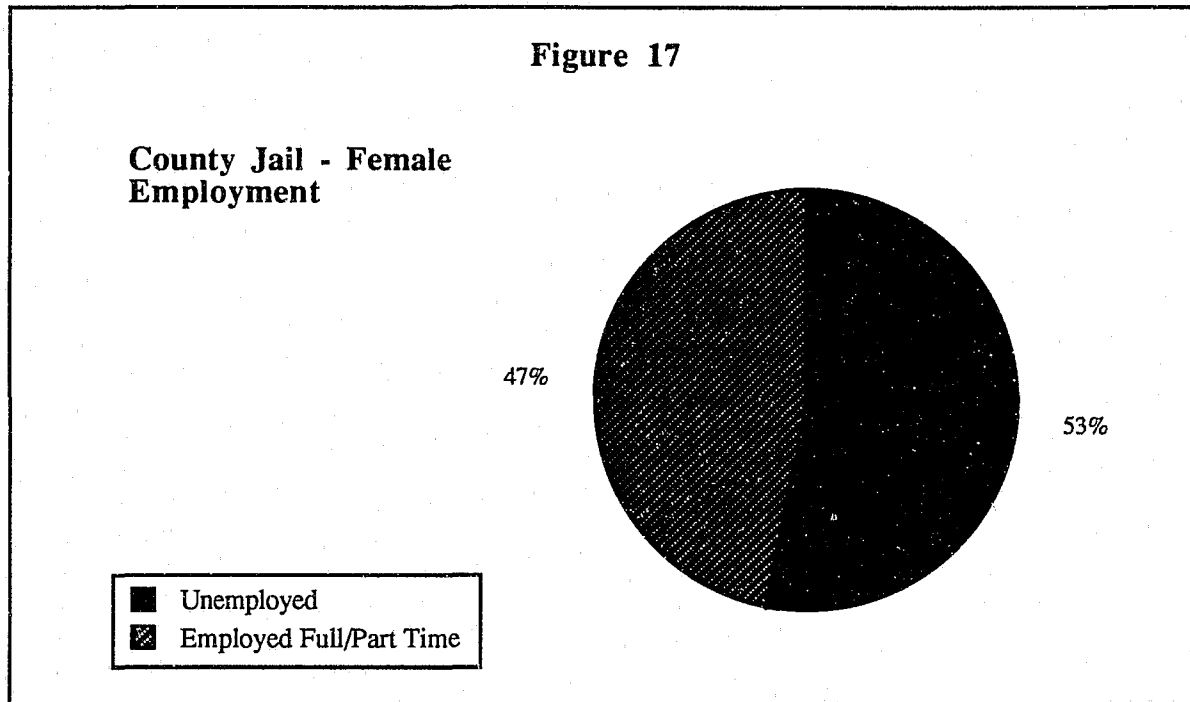
Washington County		47%
Hillsboro	(16)	
Beaverton	(13)	
Aloha	(9)	
Forest Grove	(6)	
Tigard	(3)	
Multnomah County		31
Clackamas County		6
Other Oregon Counties		9
Out of State		3
Transient		3
		99



Employment: A little over half of the women were unemployed, approximately the same percentage as the male sample.

Table 14
Employment - CJ Female

Unemployed	53%
Employed Full/Part Time	47
	100



Education: Not indicated for County Jail inmates.

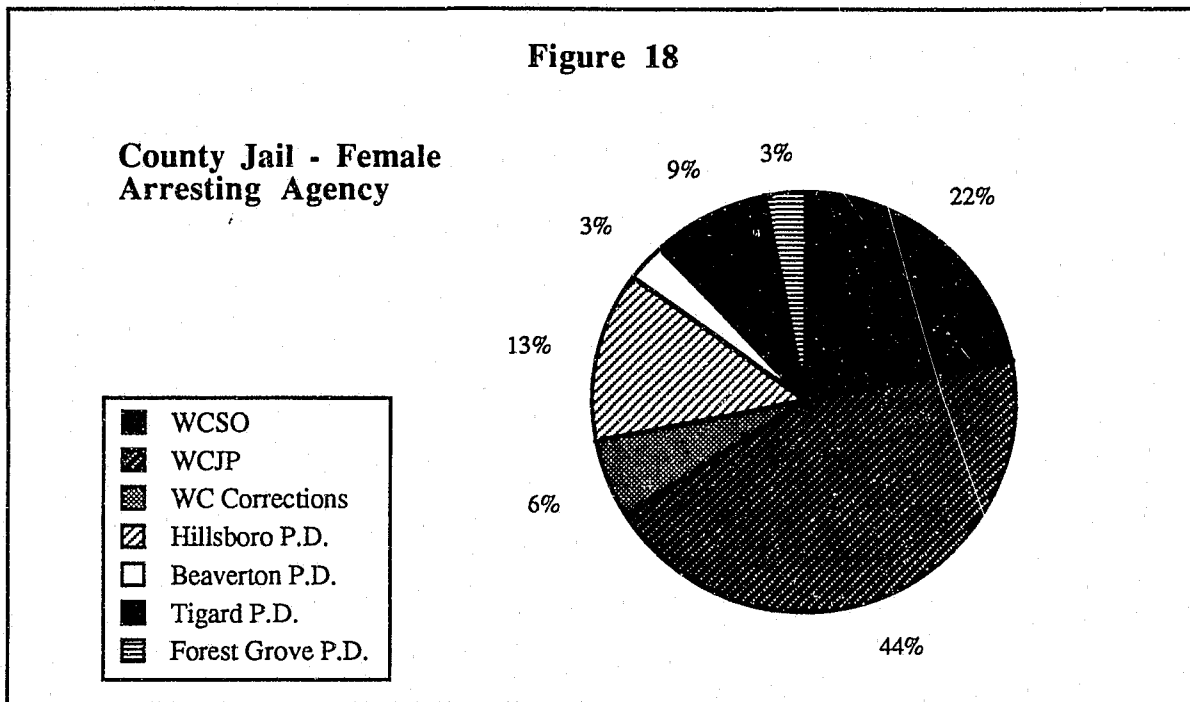
Criminal Characteristics

Arresting Agency: Washington County Sheriff's Office (WCSO) accounted for approximately a fifth of all arrests.

Table 15
Arresting Agency - CJ Female

WCSO	22%
WCJP ¹⁹	44
WCSO	(22.0)
Hillsboro P.D.	(14.7)
Beaverton P.D.	(7.3)
Washington Co. Corrections	6
Hillsboro P.D.	13
Beaverton P.D.	3
Tigard P.D.	9
Forest Grove P.D.	3
	100

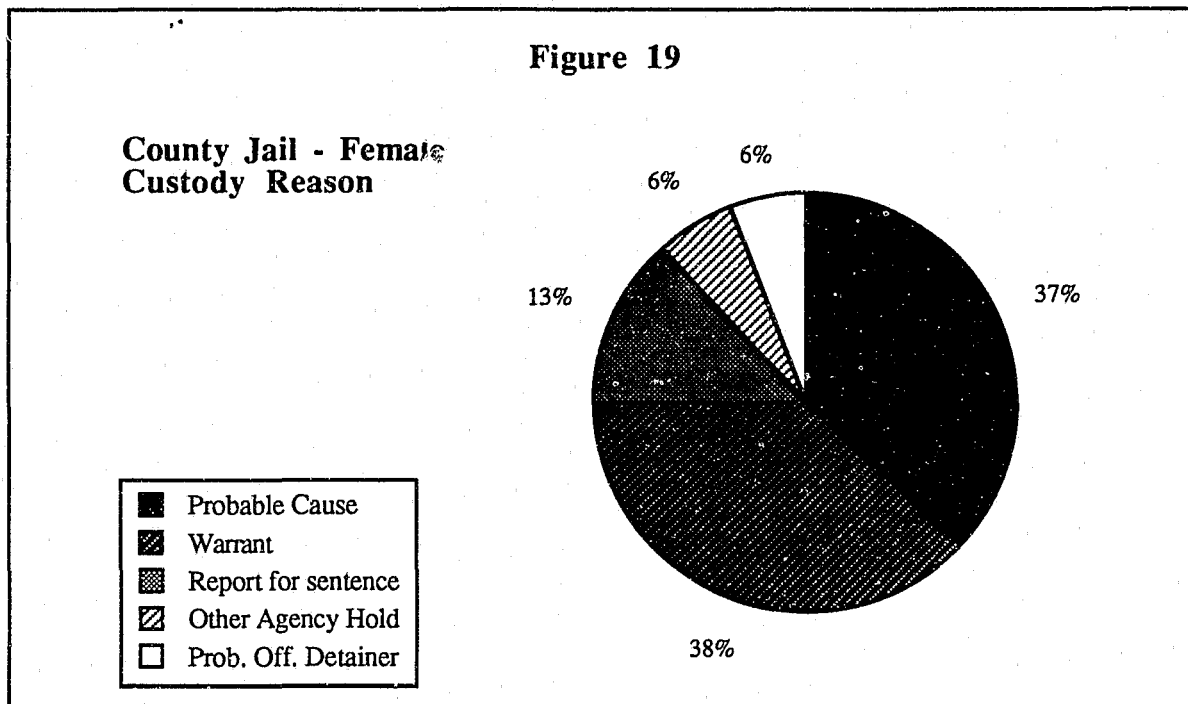
¹⁹ As with the male sample, the breakdown of original arresting agency is not available from jail booking records. Further research using District Attorney data produced the original arresting agency. Most of the WCJP bookings have warrants or report for sentence stated as custody reason.



Custody Reason: The majority of the population was being held for probable cause or on a Washington County warrant.

Table 16
Custody Reason - CJ Female

Probable Cause	37%
Warrant	38
Report for Sentence	13
Other Agency Hold	6
Probation Officer Detainer	6
	100



Primary Charge: The percentage of felonies and misdemeanors was approximately 50 percent each. However, the 6/19 sample had a larger percentage of felonies than misdemeanors (63% to 37%).

Around 15 percent of the total sample had a charge of felony violence, which is similar to the male profile (at 17.4%).

As with the male profile, violations of probation or parole (VOP) comprised a sizeable category. For the 6/19 sample, felony VOPs were the largest felony charge category; for the 8/1 sample, it was the largest misdemeanor category. Both felony and misdemeanor VOPs accounted for 28 percent. This, taken with FTAs (13%), points to a problem, similar to the male sample, with supervision and risk assessment for those released from custody.

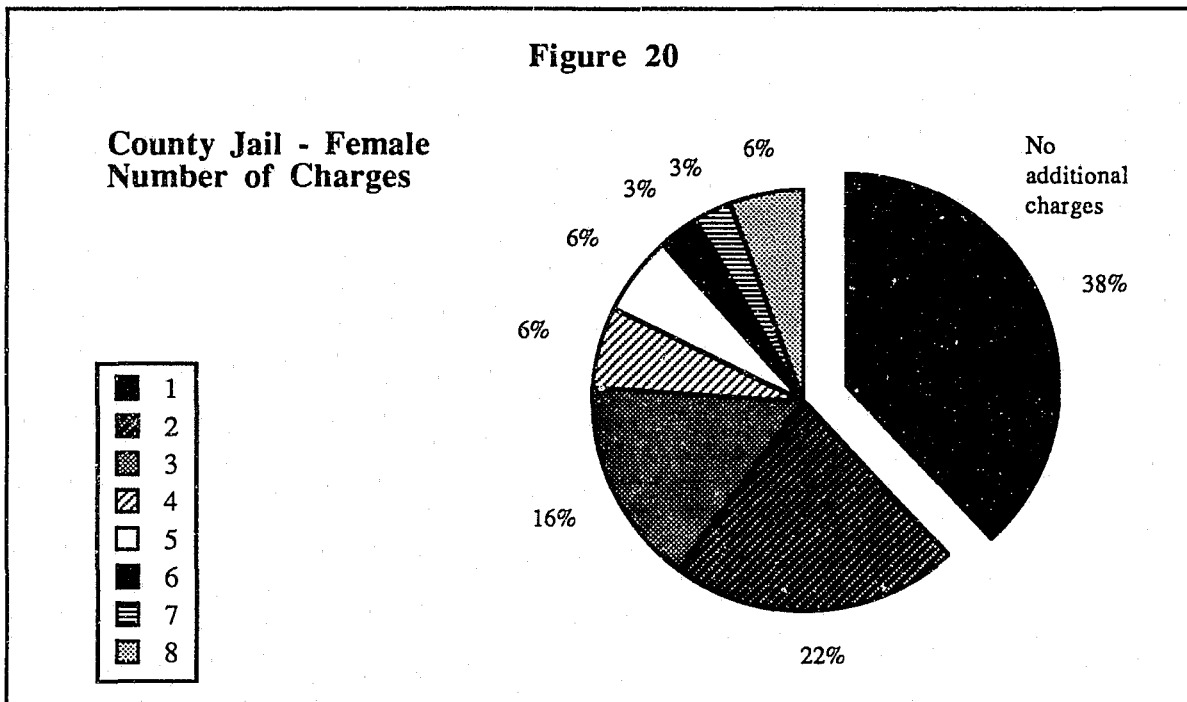
Table 17
Primary Charge - CJ Female

<i>Primary Charge</i>	<i>% of Total</i>
<u>Felonies</u>	
Murder (all Class A)	6
Robbery (all Class C)	6
Family violence (all Class C)	6
Sex abuse (all Class C)	3
Burglary (all Class A)	6
Property (all Class C)	13
Drug possession (all Class C)	3
VOP (all Class C)	12
Contempt (6/19 Class C, 8/1 Class U)	6
<u>Misdemeanors</u>	
Property (all Class A)	3
DUII (all Class A)	3
VOP (all Class A)	16
FTA (all Class A)	16
	99

Additional Charges: Over half had more than one charge, with a range of one to eight charges.

Table 18
Number of Charges - CJ Female

<i>Total Number of Charges</i>	<i>%</i>
1	38
2	22
3	16
4	6
5	6
6	3
7	3
8	6
	100



Adjudication Status: Unsented inmates made up approximately three-fourths of both samples (75%); sentenced, 25 percent.

Sentenced Population. An average of 77 percent of all those sentenced were felons. The average sentence was 127 days.

Unsented Population. Approximately 57 percent had been arrested for felonies. The average days in custody for unsented inmates charged with felonies was 49.4 days. The average for unsented inmates with misdemeanor charges was 6.6 days.

Bail: In approximately 40 percent of both samples, no bail amounts were indicated. For the remainder, only about half had bail amounts for all charges. Since so few had complete bail amounts, giving an average bail would not be useful. Bail amounts ranged from a high of \$250,000 for a violence-related felony to a low of \$1,000 for a felony theft charge. The only pattern of note was that as expected, violence-related felonies and multiple felonies had the highest bail.

Warrants: 78 percent had one or more warrants.

Custody Classification: Over half had received a medium custody classification.

Table 19
Custody Classification - CJ Female

Minimum	0%
Medium	62
Maximum	38
	100

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Prior Convictions: 68 percent had prior convictions. The average age at first adult conviction was 26.4 years.

In both samples, all those who had a prior conviction had at least one misdemeanor conviction. However, 41 percent had at least one prior felony conviction. In both samples, multiple misdemeanors and felonies were the rule for those with prior convictions. An average of 87 percent had multiple misdemeanor priors with an average of 5.7 priors.

Multiple convictions were also the rule for prior felonies. An average of 95 percent with prior felony convictions had multiple felonies with an average of 7.4 felony priors.

For prior misdemeanor convictions, drunk driving convictions were not as prevalent as they were for the men, with around a third of both women's samples having one or more prior drunk driving convictions. Priors for general vehicle code violations (approximately two-thirds of those with priors) and for theft (approximately half of those with priors) were the most prevalent charges.

The most serious prior felony convictions generally were for property crimes. A smaller number of those with felony convictions had been charged with a violent felony (less than 20%) or a felony drug charge (around 20%).

Prior Arrests: Approximately 90 percent of the women had prior arrests. All of those had been arrested more than once, with an average of approximately nine arrests. The three largest categories for arrests were for general vehicle code violations (non-DUII and non-DWS), misdemeanor property crimes and felony property crimes.

Arrests for violations of probation or parole (VOP) and for failure to appear (FTA) were also significant, underscoring a possible problem in the area of risk assessment and supervision for those released. VOPs were quite high with 41 percent having had at least one arrest for a VOP. The samples showed that 41 percent had at least one prior FTA arrest.

Table 20
Prior Arrest Charges - CJ Female

Traffic	50%
DWS/DWR	22
DUII	28
Drug possession	31
Drug sale	13
Violent misdemeanor	25
Violent felony	19
Property misdemeanor	50
Property felony	47
FTA	41
VOP	41
Nuisance	22
Other	31

C. RESTITUTION CENTER - MALE²⁰

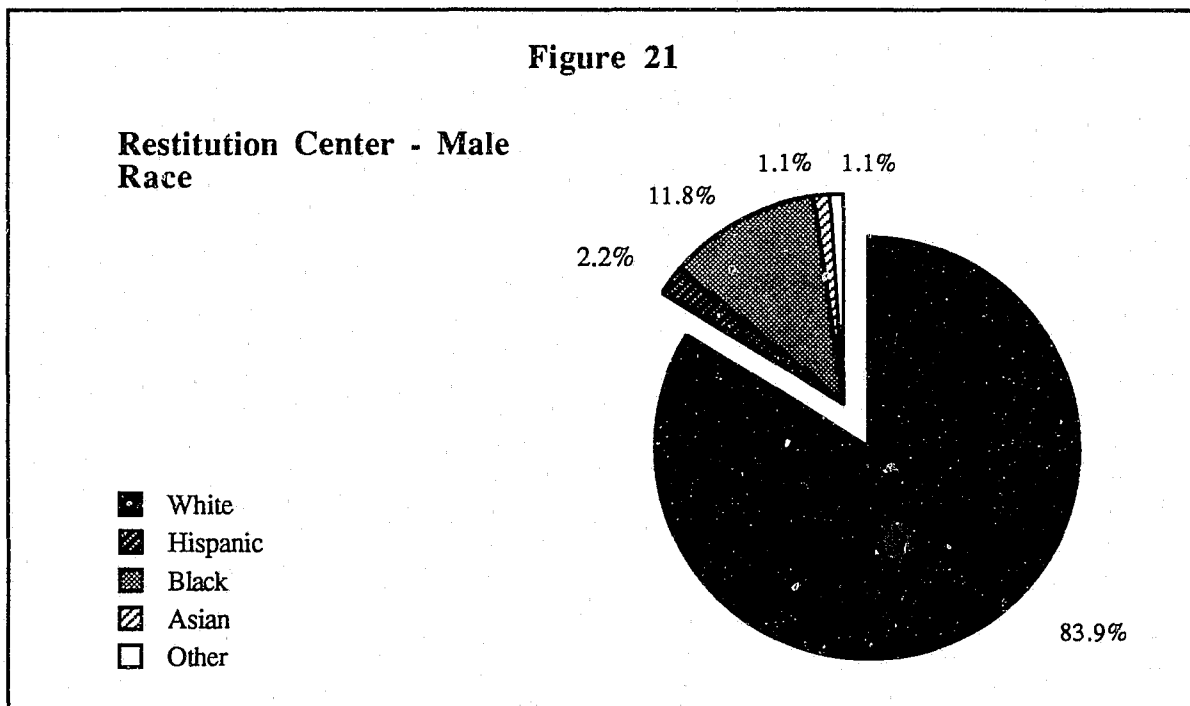
Demographic Characteristics

Male inmates made up 89 percent of the Restitution Center cases.

Race: Predominantly white, with a fairly high percentage of Hispanic inmates.²¹

**Table 21
 Race - RC Male**

White	83.9%
Black	2.2
Hispanic	11.8
Native American	0.0
Asian	1.1
Other	1.1
	100.1



²⁰ The total includes the 15 male Intensive Custodial Home Supervision cases. Some pertinent aspects of these cases will be broken out separately following the general Restitution Center summary.

²¹ The percent of Hispanics at the Restitution Center was not as high as that of the County Jail which showed 23.3 percent Hispanics.

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Age: Average age was 30.2 years.

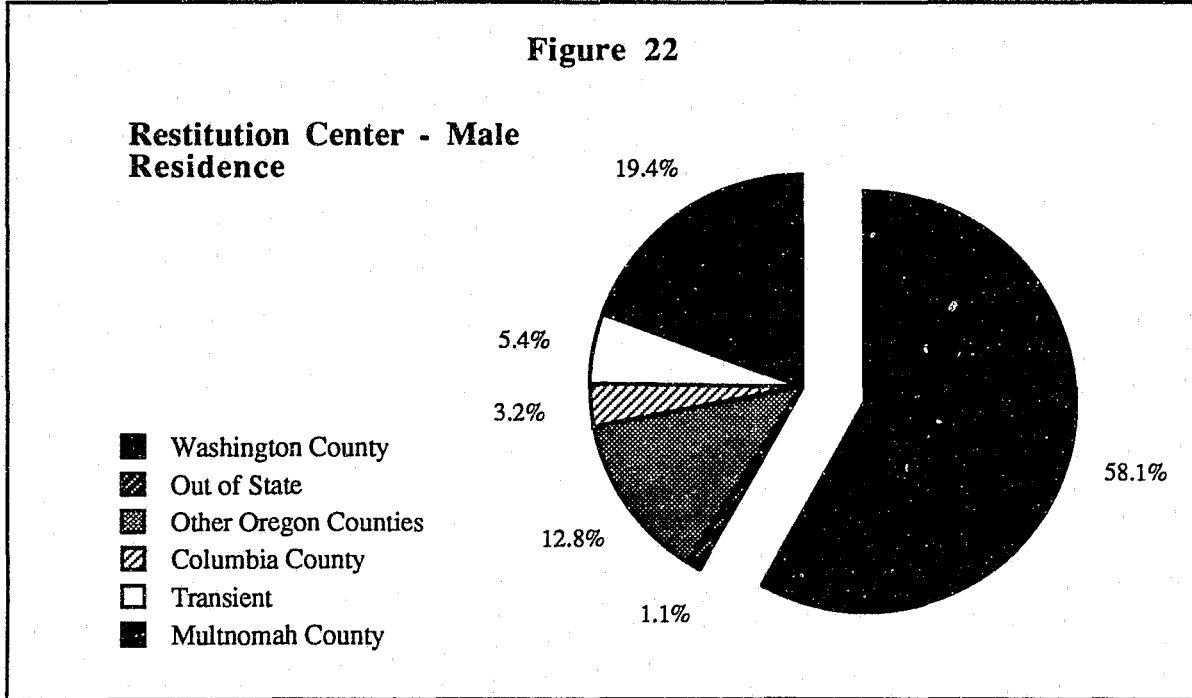
Table 22
Age - RC Male

Under 18	0.0%
18-19	7.6
20-24	20.6
25-29	32.6
30-34	16.3
35-39	9.8
40-44	5.4
45-49	5.4
50-54	1.1
55-59	0.0
60+	1.1
	<hr/> 99.9

Residence: Prior to incarceration, a little over half (58.1%) resided in Washington County. Nearly one-fifth resided in Multnomah County. The data shows a number of beds being taken by out-of-county residents, particularly those from surrounding counties.

Table 23
Residence - RC Male

Washington County	58.1%
Hillsboro	(20.4)
Beaverton	(6.5)
Forest Grove	(4.3)
Tigard	(7.5)
Aloha	(8.6)
Cornelius	(6.5)
Other	(4.3)
Multnomah County	19.4
Columbia County	3.2
Other Oregon Counties	12.8
Out of State	1.1
Transient	5.4
	<hr/> 100.0



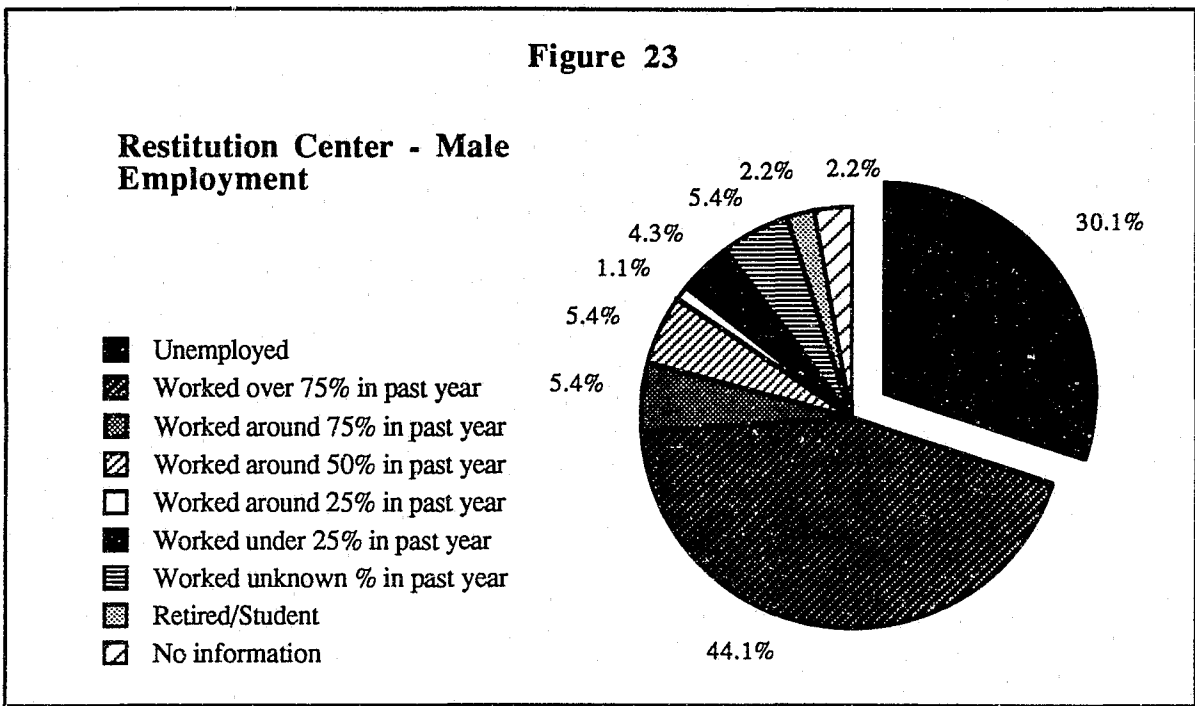
Employment: Nearly a third (31.2%) of the inmates were unemployed.

Table 24
Employment - RC Male

Unemployed	30.1%
Unemployed; worked at least 25% in past year (5.4)	
Employed	65.6 ²²
Worked over 75% in past year (44.1)	
Worked around 75% in past year (5.4)	
Worked around 50% in past year (5.4)	
Worked around 25% in past year (1.1)	
Worked under 25% in past year (4.3)	
Worked unknown % in past year (5.4)	
Retired	1.1
Student	1.1
No information	2.2
	100.1

²² Breakdown of employed status yields 65.7 percent; the additional tenth of a percent is due to rounding.

Figure 23



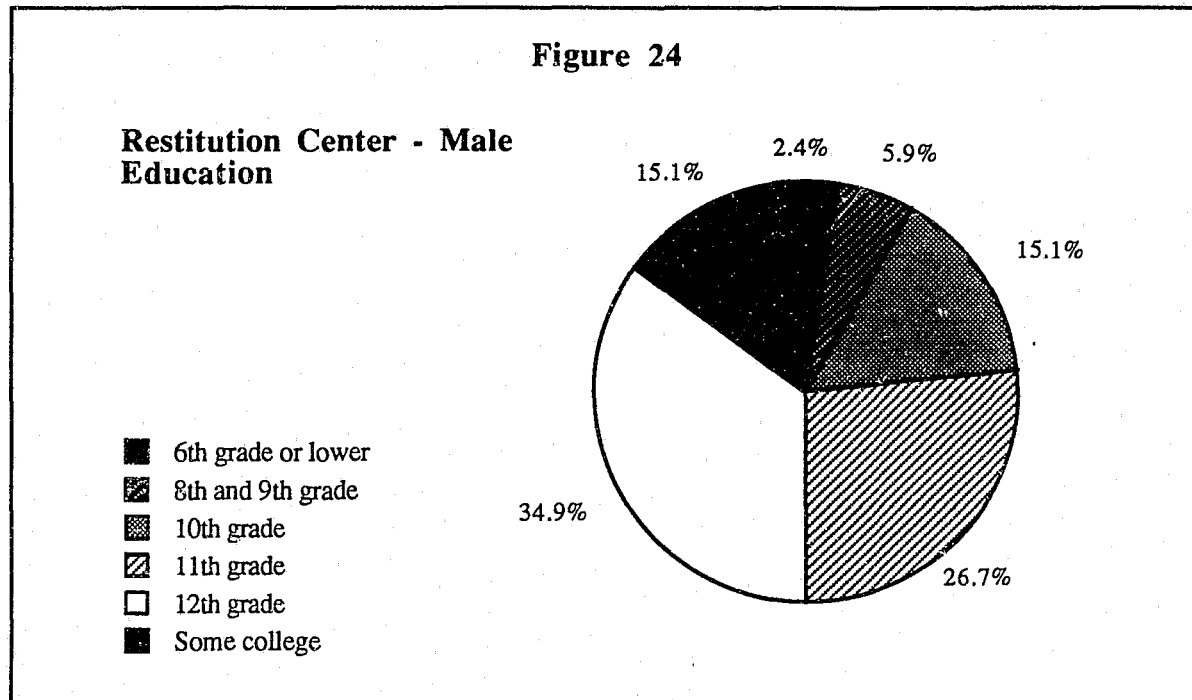
Education: Average grade is 11.3 for those with an education level listed. Half had at least a 12th grade education.

Table 25
 Education - RC Male

Grade Level (N=86) ²³	%
3	1.2
6	1.2
8	1.2
9	4.7
10	15.1
11	26.7
12	34.9
13	8.1
14	3.5
15	2.3
16	1.2
	100.1

²³ Seven did not have an education level listed.

Figure 24



Criminal Characteristics

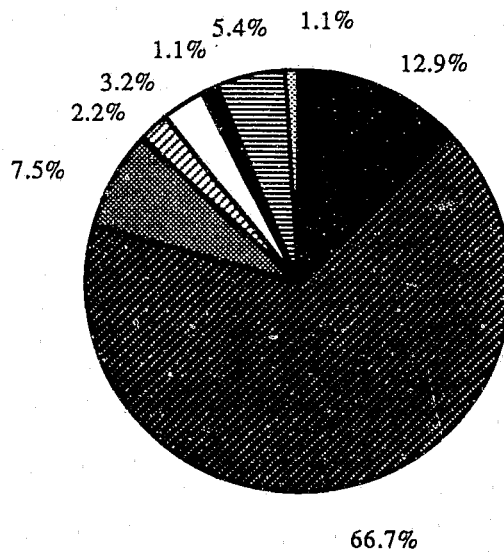
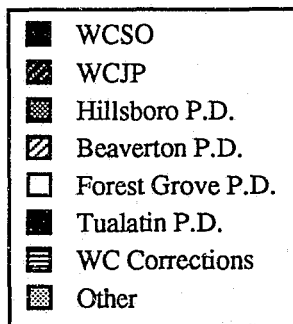
Arresting Agency: The majority of the bookings (66.7%) were attributed to Washington County Jail Personnel (WCJP). Further ILPP investigation, through a record search by jail staff of District Attorney data, revealed the original arresting agency (as broken out below with percentages in parentheses) and the way in which the inmate was brought into custody. The information showed that over half of this group, 61.3 percent, either came directly from court or turned themselves in. The custody reason stated in most cases was report for sentence (64.5%)

Table 26
Arresting Agency - RC Male

Agency	%
WCSO	12.9
WCJP	66.7
WCSO	(28.0)
Hillsboro P.D.	(6.5)
Beaverton P.D.	(12.9)
Tigard P.D.	(5.4)
Forest Grove P.D.	(3.2)
Tualatin P.D.	(3.2)
Oregon State Police	(5.4)
Other	(2.1)
Hillsboro P.D.	7.5
Beaverton P.D.	2.2
Forest Grove P.D.	3.2
Tualatin P.D.	1.1
Washington Co. Corrections	5.4
Other	1.1
	100.1

Figure 25

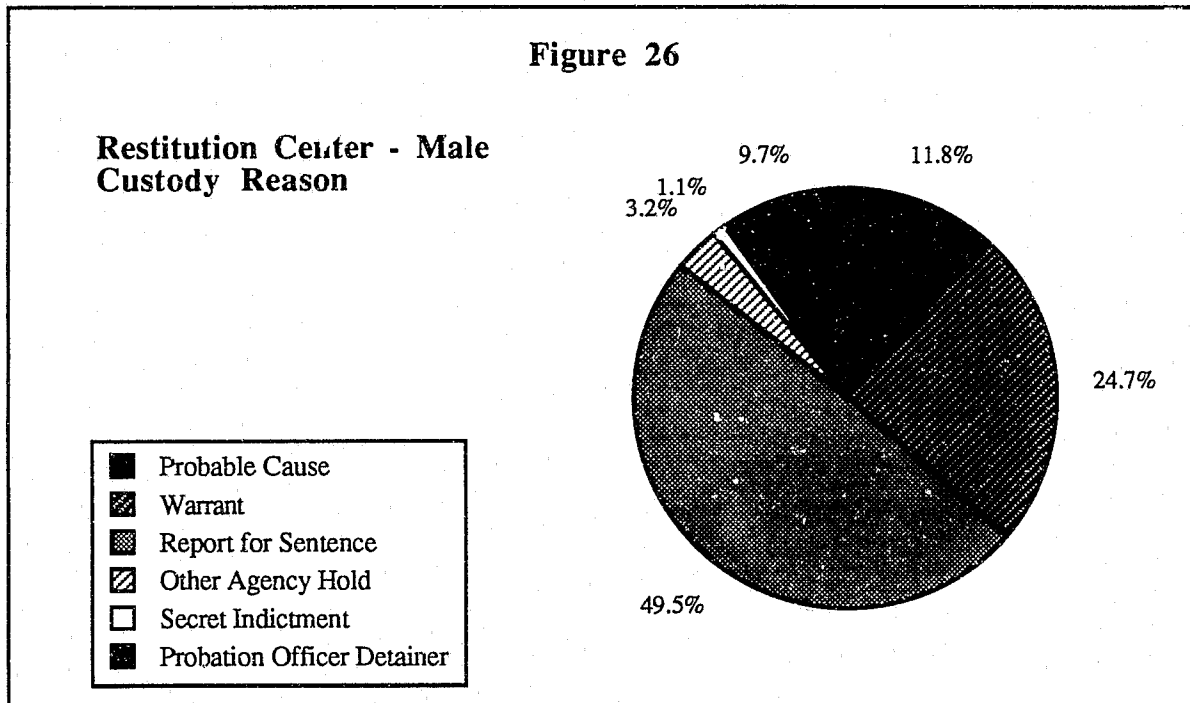
**Restitution Center - Male
 Arresting Agency**



Custody Reason: The largest percentage was for report for sentence at 49.5 percent. This is consistent with the status of the Restitution Center as a facility for sentenced inmates.

Table 27
Custody Reason - RC Male

Probable Cause ²⁴	11.8%
Warrant	24.7
Report for Sentence	49.5
Other Agency Hold	3.2
Secret Indictment	1.1
Probation Officer Detainer	9.7
	<hr/> 100.0



Primary Charge: 54.8 percent misdemeanor, 45.2 percent felony.

The largest charge category of felonies was for violation of probation or parole (VOP) at 28.6 percent of felonies or 12.9 percent of all charges. This was followed by all property related charges, including burglary, at 23.8 percent of felonies or 10.8 percent of all charges.

For misdemeanors, the largest category was VOPs at 29.4 percent, or 16.1 percent of all charges. Taken with felony VOPs, they represent over a quarter (29%) of all charges. The next largest misdemeanor category was DUIIs at 25.5 percent of misdemeanors and 14 percent of all charges. By combining DUIIs with DWS/DWRs, which are often related

²⁴ "Probable Cause" was listed when an inmate was originally booked at the County Jail and then transferred directly to the Restitution Center with no release time.

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offenses, they represent a large 39.2 percent of misdemeanors and 21.5 percent of all charges.

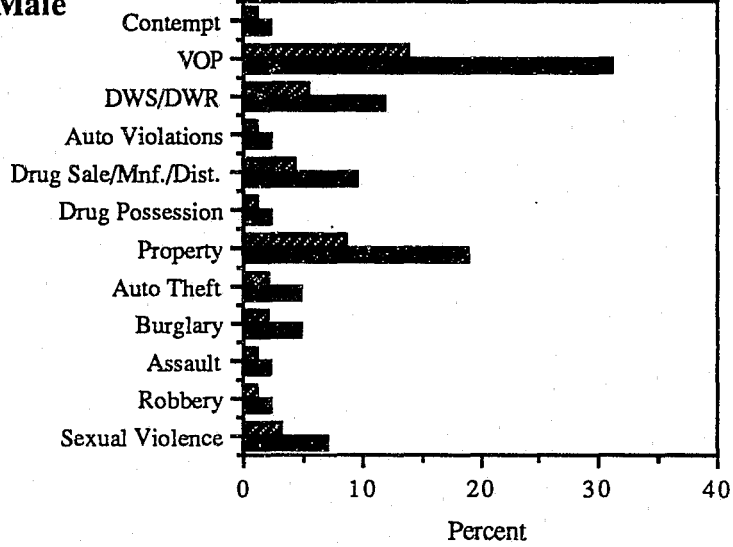
Table 28
Primary Charge - RC Male

Primary Charge	Class				U ²⁵	% of Felony	% of Total
	A	B	C				
<u>Felonies</u>							
Sexual violence	7.1	0.0	0.0	0.0	0.0	7.1	3.2
Robbery	2.4	0.0	0.0	0.0	0.0	2.4	1.1
Assault	0.0	0.0	2.4	0.0	0.0	2.4	1.1
Burglary	0.0	2.4	2.4	0.0	0.0	4.8	2.1
Auto theft	0.0	0.0	4.8	0.0	0.0	4.8	2.1
Property	0.0	0.0	19.0	0.0	0.0	19.0	8.6
Drug possession	0.0	2.4	0.0	0.0	0.0	2.4	1.1
Drug sale/mnf./dist.	7.1	2.4	0.0	0.0	0.0	9.5	4.3
Auto violations	0.0	0.0	2.4	0.0	0.0	2.4	1.1
DWS/DWR	0.0	0.0	11.9	0.0	0.0	11.9	5.4
VOP	0.0	0.0	31.0	0.0	0.0	31.0	14.0
Contempt	0.0	0.0	2.4	0.0	0.0	2.4	1.1
Totals	16.6	7.2	76.3	0.0	0.0	100.1	45.2
<i>% of Misd.</i>							
<u>Misdemeanors</u>							
Assault/battery	3.9	0.0	0.0	0.0	0.0	3.9	2.1
Violence v. police	2.0	0.0	0.0	0.0	0.0	2.0	1.1
Weapon	2.0	0.0	0.0	0.0	0.0	2.0	1.1
Property	5.9	0.0	3.9	0.0	0.0	9.8	5.4
Drug possession	0.0	2.0	0.0	0.0	0.0	2.0	1.1
VOP	29.4	0.0	0.0	0.0	0.0	29.4	16.1
DUII	25.5	0.0	0.0	0.0	0.0	25.5	14.0
DWS/DWR	13.7	0.0	0.0	0.0	0.0	13.7	7.5
FTA	3.9	0.0	0.0	0.0	0.0	3.9	2.1
Endangering minor	2.0	0.0	0.0	0.0	0.0	2.0	1.1
Harassment	2.0	1.9	0.0	0.0	0.0	3.9	2.1
Unauthorized departure	0.0	0.0	0.0	2.0	0.0	2.0	1.1
Totals	90.3	3.9	3.9	2.0	0.0	100.1	54.8

25 U = Unclassified.

Figure 27

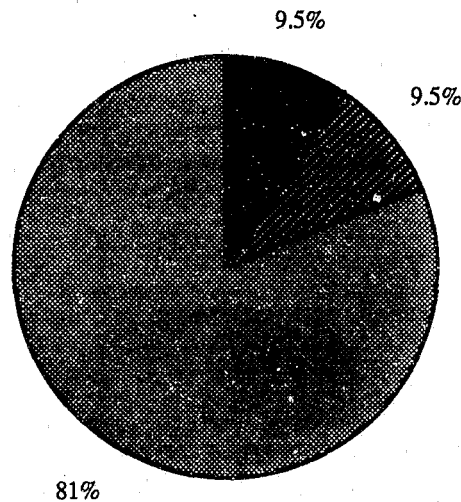
Restitution Center - Male
 Primary Charge
 (Felony)



▨ % total
 ■ % fel

Figure 28

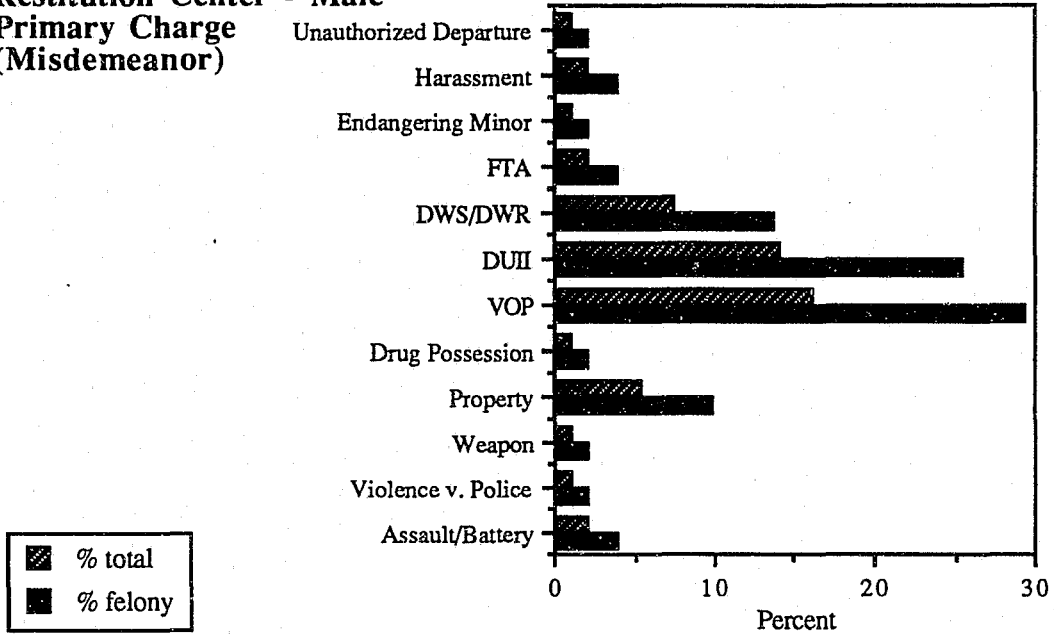
Restitution Center - Male
 Primary Charge
 Felony Classes



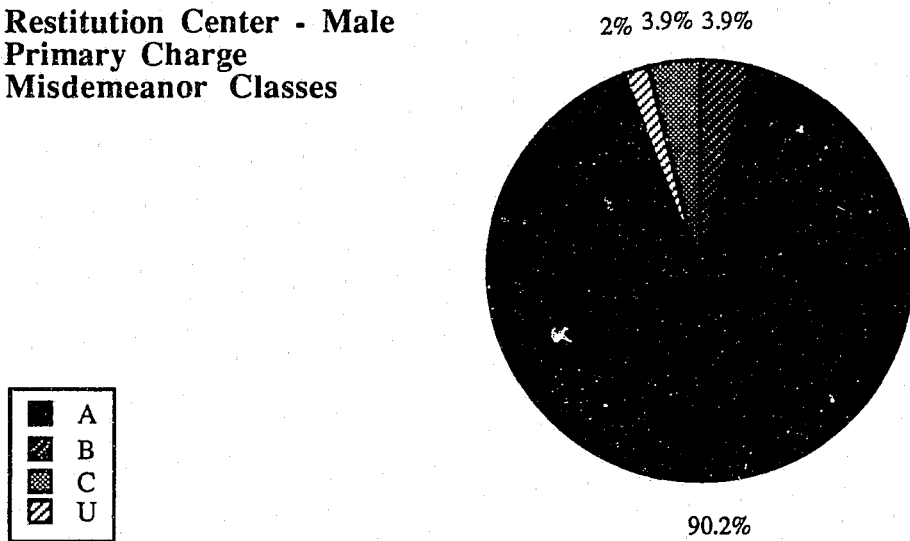
■ A
 ▨ B
 ▩ C

Figure 29

Restitution Center - Male
 Primary Charge
 (Misdemeanor)



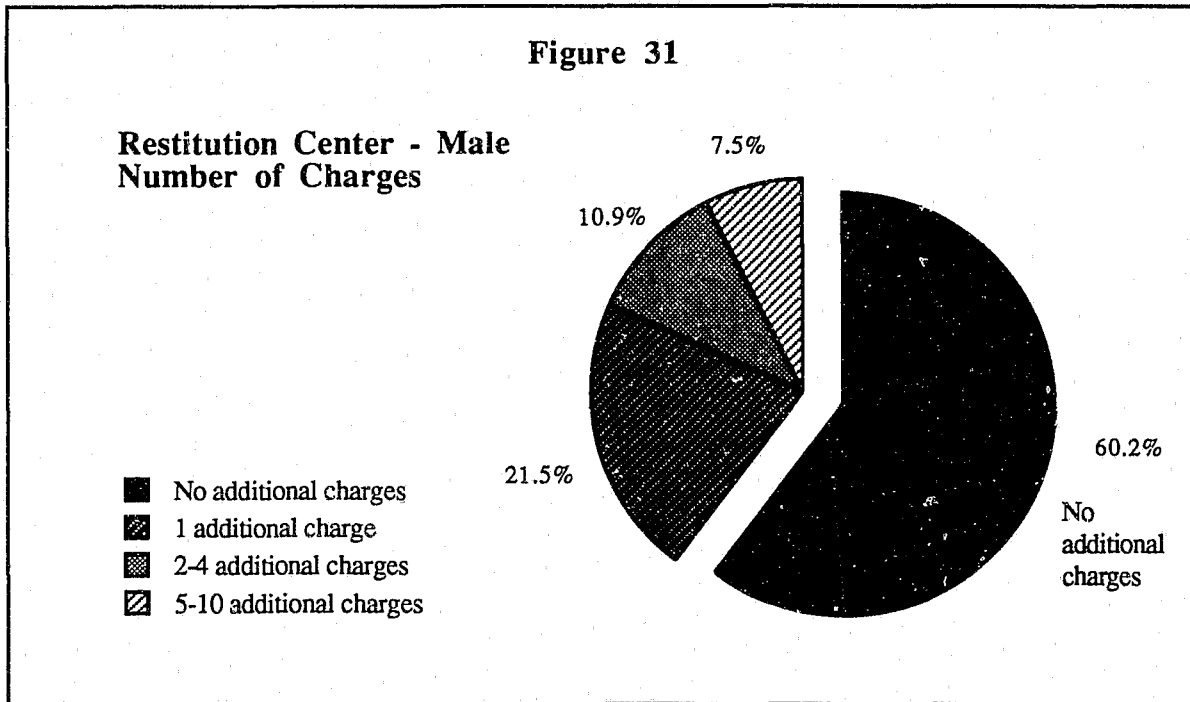
Restitution Center - Male
 Primary Charge
 Misdemeanor Classes



Additional Charges: Unlike the jail population, a larger percentage of the Restitution Center population (60.2%) did not have additional charges. For felonies, 61.9 percent had only one charge; for misdemeanors, 65.2 percent. Of those with additional charges (two or more), 21.5 percent had only two charges (23.8% for felonies and 18.2% for misdemeanors).

Table 29
Number of Additional Charges - RC Male

<i>Number of Charges</i>	<i>% of total</i>
0	60.2%
1	21.5
2	6.5
3	2.2
4	2.2
5-0	6.4
10	1.1
	100.1



Adjudication Status: All those in the Restitution Center are sentenced.

Length of Sentence/Days in Custody: The average length of sentence was 151 days. For felons, the average length was 183 days with a maximum of 365 days and a minimum of 30 days. Misdemeanants had an average of 125 days with a maximum of 365 days and a minimum of 10 days.

Felons had spent an average of 48 days in custody when the sample was taken, with a maximum stay of 223 days and a minimum of one day. Misdemeanants had spent an average of 33 days, with a maximum of 153 days and a minimum of one day.

Bail: Bail amounts were not indicated for 92.5 percent, making further analysis unfruitful.

Warrants: Over half (59%) had an outstanding warrant or detainer. Of these, 47 percent had felony warrants, and 67 percent had misdemeanor warrants.²⁶

Custody Classification: Note that these classifications represent the original classification given at the County Jail.

Table 30
Custody Classification - RC Male

None listed	12.9%
Minimum	15.1
Medium	65.6
Maximum	6.5
	<hr/>
	100.1

Prior Convictions: Approximately 90 percent (90.3%) had at least one prior adult conviction. Average age at first conviction was 23.7 years. Prior misdemeanor convictions were 86 percent, with multiple convictions as the rule. The overwhelming majority (83.2%) with prior misdemeanors had more than one prior, with an average of 5.1 convictions. In fact, the range was from one to 18 prior misdemeanors. Drunk driving played a major part in misdemeanor priors, with 43 percent having one or more drunk driving convictions. Considering only the most serious misdemeanor charges, drunk driving (36.6%), along with other automobile-related charges (26.6%), represented around two-thirds (63.2%) of those with misdemeanor priors. Property charges, at 15.2 percent, constitute the other most frequent serious priors.

²⁶ Totals overlap as one person may have both felony and misdemeanor warrants/detainers.

Figure 32

Restitution Center - Male
 Prior Convictions
 (Misdemeanor)

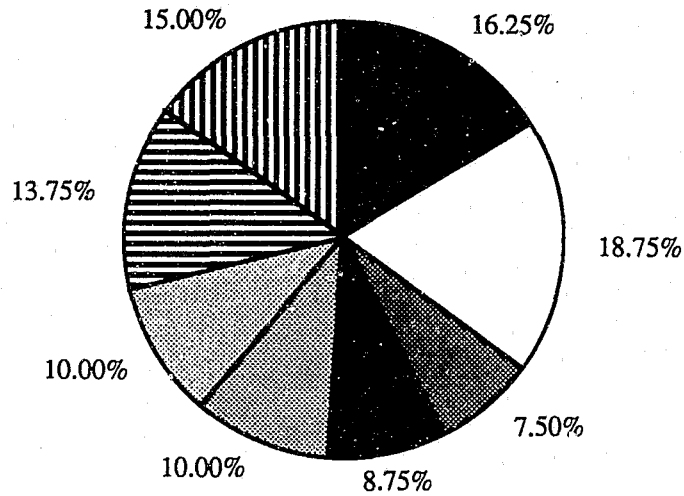
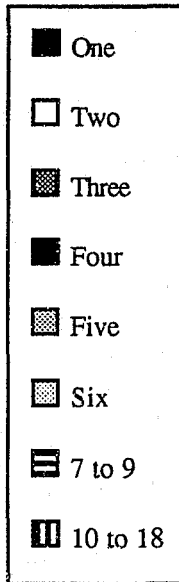
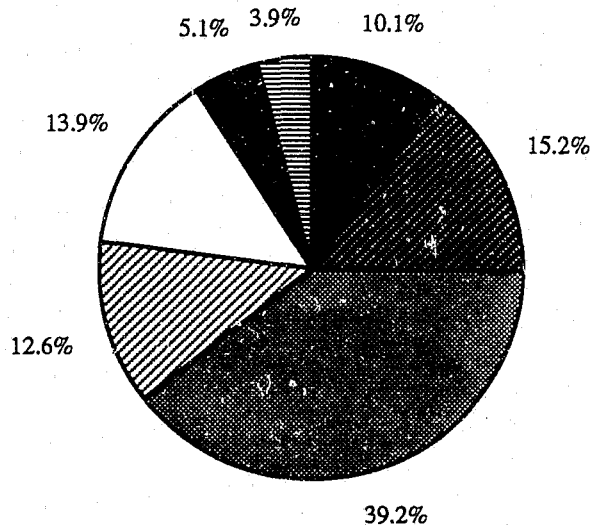
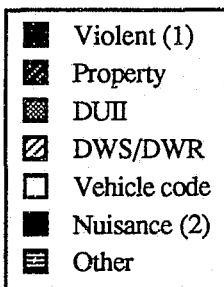


Figure 33

Restitution Center - Male
 Most Serious
 Prior Conviction
 (Misdemeanor)
 N=79



(1) Violent misdemeanors consist of assault and battery, including against a police officer.
 (2) Nuisance includes harassment, disorderly conduct and menacing.

Prior felony convictions were less frequent than misdemeanor convictions at 38.7 percent. The average number of felony convictions was 2.4. Of those with prior felony convictions, 18.9 percent had been convicted of violent crimes. Over half had a property related charge as their most serious conviction (54%). Over a quarter, 29.7 percent, had prior drug convictions.

Figure 34

Restitution Center - Male
Prior Convictions
(Felony)

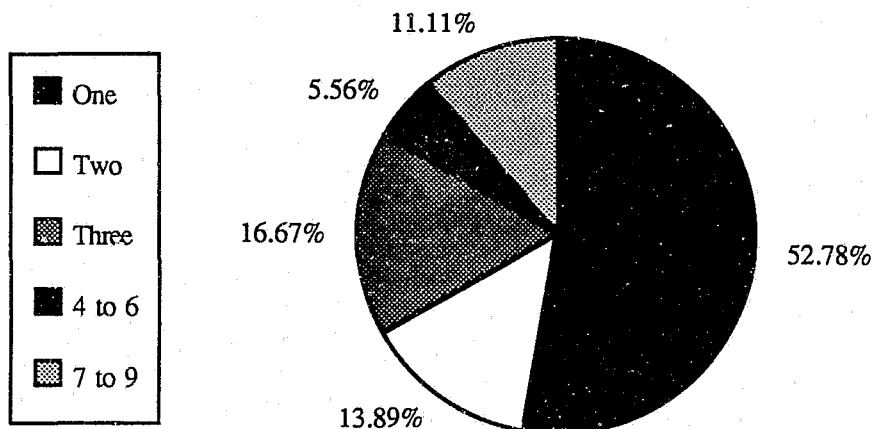
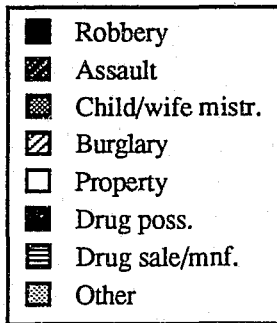


Figure 35

Restitution Center - Male
 Most Serious
 Prior Conviction
 (Felony)
 N=40



Prior Arrests: Only 2.2 percent had never been arrested. Multiple arrests were generally the rule; of those with prior arrests, 91.2 percent had more than one arrest, and around half (53.8%) had six or more arrests. The range was one to 22 prior arrests.

Prior vehicle code related arrests predominated. For the total sample, 57 percent had one or more general vehicle code violation arrest, 40.9 percent had DWS/DWR arrests and 52.7 percent had DUII arrests. The next largest category was for VOPs with 33.3 percent.

Table 31
 Prior Arrest Charges - RC Male
 (categories represent at least one prior arrest)

Traffic	57.0%
DWS/DWR	40.9
DUII	52.7
Drug possession	16.1
Drug sale	12.9
Violent misdemeanor	30.1
Violent felony	15.1
Property misdemeanor	18.3
Property felony	26.9
FTA	18.3
VOP	33.3
Nuisance	18.3
Other	7.5

D. RESTITUTION CENTER - INTENSIVE CUSTODIAL HOME SUPERVISION (MALES, N=15)

Only 15 males and two females were on Intensive Custodial Home Supervision (ICHS) at the time of the profile. Information on this group was added to the Restitution Center profile as a whole. However, a few pertinent areas were reviewed for ICHS males (there were too few ICHS females to be of use for this purpose). It is important to note, however, that the small sample size (15) makes drawing anything but very general conclusions highly speculative.

Employment: A higher percentage than for the Restitution Center as a whole were employed; 80 percent of the ICHS sample were employed, as opposed to 66.7 percent for the Restitution Center.

Primary Charge: The breakdown between felony and misdemeanor charges was similar to that of the Restitution Center as a whole. ICHS had a breakdown of 40 percent felony and 60 percent misdemeanor, as compared to a breakdown of 45.2 percent felony and 54.8 percent misdemeanor for the Restitution Center. ICHS charges did not include any violence-related offenses (as opposed to 11.9% felony violence and 5.9% misdemeanor violence offenses for the Restitution Center sample). Charges were mainly for drunk driving, driving with a suspended or revoked license and property crimes.

**Table 32
Primary Charge - ICHS Male**

<i>Charge</i>	<i>% of Total</i>
<u>Felony</u>	
Property	13.3
Drug possession	6.7
DUII	6.7
DWS/DWR	13.3
<u>Misdemeanor</u>	
Property	6.7
VOP	6.7
DUII	20.0
DWS/DWR	20.0
<u>Endangering a minor</u>	6.7
	100.1

Prior Convictions: A third had one or more prior felony convictions (just slightly less than the Restitution Center sample as a whole with 38.7%). Only one, 6.7 percent of the total sample, had a prior felony violence-related conviction (as opposed to 18.9% for the Restitution Center sample). This was for spouse/child mistreatment.

Conclusion: Generally, the ICHS sample is distinguished by its lower unemployment and the lower percentage of those with violence-related current and prior convictions.

E. RESTITUTION CENTER - FEMALE (N=11)²⁷

The small size of the female profile population prohibits strict conclusions regarding women supervised through the Restitution Center. The following information can provide only a general picture of what may be typical of women.

Demographic Characteristics

Women made up 11 percent of the population supervised by the Restitution Center.

Race: Predominantly white, approximately 82 percent.

**Table 33
Race - RC Female**

	#	%
White	9	81.8
Hispanic	1	9.1
Black	1	9.1
	11	100.0

Age: Average age was 29.6 years.

**Table 34
Age - RC Female**

	#	%
18-19	1	9.1
20-24	3	27.3
25-29	2	18.2
30-34	4	36.4
55-59	1	9.1
	11	100.1

Residence: Prior to incarceration, most (81.8%) resided in Washington County.

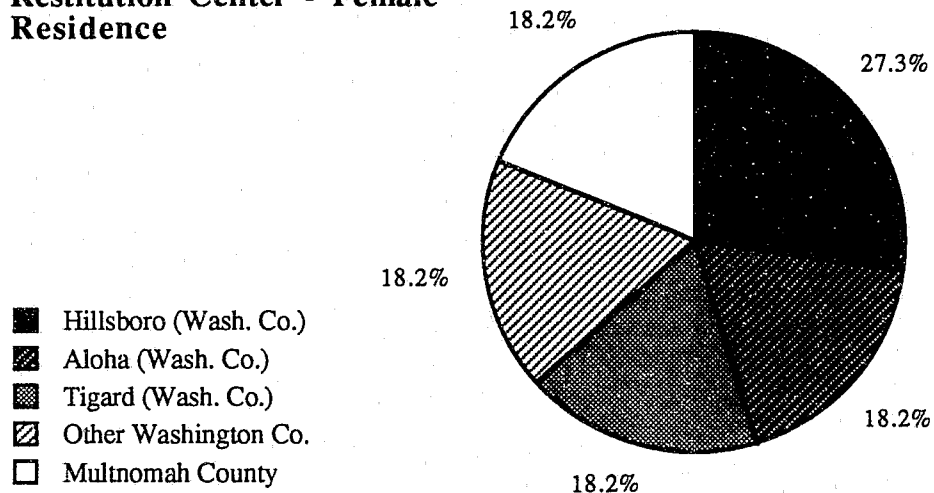
²⁷ The Restitution Center profile for women includes the two Intensive Custodial Home Supervision cases. Due to the small size, both actual number and percent will be shown.

Table 35
Residence - RC Female

	#	%
Washington County	9	81.8
Hillsboro	(3)	(27.3)
Aloha	(2)	(18.2)
Tigard	(2)	(18.2)
Other	(2)	(18.2)
<u>Multnomah County</u>	<u>2</u>	<u>18.2</u>
	11	100.0

Figure 36

**Restitution Center - Female
Residence**



Employment: Over half, 63.6 percent, were unemployed at the time of arrest. However, one person (9.1%) had a job for nearly a year until just prior to arrest. Of those employed, 36.4 percent, or all but one (9.1%), had been working at their job for over a year. The one who hadn't, worked for about half a year at her job.

Education: For those whose education was recorded, 10 of the 11 women, the average education was 11.7 years. All but three women (70 percent) had at least a twelfth grade education.

Criminal Characteristics

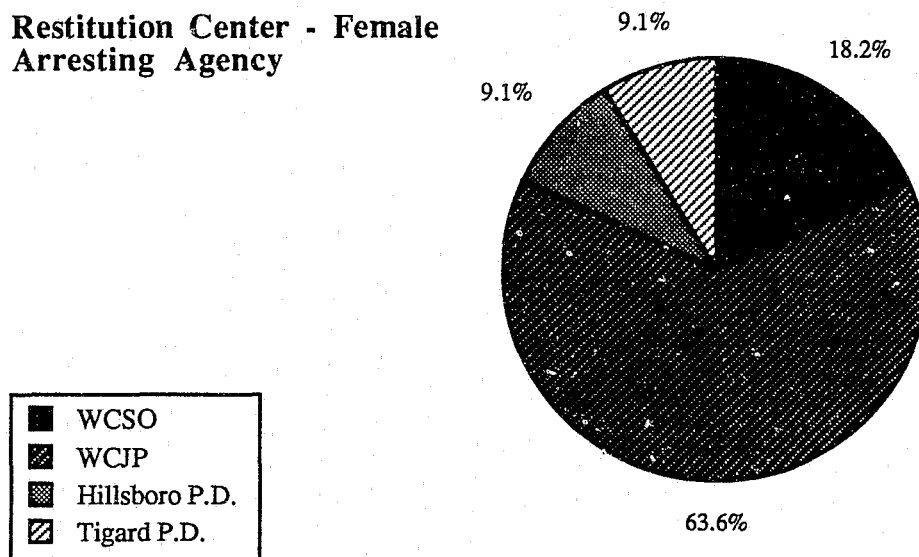
Arresting Agency: Washington County Jail Personnel (WCJP) was listed as the arresting agency for the majority of all arrests. All the WCJP bookings had as custody reason either warrant (3 or 42.9%) or report for sentence (4 or 57.1%). Further investigation using District Attorney data showed the original arresting agency (as broken out below) and way in which the inmate came into custody. Two, or 28.6 percent of this group, were self surrenders; three, or 42.9 percent, were listed as out of custody; and one each, or 14.3 percent each, were a transfer or came from court.

Table 36
Arresting Agency - RC Female

	#	%
WCSO	2	18.2
WCJP	7	63.6
WCSO	(2)	(18.2)
Beaverton P.D.	(3)	(27.2)
Tigard P.D.	(2)	(18.2)
Hillsboro P.D.	1	9.1
Tigard P.D.	1	9.1
	11	100.0

Figure 37

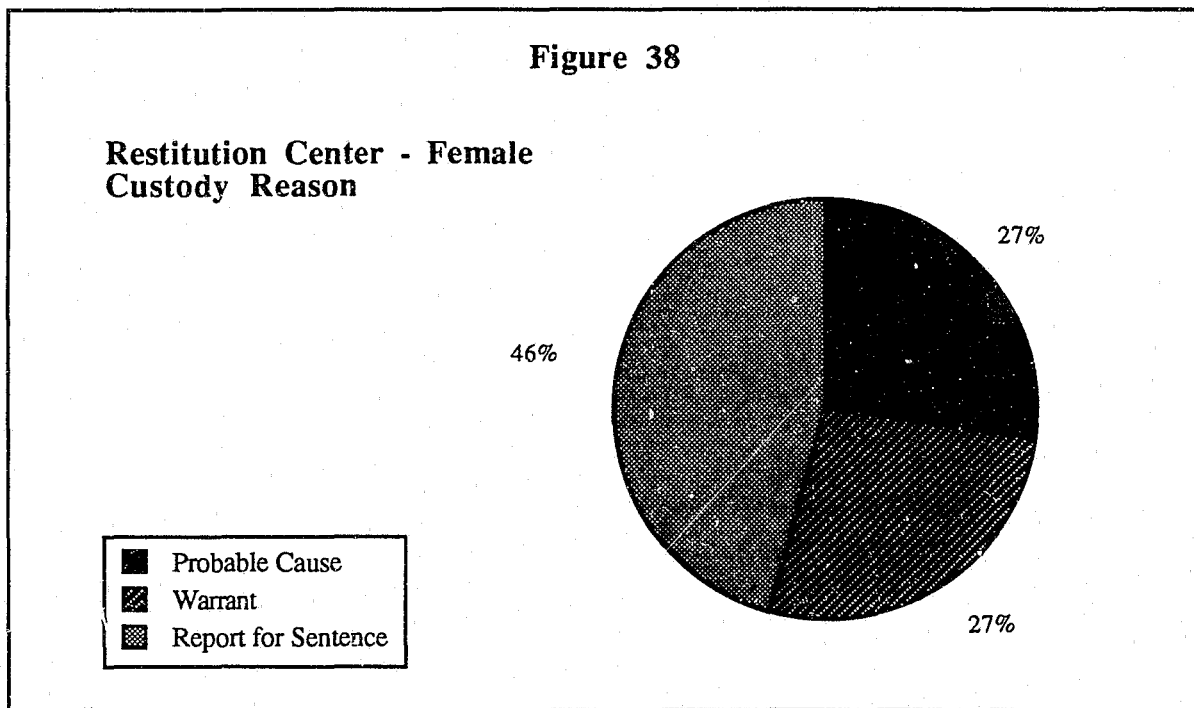
Restitution Center - Female
Arresting Agency



Custody Reason: The largest category was report for sentence with 46 percent. This is in keeping with the status of the Restitution Center as a facility for sentenced inmates.

Table 37
Custody Reason - RC Female

	#	%
Probable Cause	3	27
Warrant	3	27
Report for Sentence	5	46
	11	100



Primary Charge: Most women had either a property (felony and misdemeanor) or violation of probation (VOP) charge.

Table 38
Primary Charge - RC Female

<i>Primary Charge</i>	<i>#</i>	<i>% of Total</i>
<u>Felonies</u>		
Robbery (Class B)	1	9.1
Burglary (Class C)	1	9.1
Property (Class B and C)	2	18.2
Auto violation (Class C)	1	9.1
FTA (Class C)	1	9.1
<u>Misdemeanors</u>		
Property (Class A)	2	18.2
VOP (Class A)	3	27.3
	11	100.1

Additional Charges: A little over half had more than one charge (54.5%). Of those with felonies as their primary charge, a third had additional felony charges listed.

Table 39
Number of Charges - RC Female

<i>Total Number of Charges</i>	<i>#</i>	<i>%</i>
1	5	45.5
2	3	27.3
3	1	9.1
4	0	0.0
5-7	1	9.1
8	1	9.1
	11	100.1

Adjudication Status: All those in the Restitution Center sample are sentenced.

Length of Sentence/Days in Custody: The average length of sentence was 108 days with a maximum of 180 days and a minimum of 20 days. For felons, the average length was 130 days; for misdemeanants, it was 82 days.

Felons had spent an average of 39 days in custody, with a maximum stay of 99 days and a minimum of 14 days. Misdemeanants had been in custody an average of 25 days, with a maximum length of 72 days and a minimum of two days.

Bail: Bail amounts for all charges were indicated for only one person, making further analysis unfruitful.

Warrants: Not quite half (45%) had one or more warrants; 27 percent were for one to two felony warrants.

Custody Classification: Note that these classifications represent original classification given at the County Jail.

Table 40
Custody Classification - RC Female

	#	%
None listed	2	18.2
Minimum	3	27.3
Medium	5	45.5
Maximum	1	9.1
	11	100.1

Prior Convictions: Average age at first conviction was 23.4 years. Nearly three-fourths (73%) had prior convictions. Most were for misdemeanors; however, 18 percent had one or more prior felony convictions. Prior drunk driving (DUII) convictions were not as prevalent as for males, with only 18 percent having a prior DUII conviction.

Prior Arrests: All but one woman (91%) had at least one prior arrest. As with the men, multiple arrests predominated with 90 percent having more than one prior arrest. The range was from one to ten prior arrests, with most (70%) having from two to four prior arrests. Again, as with the men, vehicle code related arrests predominated; 70 percent had at least one vehicle code related arrest.

F. PROFILE FINDINGS

The profile findings both summarize and build upon the most salient points of the inmate profile.

1. Risk Assessment

The County Jail could be characterized in overly simple terms as primarily housing unsentenced male and female offenders booked on felony offenses with one or more outstanding warrants.²⁸ The County Jail population, generally speaking, is therefore not a "lightweight" population which could be characterized as easily amenable to low security status and possibly eligible for alternatives to incarceration.

Many of the inmates exhibit indicators of problematic behavior which put them in a higher risk group for housing, programming and consideration for alternatives to incarceration. Among these indicators are histories of institutional violence or escape, jail classification as maximum security, prior violent felony convictions, prior warrants or violations of probation/parole and failures to appear.

²⁸ For County Jail males: 77.9 percent unsentenced; 62.2 percent felony charges; 79.1 percent with warrants.

The risk assessment table below provides a means for answering the question of who should be in jail. It sequentially removes inmates from the sample who have certain risk indicators. At each point or indicator going down the table, more inmates are sifted out, leaving those at the bottom as the most appropriate for release from jail. The table demonstrates that the County Jail profile population is made up primarily of those displaying some form of high risk behavior. The chart uses indicators which are quite similar to those employed in the jail's matrix release scoring method (which has been in place since October 1, 1991 as a means to ease jail overcrowding in compliance with the Consent Decree).²⁹

Table 41
Risk Assessment for County Jail Inmates
(Profile Sample)

	<i>Men</i>	<i>Women</i> ³⁰
Total in original sample	172	17
Subtotal remaining after removing sequentially:		
• Maximum custody classification	122	6
• Current charge of violent felony	104	4
• History of institutional violence or escape	91	3
• <u>Prior violent felony conviction</u>	<u>84</u>	<u>3</u>
• Current felony warrants	53	2
• Current misdemeanor warrants	7	0
• Prior warrants or FTA	5	0

As the table above demonstrates, only 53 men (30.8% of total men) and two women (12% of total women) remained when screening indicators for maximum security, violent felonies, history of institutional violence or escape, prior violent felony convictions and current felony warrants were applied. Employing indicators of misdemeanor warrants and prior warrants for FTAs resulted in only five men remaining.

Prior to removing from the group those with misdemeanor warrants and prior warrants or FTAs, less than a third of the inmate population remained. This group may be considered amenable to lower risk housing and/or alternatives to incarceration. A closer look at individual cases among this group reveals other indicators such as multiple prior DUIs or a pattern of prior violent misdemeanors which could preclude consideration for lower risk status. The prevalence of misdemeanor and/or prior warrants and FTAs among this group was also noted.

With aggressive programs of alternatives to incarceration and other improvements in system performance, ILPP suggests that as much as 15 percent of the County Jail population could be released. While this is not a recommendation, it may serve as a gauge upon which future planning can be measured.

²⁹ See Appendix III.C for a copy of the jail procedure for matrix releases.

³⁰ The women are from the 6/19 sample only.

From a security viewpoint, the Restitution Center houses a different population than the County Jail. The most obvious distinction is that the Restitution Center houses only sentenced offenders. The Restitution Center population also varies considerably in the area of primary charge. A little less than half (45.2%) of center inmates were charged with a felony, as opposed to 62.2 percent at the County Jail. The primary offenses were also less apt to involve violence (5.4% of felonies and 3.2% of misdemeanors for the Restitution Center as opposed to 18.1% felonies and 4.1% misdemeanors at the County Jail). Another major difference was the percentages of DUIs and other vehicle code violations. The Restitution Center had 6.5 percent felony and 21.5 percent misdemeanor DUIs and other auto violations while the County Jail showed similar charges for only 5.8 percent felony and 4.7 percent misdemeanor.

While some characteristics of the Restitution Center population were similar to the County Jail's (e.g., a high percentage of VOPs), the center generally comprised a lower risk group.

The risk assessment exercise conducted for the County Jail inmates was also performed on the Restitution Center inmates. The following chart reveals that a larger proportion of cases at the Restitution Center than at the County Jail could be considered as having a lower risk status.

Table 42
Risk Assessment for Restitution Center Inmates
(Includes House Arrest Cases)

	<i>Men</i>	<i>Women</i>
Total in original sample	93	11
Subtotal remaining after removing sequentially:		
• Maximum custody classification ³¹	79	8
• Current charge of violent felony	76	8
• History of institutional violence or escape	75	7
• Prior violent felony conviction	69	7
• <u>Current felony warrants</u>	<u>51</u>	<u>4</u>
• Current misdemeanor warrants	25	4
• Prior warrants or FTA	23	3

A quarter of the sample (25%, combined men and women) still remained after employing all risk assessment indicators. Taking a cut further up on the table to include those with current misdemeanor warrants and prior warrants or FTAs increases the remaining number to over half (52.9%). As with the County Jail sample, this group seems most amenable to lower security housing and possible alternatives to incarceration.³² Other factors may come into play which could

³¹ Classification was from original County Jail forms; the Restitution Center does not apply this classification.

³² All but four of the 17 Intensive Custodial Home Supervision cases fit in this group.

preclude consideration for lower risk status, so it would be important to further examine the group on a case by case basis.

With aggressive use of post-sentence alternatives, ILPP suggests that around 25 to 30 percent of the Restitution Center cases could be released from custody. Indeed, roughly 18 percent of this group is already participating in the Intensive Custodial Home Supervision program.

2. General Finding - Males, County Jail and Restitution Center

Release using alternatives to incarceration, particularly at the pretrial stage, is often adversely affected by the presence of warrants, VOPs and FTAs. A large percentage of County Jail and Restitution Center profile inmates display one or more limiting traits. About half of the County Jail and Restitution Center inmates had a current warrant. Primary charges of VOPs and FTAs combined comprise nearly half of the County Jail population and nearly a third of the Restitution Center population. These large proportions help identify system issues such as supervision in the community, risk assessment and efforts to lower FTAs for those released. Efforts to assure appearance as part of pretrial services may help reduce FTA arrests and in turn, reduce second generation arrests which clog the system.

Over three-fourths of the County Jail inmates and 90 percent of the Restitution Center inmates had at least one prior adult conviction. Both County Jail and Restitution Center showed over a third of their inmates having at least one prior felony conviction. Multiple prior misdemeanor convictions were the rule, with DUI convictions and other automobile-related charges playing a major part in the misdemeanor priors (over 40% of both facilities having one or more DUI priors). This points to a population of repeat offenders, many of whom have had alcohol-related problems. Efforts to reduce recidivism should address the problem of repeat offenders with particular emphasis on alcohol abuse issues and the prevalence of habitual vehicle code violators.

Nearly half of all males incarcerated in the County Jail or the Restitution Center were not residents of Washington County. Most of the nonresidents were from Multnomah County or other neighboring counties. Predicting future jail population trends using Washington County demographic and planning data alone is therefore misleading. Planning for future jail populations should incorporate information from the greater regional area.

At this time, OR release is not restricted to Washington County residents.³³ As the information on residence indicates, it is important not to be too restrictive in terms of residence in order to release pretrial the maximum number of otherwise eligible arrestees.

High unemployment is generally a characteristic among inmates in jails throughout the country. Washington County inmates prove no exception, with 53.5 percent unemployed at the County Jail and 31.2 percent unemployed at the Restitution Center. The Department of Community Corrections' job training/placement

³³ OR is restricted to Oregon residents with a verifiable residence.

programs may help reduce recidivism. The County Jail should also consider providing job training or placement programs.

A fairly high percentage of Hispanic inmates were present at both the County Jail (23.3%) and to a lesser degree, the Restitution Center (11.8%), particularly in comparison with their representation of only 4.6 percent of the county population (1990 Census).

A closer study was made of the Hispanic inmate population to determine if any patterns emerged which might lend some insight into why this subpopulation is disproportionately represented. First, ILPP looked at place of residence to see if many of this group were from out of county, which might help explain the over-representation in comparison with the county population. It was found that unlike the County Jail and Restitution Center samples as a whole, Hispanics were more likely to be county residents. Approximately three-fourths of the Hispanics were county residents, as opposed to only 54 percent of the County Jail and 58.1 percent of the Restitution Center inmates as a whole.

In nearly every other criminal or demographic characteristic, the Hispanic population was very similar to the samples of County Jail and Restitution Center populations. However, although the difference was not large, Hispanics in both facilities had a smaller proportion of felony to misdemeanor offenses (52.5% felonies as opposed to 62.2% felonies at the County Jail and 36.4% felonies as opposed to 45.2% felonies at the Restitution Center). Hispanics had a larger proportion of misdemeanor DUII charges, particularly at the Restitution Center (27.3% of total offenses as opposed to 14% for the sample as a whole at the Restitution Center).

Since Hispanics represent around a fifth of those incarcerated in Washington County, their particular needs should be considered in ongoing planning efforts. English language skills,³⁴ employment, education and substance abuse programs may be of particular benefit for this population, as would interpreters systemwide.

3. General Finding - Females, County Jail and Restitution Center

Residence and employment for the female samples were quite similar to those of the male samples. Around half of the women resided outside of Washington County, and a little over half of the women were unemployed. As with the men, this information makes it important to take into consideration the greater regional area when planning for or predicting future jail populations. It also points to the need to include some sort of employment training or placement when programming for the women.

As with the men, the County Jail women were generally being held on felony charges in half to three-fourths of the samples. Similarly, violations of probation or parole comprised a sizeable charge category, pointing to a problem with supervision and risk assessment for those released from custody.

³⁴ ILPP noted that for well over half of this group, Spanish was the primary language.

Women housed in the County Jail were quite similar overall to their male counterparts, particularly in the 6/19/91 sample which included a larger proportion of felonies than the 8/1/91 sample. The female inmates are not more "lightweight" than the males, having similar proportions of felony offenders, violent offenders and repeat offenders. Planning for the female population should include a full range of housing and programmatic options.

G. WASHINGTON COUNTY EXIT SURVEY³⁵

ILPP reviewed "Corrections Facilities Exit Survey Analysis," by John Hutzler of Law and Policy Associates (LPA) dated July 12, 1991, for comparison with ILPP's profile study. LPA collected automated data on all jail bookings closed and all releases from the Restitution Center and Intensive Custodial Home Supervision programs over the period of July, August and September, 1990. The sample totaled 2,275; prior criminal records were manually examined for 674 of these cases.

The LPA exit survey contained only a few of the generally employed standard categories which could be compared with ILPP's profile: sex, age, race, residence, booking reason,³⁶ offense composition and prior arrests. For some of these categories, LPA's exit survey data differed from ILPP's. For example, ILPP examined manual records for the entire profile sample rather than automated records, and was thus able to document some demographic characteristics, as well as to provide gender breakdowns for criminal characteristics.

The exit survey combines percentages for males and females while ILPP presents each separately. For purposes of comparison with the exit survey, ILPP had to combine this information. However, it is important to note that for criminal justice planning, male and female data should be analyzed separately since the housing and most of the programming for males and females is separate, and major constitutional issues and costs are involved.

Additionally, LPA's exit survey does not provide analysis specific to persons housed at the Restitution Center or on Intensive Custodial Home Supervision. ILPP's profile study provides information on these cases.

Below is the comparison between the exit survey and ILPP's profile study. Unless otherwise noted, descriptions refer to the exit survey; the tables compare exit survey and ILPP data.

Sex: 83 percent male, 17 percent female. ILPP's profile study shows 91 percent male and 9 percent female. The exit survey's percentage for female inmates seems high since there are only enough female beds to accommodate approximately 16 female inmates or around 9 percent of the total population. Even when two to three women who could have been in holding cells are added, the total percentage of jail population is still only about 10 percent.

³⁵ The exit survey, unless weighted by LOS, is comparable to a tracking sample, not a profile. Profiles are weighted toward those who stay a long time while tracking counts individuals only once (unless they are rearrested). When exit study quantities are shown as "% of ADP," however, they are comparable to the profile.

³⁶ The ILPP profile referred to "booking reason" as "custody reason," as was noted on jail forms.

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Reviews of past inmate populations and jail staff interviews also concur that female population rarely rises over 9 or 10 percent.³⁷

Age: Nearly half were in the 21 to 30 age range. The findings are in close agreement.

Table 43
Age - Exit Survey/ILPP

	<i>Exit Survey</i> <i>% of ADP³⁸</i>	<i>ILPP %</i>
Less than 21	14	18
21-25	23	24
26-30	25	23
31-35	17	15
36-40	11	11
Over 40	10	8
	100	99 ³⁹

Race: 94 percent white. The automated data collection method did not allow LPA to break out Hispanics which are entered in the computer system as white. ILPP's profile study found 71 percent white with a substantial 22 percent Hispanic. Black, Asian and Native American populations combined for a total of seven percent.

Residence: LPA was able to obtain residence information for only half of the cases sampled. Of these, 68 percent resided in Washington County. ILPP's complete sample showed that 53.2 percent resided in Washington County, a lower proportion than that in the exit survey, and that a substantial percentage (25.5%) resided in Multnomah County.

Booking Reason: "Probable Cause" is a reason for the majority of bookings (55%), but only about one-third of the jail's inmate population was booked on this broad category; 15 percent of jail bookings were based on bench warrants, and a majority of the inmates in the facility (59%) were booked on warrants, detainers or holds.

³⁷ Four new female beds were added after the profile sample was taken. These beds will probably affect the total count of women from 10/91.

³⁸ ADP was used as it more closely matches the one-day profile sample taken by ILPP.

³⁹ Due to rounding to more closely compare with the LPA data, the total does not equal 100 percent.

Table 44
Booking Reason - Exit Survey/ILPP

	<i>Exit Survey % of ADP</i>	<i>ILPP %</i>
Probable Cause	34	37.0
Washington County Warrant	42	46.0
Detainer	9	5.8
Hold	15	3.7
Report for Sentence	17	6.3
Secret Indictment	0	1.1
	117 ⁴⁰	99.9

Offense Composition: Misdemeanants account for nearly two-thirds (64%) of jail bookings, with felony offenders representing 22 percent of bookings. Unclassified offense (probation and parole violations, contempt, holds, etc.) were 15 percent of total bookings. Nearly two-thirds of the jail population is charged with or convicted of a felony offense or a violation of probation or parole.

Table 45
Offense Composition - Exit Survey/ILPP

<i>Offense Class</i>	<i>Exit Survey % of ADP</i>	<i>ILPP %</i>
A Felony	10	20.1
B Felony	8	6.9
C Felony	25	35.4
A Misdemeanor	32	34.4
B Misdemeanor	1	1.6
C Misdemeanor	12	0.5
Unclassified Misdemeanant ⁴¹	22	1.1
	110 ⁴²	100.0

Prior Record Characteristics: Prior arrest data analysis showed that 41 percent of persons booked into the jail had no prior arrests within five years, and only 32 percent of bookings involved offenders with a prior felony arrest within that period. However, four out of five inmates in jail on an average day have a prior arrest record, and 60 percent have a prior felony arrest. About a third (32%) of jail inmates are, or have been previously, charged with a serious person offense (felony or class A misdemeanor).

⁴⁰ Totals given in the LPA report showed 100 percent. However, when ILPP totaled the amounts, in most cases, the total percentages were well above 100 percent. With totals greatly exceeding 100 percent, it brings into question the breakdowns that are provided and makes comparison difficult. Perhaps these are typographical errors, but ILPP does not know where the errors lie.

⁴¹ ILPP was able to reduce the percentage of unclassified offenses by making follow-up inquiries and referring to other sources for more information.

⁴² Totals given in the LPA report showed 100 percent. However, when ILPP totaled the amounts, in most cases, the total percentages were well above 100 percent. With totals greatly exceeding 100 percent, it brings into question the breakdowns that are provided and makes comparison difficult. Perhaps these are typographical errors, but ILPP does not know where the errors lie.

ILPP found that only 11.1 percent of sampled inmates had no prior arrest record.⁴³ As with the LPA findings, this points to a high percentage of inmates in jail with prior arrests. It is worth noting, however, that arrests are not the best indicator of prior criminal activity. It is generally acknowledged that information on prior convictions, as opposed to prior arrests, is more useful for management and release decisions made by the Courts, jail personnel and community corrections agencies.

⁴³ ILPP collected complete prior record histories for the entire profile sample. Histories were thus compiled for a longer period of time than for the exit survey sample, which may explain the substantial difference in the percentage of population without prior arrest records.

CLASSIFICATION

CLASSIFICATION

A. INTRODUCTION

Jail populations, due to crowding and other changes in the criminal justice system, include a wide range of risks and needs, creating complex and demanding housing requirements. Litigation against jails has also been increasing. These factors have begun to create a recognition among jail administrators of the need to allocate limited physical, program and financial resources in a manner which protects staff and inmates while meeting the goal of public protection. Furthermore, lower security facilities are much cheaper to construct and operate. In this environment, classification has emerged as both a vital component of effective management and a means for enhancing consistency and equity in decision making.⁴⁴

The use of an objective classification instrument as a means of classifying inmates is recognized as the forefront of classification today and was the focus of a 1989 National Institute of Corrections (NIC) study. Objective classification involves the use of a standardized form or checklist which is employed by staff to assess every inmate's custody and program needs. It relies on a narrow set of well-defined legal factors and personal characteristics to guide decision making.⁴⁵

NIC has concluded that as a management tool, objective classification has been found to facilitate:

- Use of the same classification approach for all inmates;
- Assignment of inmates to custody levels consistent with their backgrounds;
- Promotion of similar decisions among classification staff on comparable offender cases;
- Defense in litigation pertaining to jail operations;
- Identification of appropriate levels of supervision for differing inmate risks;
- Effective use of personnel based on an understanding of divergent custody and program needs;
- Provision of data useful to facility planning; and
- Generation of information that can be used in monitoring and evaluating system goals.⁴⁶

⁴⁴ United States Department of Justice, National Institute of Corrections, Jail Classification System Development Document: Executive Summary, November, 1989, p.2.

⁴⁵ Ibid.

⁴⁶ United States Department of Justice, National Institute of Corrections, p. 2-3.

B. CLASSIFICATION IN WASHINGTON COUNTY

The County Jail employs an objective classification instrument developed by the American Jail Association (AJA) and observed in use in a Michigan jail. The instrument uses a decision-tree format as opposed to an assessment scale where points are added or subtracted to determine a final score for custody level (see Appendix III.D for the County Jail's classification form). Jail staff opted for this type of format because it was felt to be less complicated and time-consuming to use.

ILPP reviewed the County Jail's instrument and employed it on a sample of the profiled inmates. The instrument was found to be adequate for assessing custody levels. The major differences between the NIC instrument which ILPP employed in their classification exercise and the County Jail's classification worksheet were:

- Alcohol and drug abuse is not factored into the County Jail form;
- Stability factors (employment and family ties) are used only to determine the level of minimum security for post-sentence inmates in the County Jail form;
- Age is not used as a stability factor on the County Jail form;
- The lowest security level which can be assigned to a presentence inmate is medium security on the County Jail form.

ILPP believes that these differences were primarily responsible for a slight variation in the classification of sample inmates between the NIC and County Jail classification forms. The ability to assign a lower classification to presentence inmates using the NIC form was the source of the most differences in classification. This ability provided ILPP with a greater range in which to view inmates for possible programmatic or alternative custody options.

While the classification instrument employed by the County Jail appears adequate, interviews with jail staff reveal that several problems exist.

- Staff doing the classification are not specifically trained in the area of classification. They receive basic training in classification only as part of their regular training. Specific ongoing training for classification is also not provided. There is no classification "expert" on staff to serve as a resource.
- There is no regular review of the classification component to determine if revision of policies and procedures may be necessary.
- Updating the classification of inmates does not occur on a regular basis.
- Due to physical and staffing constraints at the jail, the midnight shift generally fills out the classification worksheet. This limits immediate access to inmates. No inmate interviews are done at this time.
- Crowding at the jail hampers optimum placement of inmates. Despite receiving a specific classification, inmates must be housed on a space available basis. Staff has found this most problematic in the maximum security sections.

- Finally, due to lack of space, women must all be housed together, despite their classification.

C. THE CLASSIFICATION EXERCISE

County Jail inmates and Restitution Center cases from the profile were classified using an external classification approach developed by the National Institute of Corrections. The findings of this "external" exercise (designated as "ILPP") have been compared to the county's classification (designated as "County") of these same inmates and are displayed in the charts below. Copies of the NIC and the Washington County inmate classification forms can be found in Appendix III.D.

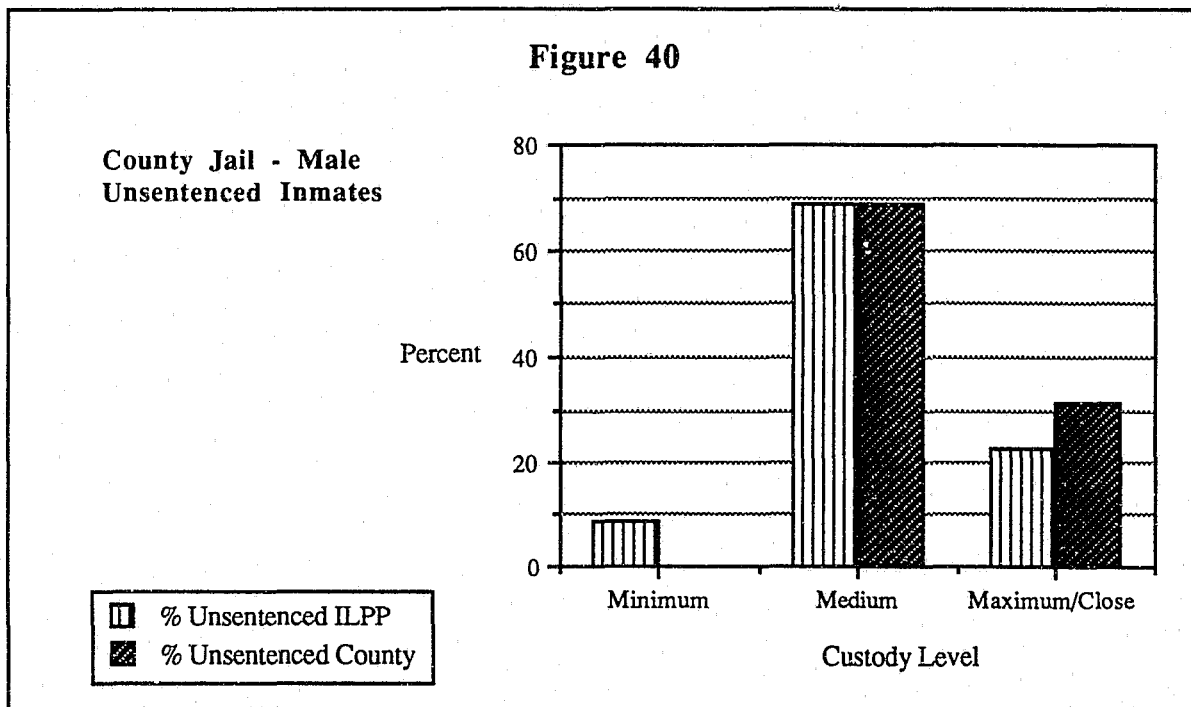
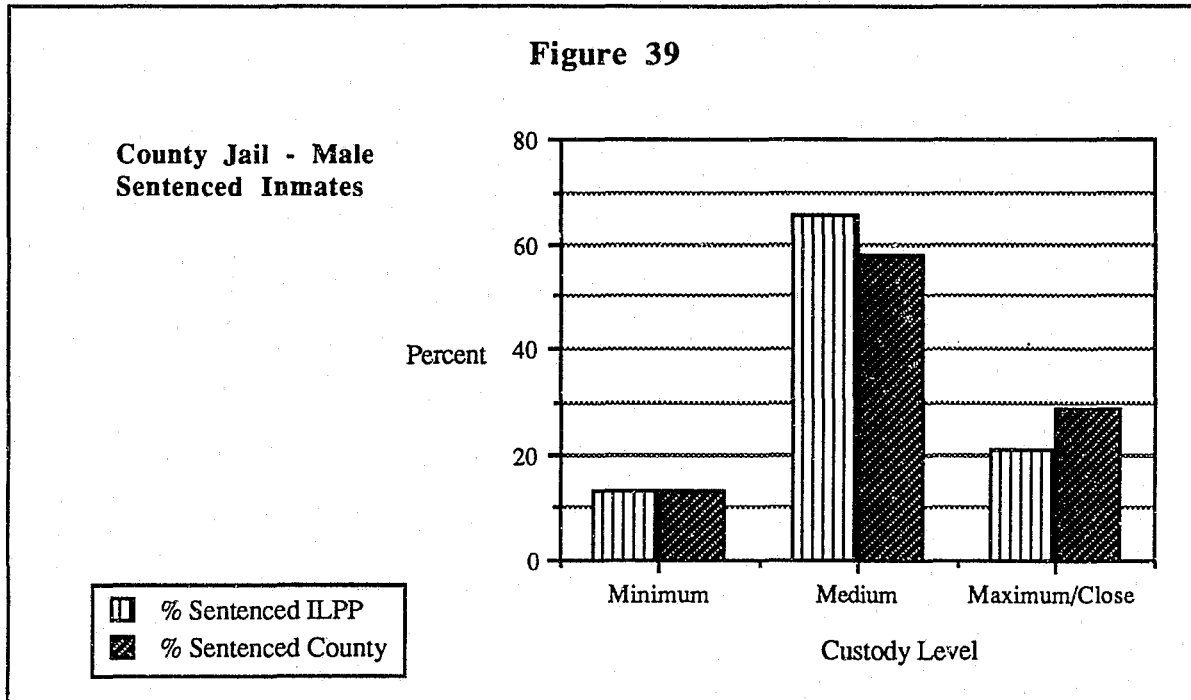
This classification exercise provides a means for objectively looking at current custody placements. It also provides a very useful tool for the planning of new or expanded facilities. In planning facilities, it is important to properly assess the need for various housing types so that there is an adequate mix of custody levels. Another consideration is that the lower the security level, generally, the lower the cost of construction, staffing and maintenance.

D. COUNTY JAIL - MALE (N=172)

Table 46
Classification: County Jail - Male

	<i>Sentenced N=38</i>				<i>Unsentenced N=134</i>			
	<i>ILPP</i>		<i>County</i>		<i>ILPP</i>		<i>County</i>	
	#	%	#	%	#	%	#	%
Minimum	5	13.2	5	13.2	12	8.9	0	0.0
Medium	25	65.8	22	57.9	92	68.7	92	68.7
Maximum/Close ⁴⁷	8	21.0	11	28.9	30	22.4	42	31.3
Totals	38	100.0	38	100.0	134	100.0	134	100.0

⁴⁷ Maximum security includes both the county's custody level of maximum and close custody. Few inmates received a county classification of maximum security (2/172 males); most received a close custody designation.



As the charts above show, ILPP and county classifications are quite similar, with the county tending to classify a bit more toward maximum/close security.

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For sentenced inmates, both the county and ILPP show few minimum security risks. This is primarily due to the Route Out system which places as many sentenced inmates as possible in the less secure Restitution Center.

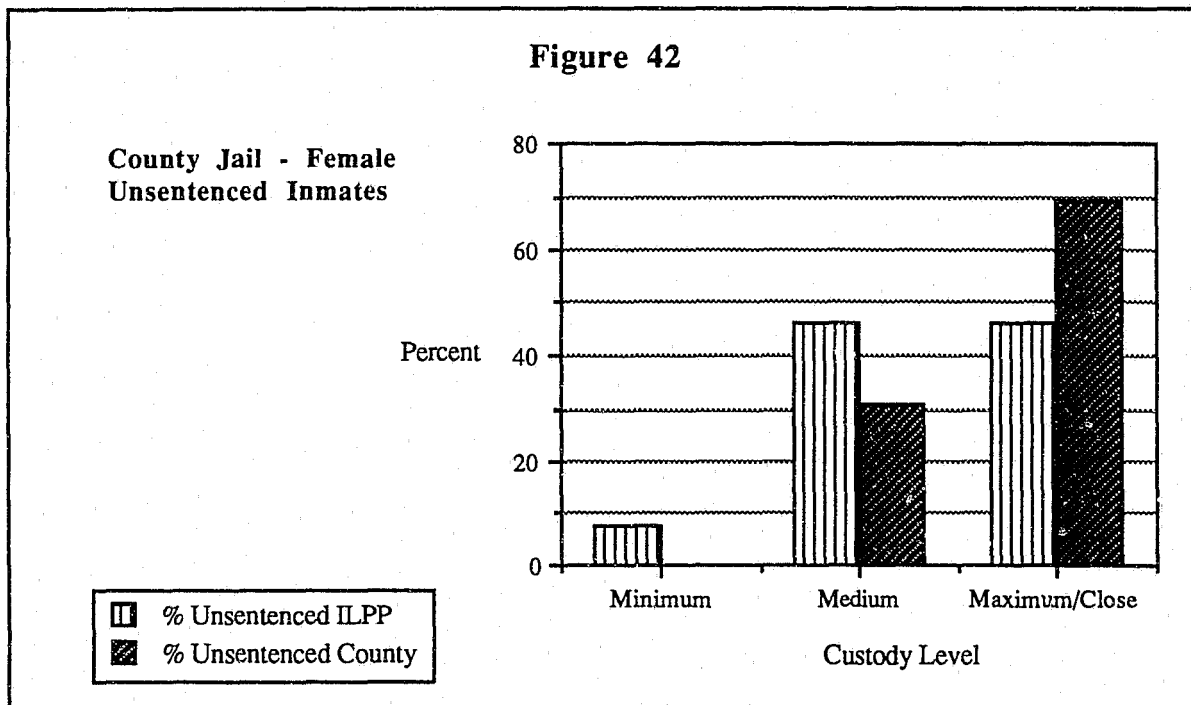
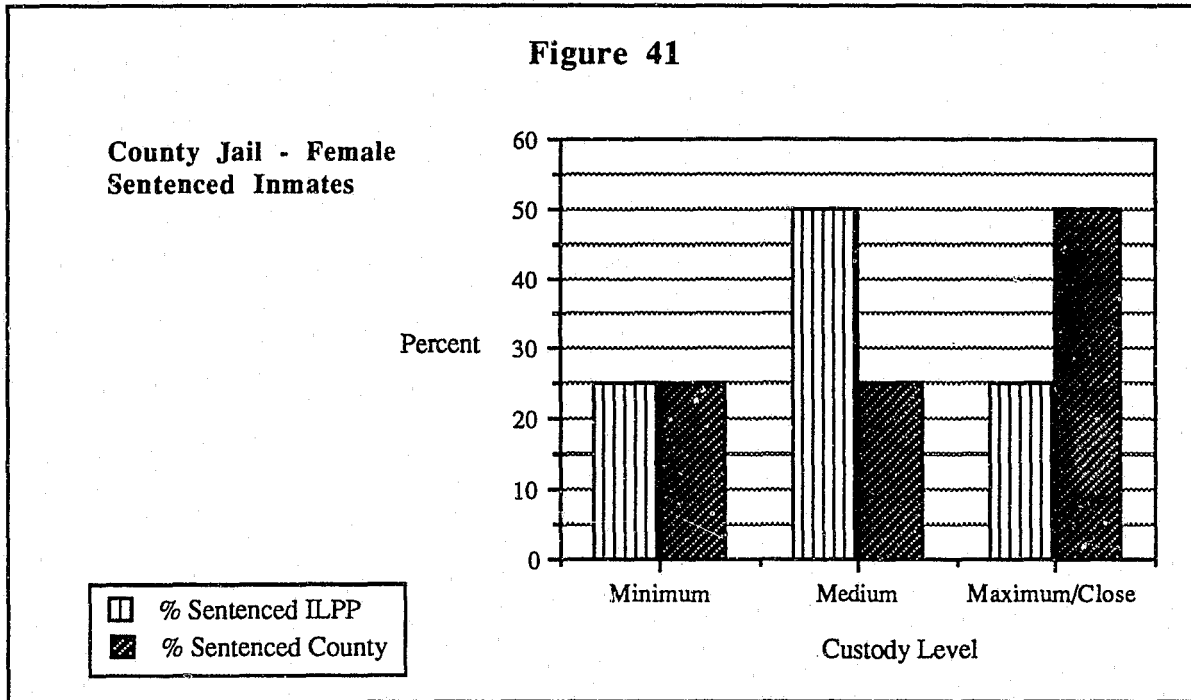
For the unsentenced population, the ILPP classification shows a total of 12 inmates who could be considered minimum security risks. Typically, because of their unsentenced status, many counties consider such inmates as at least medium security risks. Indeed, approximately 35 percent of the inmates classified as medium security by jail staff would have been classified as minimum security if they had been sentenced (see Medium 4 on the Washington County Jail Classification Worksheet in Appendix III.D). The classification form used by ILPP makes no distinction between sentenced and unsentenced. However, considering standard jail practices regarding the housing and programming of unsentenced inmates, it is sometimes practical to combine the categories of minimum and medium into one medium category.

E. COUNTY JAIL - FEMALE (N=17⁴⁸)

Table 47
Classification: County Jail - Female

	<i>Sentenced N=4</i>				<i>Unsentenced N=13</i>			
	<i>ILPP</i>		<i>County</i>		<i>ILPP</i>		<i>County</i>	
	#	%	#	%	#	%	#	%
Minimum	1	25.0	1	25.0	1	7.7	0	0.0
Medium	2	50.0	1	25.0	6	46.2	4	30.8
Maximum/Close	1	25.0	2	50.0	6	46.2	9	69.2
Totals	4	100.0	4	100.0	13	100.1	13	100.0

⁴⁸ Classification of the second sample of women showed nearly identical breakdowns.



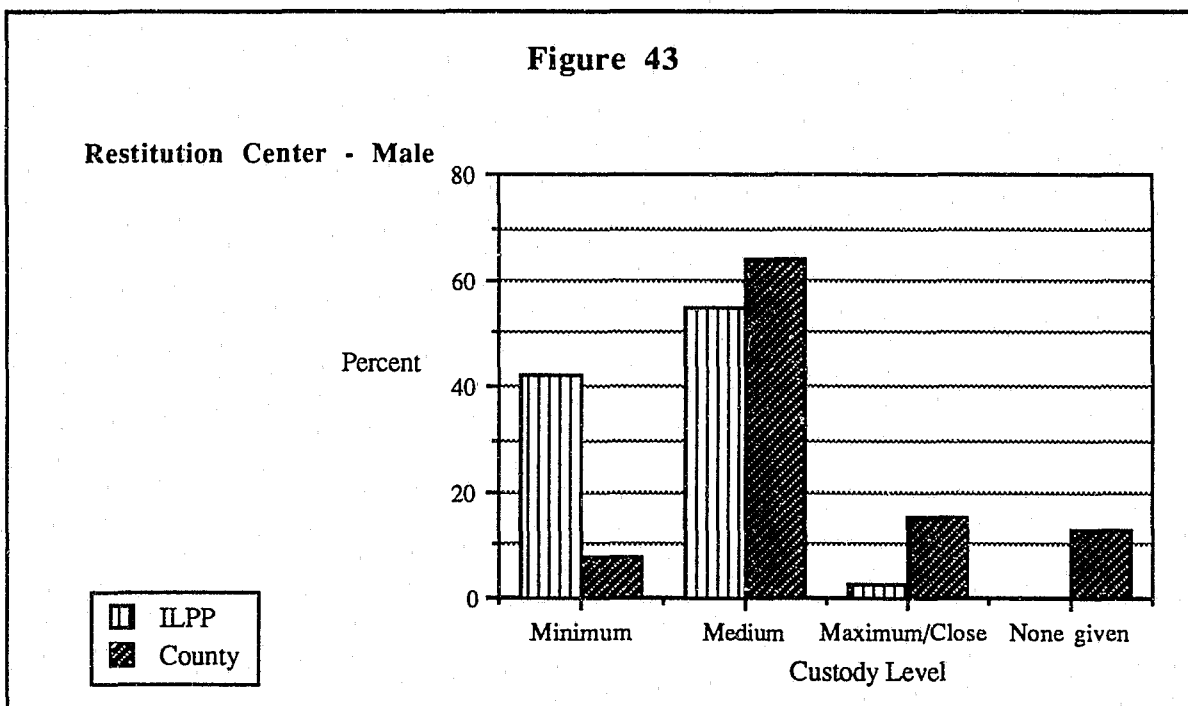
Because the female sample is small, only general conclusions should be drawn from their classification. Generally, few sentenced or unsentenced women in the County Jail can be considered as minimum security risks. For unsentenced women, it can be generalized that 40 to 50 percent could be classified as medium security and 50 to 60 percent as maximum security.

F. RESTITUTION CENTER - MALE (N=78)

All are sentenced.

Table 48
Classification: Restitution Center - Male

	ILPP		County ⁴⁹	
	#	%	#	%
Minimum	33	42.3	6	7.7
Medium	43	55.1	50	64.1
Maximum/Close	2	2.6	12	15.4
None Given	0	0.0	10	12.8
Totals	78	100.0	78	100.0



The Restitution Center's physical plant, security and programming make it minimum to low medium housing. Residents of the Restitution Center therefore could primarily be considered as being treated as minimum security risks. Initial classification at the County Jail, which in most cases reflects classification of individuals when they are unsentenced, is

⁴⁹ Classification reflects earlier County Jail classification; the Restitution Center does not apply this classification.

not updated when the individual enters the Restitution Center. The information that is broken out above reflects Washington County Jail personnel classification and therefore is not current. It may reflect some overclassification because if individuals were classified when they were unsentenced (which is true in most cases), they would be ineligible for minimum security due to their unsentenced status (see the Washington County Jail Classification Worksheet in Appendix III.D).

The classification exercise conducted by ILPP shows that while close to half (42.3%) could be considered as minimum security, 57.7 percent were classified as medium or maximum security. Washington County's classification also showed a high percentage classified as medium or maximum security, with 64.1 percent classified as medium security and 15.4 percent as maximum security. This points to the possibility that there may be some inmates inappropriately placed in this less secure setting.

While Restitution Center staff should be lauded for keeping problems to a minimum, Washington County may want to consider a wider range of options and sanctions for its sentenced population when planning for the future. This may help reduce inmate/inmate and staff/inmate problems and help ensure program success for most appropriately placed inmates.

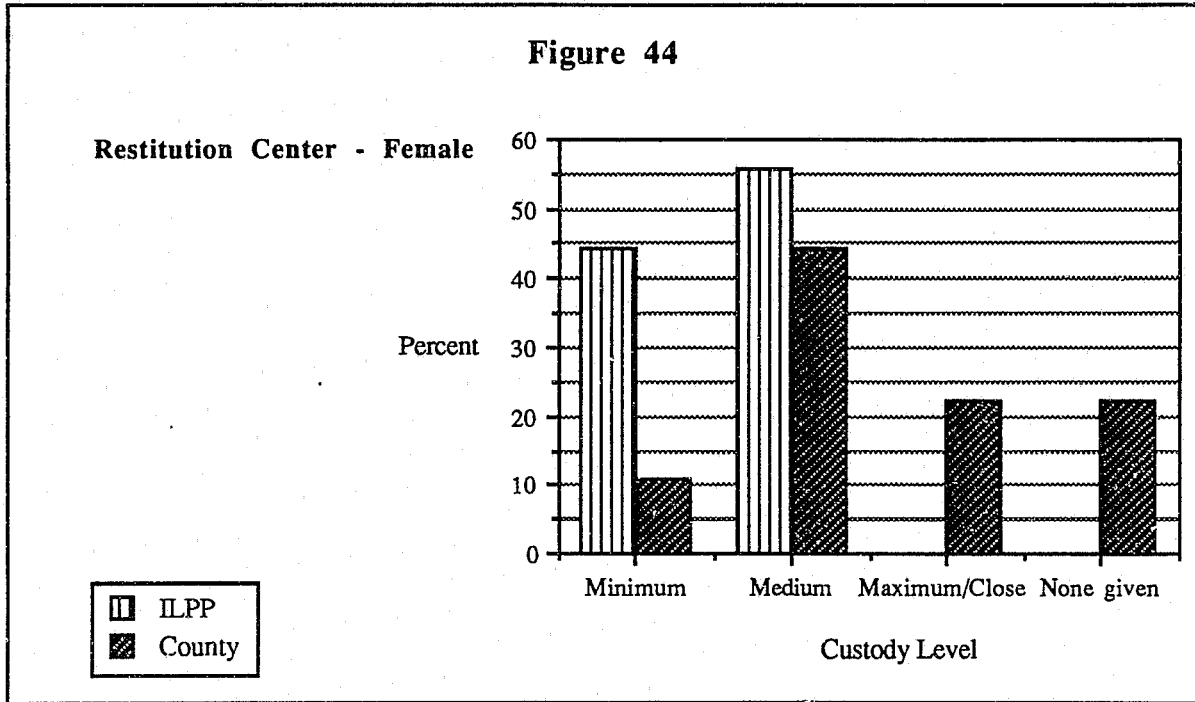
The Restitution Center employs a classification instrument (Custodial Supervision Classification score) upon reception of inmates to its facility. However, the score is used only to determine eligibility for Intensive Custodial Home Supervision. This classification is continually reassessed. Since there is no variation in type of housing at the Restitution Center, the staff do not feel that it would be useful in regards to housing placements. However, it was stated that the instrument could be used beyond its current limited use.

G. RESTITUTION CENTER - FEMALE (N=9)

All are sentenced.

Table 49
Classification: Restitution Center - Female

	<i>ILPP</i>		<i>County</i>	
	#	%	#	%
Minimum	4	44.4	1	11.1
Medium	5	55.6	4	44.4
Maximum/Close	0	0.0	2	22.2
None Given	0	0.0	2	22.2
Totals	9	100.0	9	99.9



Since there are few women in the sample, only general conclusions should be drawn from their classification.

As with the male sample from the Restitution Center, county classification is not current and generally reflects classification at the time of booking into the County Jail as an unsentenced arrestee. Thus, county classification is weighted more heavily toward medium and maximum/close security. ILPP's classification shows that around half of the women could be considered as medium security. As with the men, this may indicate some inappropriate placements in view of the low security at the Restitution Center.

H. CLASSIFICATION RECOMMENDATIONS

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

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

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

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

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

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

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

TRACKING ANALYSIS

TRACKING ANALYSIS

The tracking analysis also appears in Volume II, Justice System Components. This analysis of inmate flow was essential to both the assessment of the justice system components (Volume II) and the corrections needs assessment in this volume. Thus, it has been included in its entirety in both volumes.

A. DESCRIPTION OF SAMPLE

Jail tracking information is important in determining the average length of stay (ALS) for inmates. ALS data are crucial to identifying system operations which may cause delays in routine case processing. Other admission and release information will help determine the points at which alternatives to incarceration are used.

The tracking analysis, particularly when combined with inmate background information, can provide an excellent basis for analyzing local incarceration practices. For example, it can lead to a more accurate determination of the size of the pretrial and sentenced populations and the percentage of felons versus misdemeanants.

The tracking sample was obtained by compiling information on all bookings into the Washington County Jail during four selected weeks (one week each for the following months: July and October, 1990, January and April, 1991). The total sample consisted of 826 valid cases.

A significant proportion (13%) of the total sample, however, consisted of "out of custody" (OOC) bookings. An OOC booking involves an arrestee who is cite-released by the arresting officer in the field; at the first court appearance, the arrestee reports to the jail for fingerprinting and a photograph. Such a booking is for identification purposes only. The arrestee is not actually booked into the jail in the traditional sense and not held in custody.

An OOC booking is usually completed in less than 15 minutes, although the process can take up to 30 minutes when jail personnel are particularly busy. The technical nature and very short average lengths of stay of such bookings made it desirable to eliminate them from the tracking sample. For this purpose, the cases of all arrestees with a length of stay of 15 minutes or less (≤ 0.01 days) were deemed OOC bookings. The revised sample consisted of 717 valid cases. While these cases were eliminated for purposes of the tracking analysis, a comparison of the total sample with the revised sample provided some information on cite-releases by law enforcement agencies. Table 50 identifies the categories of charges that were most affected by the elimination of OOC bookings.

Table 50
Impact of "Out of Custody" Bookings on Sample

<i>Charged Offense</i>	<i>N (% of total sample)</i> <i>(N=826)</i>		<i>N (% of revised sample)</i> <i>(N=717)</i>	
<u>Felonies</u>				
Property	29	(3.5)	18	(2.5)
Auto (DWS/DWR, etc.)	34	(4.1)	23	(3.2)
<u>Misdemeanors</u>				
Burglary-related	21	(2.5)	12	(1.7)
Property	83	(10.0)	41	(5.7)
DUII	169	(20.5)	164	(22.9)
Nuisance	28	(3.4)	20	(2.8)

Total OOC Bookings = 109

Total Felony OOC Bookings = 31

Total Misdemeanor OOC Bookings = 78

For both felonies and misdemeanors, the categories most affected were property offenses. OOC bookings accounted for 38 percent of those charged with a felony property offense and 49 percent of those charged with a misdemeanor property offense (including burglary-related charges).

B. FELONY/MISDEMEANOR BREAKDOWN

Felony bookings (218) accounted for 30 percent of the revised sample. The single largest category of felony bookings was violations of probation/parole (VOP), which were 23 percent of all felony bookings. Persons booked on VOPs also had one of the highest ALS for the felony bookings at 19.9 days. Over a third (37%) of the felony bookings were for VOPs, failures to appear (FTA) and holds.

Offenses involving violence against other persons, including robbery, and property offenses each represented 14 percent of all felony bookings. Bookings for robbery accounted for 50 percent of all the bookings for offenses involving violence against other persons. A significant proportion of the felony bookings was for vehicle violations (DWS/DWR and DWHO) which reflects an increase in what have been described as "second generation" offenses related to a prior conviction for drunk driving. Such bookings were 11 percent of the felony subsample.

Table 51
Felony/Misdemeanor Breakdown

<i>Offense Category</i>	<i>N</i>	<i>% of all felonies</i>	<i>ALS</i>
<u>Felonies (N=218, 30%)</u>			
Violent	30	14	40.01
Burglary	18	8	15.93
Property	30	14	7.16
Drug sale	19	9	4.61
Drug possession	8	4	1.38
Probation/parole	51	23	19.87
FTA	13	6	16.38
Holds	16	7	5.56
Auto (DWS/DWS/DWHO)	23	11	5.31
Other	10	5	8.98
Total	218	101	15.26
<i>% of all misdemeanors</i>			
<u>Misdemeanors (N=499, 70%)</u>			
Violent	69	14	2.17
Property	41	8	7.70
Burglary-related	12	2	2.51
Drug sale	1	<1	46.81
Probation violations	59	12	14.71
DUII	164	33	4.31
Auto (DWS/DWR)	12	2	3.74
FTA	87	17	6.64
Nuisance	20	4	3.4
Other	34	7	11.88
Total	499	100	6.41

The revised sample included 499 bookings for misdemeanor offenses. As seen in most other jurisdictions, bookings for drunk driving (DUII) constitute the greatest proportion of misdemeanor bookings: 33 percent (164). In contrast to the felony subsample, bookings for "second generation" misdemeanor offenses were insignificant; such bookings made up only two percent of the misdemeanor subsample. This may be a charging issue.

Misdemeanor offenses involving violence against other persons were essentially limited to simple assault; this was the charge in 91 percent of such bookings. Misdemeanor bookings for drug offenses were virtually nonexistent; there was only one booking for a drug offense, and that involved drug sales. In contrast, felony bookings for drug offenses, primarily drug sales, were a significant portion of that subsample: 13 percent of all felony bookings, including nine percent for drug sales and four percent for drug use/possession.

What the misdemeanor and felony booking subsamples do have in common is a substantial number of bookings for probation violations and failures to appear. Such bookings

constituted 29 percent of the misdemeanor subsample; the overall ALS for probation violations was also one of the highest for misdemeanor offenses, 14.71 days.

C. PRETRIAL RELEASE

At the Washington County Jail, pretrial release is generally effected through only three types of methods: own recognizance (OR), security deposit and bail. Of these three release methods, OR release is the most utilized; bail is used so infrequently that it is insignificant as a viable form of pretrial release (see Table 52). (Although bail is seldom used to effect pretrial release, it is the fastest way to get out of the Washington County Jail. The ALS for all persons released after posting bail was 1.21 days, but a detailed analysis of the ALS for such persons shows that all but one of the nine individuals who posted bail in the sample were released in one day or less. See Table 53.)

Table 52
Release and ALS by Nature of Offense

	<i>N</i>	<i>% of felony bookings</i>	<i>ALS</i>
<u>Felonies</u>			
OR	76	35	2.93
Security Deposit	27	12	2.08
Court Order	36	17	14.72
Bail	2	1	0.14
Agency Transfer	54	25	26.76
Time Served	23	11	46.66
Total	218	101	15.26
<u>Misdemeanors</u>			
OR	239	48	1.42
Security Deposit	71	14	1.19
Court Order	49	10	4.72
Bail	7	1	1.51
Agency Transfer	31	6	19.35
Time Served	61	12	31.19
Weekender	39	8	0.68
Furlough	1	<1	0.31
Escape	1	<1	3.24
Total	499	100	6.41

Based on the data, the pretrial release rate for Washington County is fairly low at 59 percent (422 releases) in comparison with ILPP's prior experience in nearly 50 county studies. Pretrial release on OR is also relatively slow: persons booked on felonies and released on OR have an ALS of nearly three days (2.93 days); persons booked on misdemeanor charges have an ALS of 1.43 days.

Table 53
Length of Stay by Pretrial Release Mode

Length of Stay (range)	OR		Sec. Dep.		Bail		Ct. Order	
	N	% OR	N	% SD	N	% Bail	N	% Ct. Order
≤0.50 days	223	71	59	60	5	56	16	19
≤0.51 to 1 day	16	5	12	12	3	33	10	12
≤1.01 to 2.0 days	33	10	10	10	0	0	12	14
≤2.01 to 3.0 days	6	2	1	1	0	0	5	6
≤3.01 to 4.0 days	4	1	6	6	0	0	0	0
≤4.01 to 5.0 days	4	1	0	0	0	0	0	0
≤5.01 to 6.0 days	4	1	2	2	0	0	3	4
≤6.01 to 7.0 days	1	<1	1	1	0	0	5	6
≤7.01 to 8.0 days	6	2	2	2	1	11	2	2
≤8.01 to 9.0 days	4	1	2	2	0	0	4	5
≤9.01 to 10.0 days	1	<1	1	1	0	0	2	2
>10.01 days	13	4	2	2	0	0	26	31
Total	315		98		9		85	
Overall ALS	1.79 days		1.44 days		1.21 days		8.96 days	

In contrast, persons who post a security deposit have a shorter ALS, 2.08 days for felony bookings and 1.19 days for misdemeanor bookings.

As shown in Table 54, the use of the three pretrial release methods for both felony and misdemeanor bookings is virtually identical.

Table 54
Use of Pretrial Release Methods

	OR	Security Deposit	Bail	Total Pretrial Release
Felony Bookings	76 (72%)	27 (26%)	2 (2%)	105 (100%)
Misdemeanor Bookings	239 (75%)	71 (22%)	7 (2%)	317 (99%)

The pattern of pretrial releases for both felony and misdemeanor bookings can probably be explained by the fact that OR releases actually include two types of releases. In addition to the traditional OR release, also known as sheriff's citation releases in other jurisdictions, OR includes releases authorized by court officers. Such releases occur after a booked offender completes a form and is interviewed by one of the court Release Assistance Officers. Although the process differs significantly for the two types of OR release, no distinction is made between them in the booking information maintained by jail personnel.

The combination of OR releases by the Sheriff's Department with those by Release Assistance Officers may also explain the relatively high overall ALS for OR releases in the misdemeanor booking subsample. (The range of ALS for misdemeanor bookings was 0.02 days to 76.06 days.)⁵⁰

Table 53, which breaks ALS for pretrial releases into smaller subgroups, shows 71 percent of all OR releases (felony and misdemeanor combined) are effected in a half day or less.

Table 53 also shows that the majority of releases by security deposit (60%) require less than half a day, as well as court-ordered releases as a pretrial release. Although court-ordered releases are generally used for persons whose charges have been adjudicated (e.g., continued on probation or given credit for time served), data analysis showed that a significant number of persons were released from the jail by court order within two days. Since persons arrested without an arrest warrant must be arraigned within two days, ILPP believes that most court-ordered releases within the same time frame probably represent pretrial releases.⁵¹ If court-ordered releases within two days of booking are included as pretrial release, the overall pretrial release rate for Washington County is increased to 64 percent.

Although most OR releases are effected in one-half day or less, Table 55 shows the processing of such releases is slower than most other jurisdictions studied by ILPP. (In these jurisdictions, OR release, or sheriff's citation, requires only one to two hours at most.) Slightly more than a third (34%) of all OR releases occurred after an ALS of two hours or less.

⁵⁰ The cases for the booking sample were obtained before Washington County jail personnel implemented use of a matrix system which sets release criteria for persons arrested for misdemeanors and felonies and assigns points to various criteria. The matrix system was implemented on October 1, 1991, and is based on a system used in Multnomah County. Jail personnel note that the basic criteria were followed for OR releases prior to the use of the matrix system, but that no "numbers" were assigned to the criteria. This analysis of OR releases is therefore based on the assumption that there have been no significant changes in effecting such releases.

⁵¹ The use of the code "court order" on booking logs may also represent inconsistencies in the use of the codes for "OR" and "court order." There is a possibility that some "court order" releases are actually OR releases authorized by a Release Assistance Officer.

Table 55
Pretrial Release Within 1/2 Day

Length of Stay (range)	OR		Sec. Dep.		Bail		Ct. Order	
	N	% OR	N	% SD	N	% Bail	N	% Ct. Order
≤1 hour (0.2 - 0.04)	42	14	4	4	1	11	7	8
≤2 hours (0.05 - 0.08)	73	23	17	17	2	22	1	1
≤3 hours (0.09 - 0.13)	29	9	14	14	0	0	5	6
≤4 hours (0.14 - 0.17)	16	5	7	7	0	0	0	0
≤5 hours (0.18 - 0.21)	11	3	4	4	2	22	0	0
≤6 hours (0.22 - 0.25)	13	4	2	2	0	0	1	1
≤7 hours (0.26 - 0.29)	9	3	5	5	0	0	0	0
≤8 hours (0.30 - 0.33)	10	3	1	1	0	0	0	0
≤9 hours (0.34 - 0.38)	10	3	1	1	0	0	0	0
≤10 hours (0.39 - 0.42)	3	1	1	1	0	0	0	0
≤11 hours (0.43 - 0.46)	3	1	3	3	0	0	2	2
≤12 hours (0.47 - 0.50)	4	1	0	0	0	0	0	0
Subtotal	223	70	59	59	5	55	16	18
Total	315		98		9		85	

Given the minimal processing requirements for implementing an OR release by the Sheriff's Department, most OR releases should occur within four hours; this time frame would also minimize the use of jail resources, particularly bedspace. Nevertheless, only 51 percent of all OR releases take place within four hours or less. If the ORs between four and 12 hours could all be shortened to four hours, there would be a savings of eight beds daily.

While the recommendation that more precise codes be used for releases from the jail appears trivial, improved system effectiveness and efficiency cannot be obtained without data-based management. The inability to distinguish between OR releases by Sheriff's deputies and by Release Assistance Officers is an excellent example of the difficulty in identifying policy or procedural changes that must be made to minimize ALS for persons eligible for pretrial release. Based on available data, it is not possible to identify factors that contribute to delay. Such delay could be due to procedures followed by the Sheriff's Department; problems in identifying individuals who must be interviewed by Release Assistance Officers; problems booked offenders have in completing their forms (e.g., non-English speakers); or even the need to have more Release Assistance Officers available (one position was recently eliminated).

The wide range of ALS for persons booked on misdemeanors before OR release also indicates that OR releases may be used to reduce the jail population when the jail cap has been exceeded. (The ALS of 76.06 days, the highest value in the range, was for a person who had been booked on an outstanding Washington County warrant.) If OR release is used under such circumstances, there is an issue whether such persons should have been released from jail within a shorter time frame (e.g., at the time of arraignment or even earlier).

D. PROBATION/PAROLE VIOLATIONS

One of the factors underlying the low pretrial release rate for Washington County is the significant proportion of the sample that had been booked and held in custody on a warrant, hold or detainer. This group accounted for 42 percent of all the bookings in the revised sample. When weekenders, who do not usually spend any time in the jail, are excluded, the proportion increases slightly to 44 percent. The delay in pretrial releases due to such holds is demonstrated in Table 56 which excludes weekenders from the analysis.

Table 56
Release from Jail by Custody Reason⁵²

<i>Custody Reason</i>	<i>Pretrial Release⁵³</i>			<i>Court Order</i>			<i>Transfer</i>			<i>Time Served</i>		
	<i>N</i>	<i>%</i>	<i>ALS</i>	<i>N</i>	<i>%</i>	<i>ALS</i>	<i>N</i>	<i>%</i>	<i>ALS</i>	<i>N</i>	<i>%</i>	<i>ALS</i>
Probable Cause (318)	263	83	1.14	29	9	5.15	16	5	37.74	10	3	56.66
Wash. Co. Warr. (176)	105	60	3.57	36	20	11.17	16	10	51.74	19	11	32.41
Agency Hold (89)	45	51	0.61	6	7	6.58	32	36	10.05	6	7	36.27
P.O. Detainer (16)	1	6	0.23	5	31	9.28	6	38	14.53	4	25	57.01
Multiple Holds (19)	5	26	2.89	2	11	13.63	9	47	20.85	3	16	26.30
Secret Indictment (4)	2	50	0.31	1	25	5.15	1	25	8.99	0	0	0.00
Report for Sentence (54)	0	0	0.00	6	11	15.33	5	9	1.62	43	80	29.58

Table 56 shows that 83 percent of those booked and held on probable cause affidavits are released pretrial after an ALS of 1.14 days. The proportion of pretrial releases drops substantially for persons booked and held on a Washington County warrant. (In general, most of the Washington County warrants were bench warrants for failure to appear, failure to pay a fine or failure to comply with a court order. The reason for the warrant, however, was not always identified in the data obtained from Washington County personnel.) Only 60 percent of this group was released pretrial. A fifth of this group (20%) were released upon court order after an ALS of 11.17 days.

Persons booked and held on a probation/parole detainer generally were not eligible for pretrial release. In Washington County, detainers apparently are not used for all probation or parole violations. The issuance of a warrant for failure to pay a fine or comply with a court order can generally be deemed a violation of probation. A review of the data also showed that five of the 19 cases held at the request of another agency were for probation violations; two of the cases where there were multiple holds involved probation detainers.

The delay in pretrial release created by the need to clear a warrant or hold is further demonstrated in Table 57 which identifies pretrial releases by the three traditional methods, OR, security deposit and bail.

⁵² Excludes weekenders and furlough releases.

⁵³ Includes OR, security deposit and bail.

Table 57
Pretrial Release by Custody Reason

<i>(Total=421)</i>	<i>OR</i>			<i>Security Deposit</i>			<i>Bail</i>		
	<i>N</i>	<i>% PT Rel.</i>	<i>ALS</i>	<i>N</i>	<i>% PT Rel.</i>	<i>ALS</i>	<i>N</i>	<i>% PT Rel.</i>	<i>ALS</i>
Probable Cause	208	49	1.08	54	13	1.23	1	<1	7.89
Wash. Co. Warrant	74	18	4.15	28	7	2.39	3	1	0.28
Agency Hold	25	6	0.82	15	4	0.32	5	1	0.43
P.O. Detainer	1	<1	0.23	0	0	0.00	0	0	0.00
Multiple Holds	4	1	2.86	1	<1	3.02	0	0	0.00
Secret Indictment	2	<1	0.31	0	0	0.00	0	0	0.00
Totals	314	75	1.79	98	23	1.44	9	2	1.21

As shown in Table 57, only 18 percent of all pretrial releases were OR releases for persons booked and held on a Washington County warrant; this group had the highest ALS, 4.15 days, for OR release. Warrant arrestees also had the highest ALS for security deposit releases, 2.39 days.

E. IMPACT OF DRUNK DRIVING CHARGES ON BOOKING SAMPLE

With the enactment of stricter laws against drunk driving, and concomitant stricter enforcement of such laws, bookings for drunk driving (DUII) have become the most significant proportion of all misdemeanor bookings. Washington County is no exception to the national trend, as reflected in the fact that a third of all misdemeanor bookings were on DUII charges. In contrast to many other jurisdictions studied, however, persons booked on DUII charges spend substantially more time in jail before obtaining pretrial release.

Table 58
Releases for Persons Booked on DUII Charges

<i>(Total=164)</i> <i>Release Mode</i>	<i>N</i>	<i>% of DUII Bookings</i>	<i>ALS</i>
OR	87	53	0.87
Security Deposit	22	13	0.91
Court Order	4	2	4.76
Agency Transfer	5	3	10.54
Time Served	20	12	25.92
Weekenders	25	15	0.74
Escape	1	1	3.24
Totals	164	99	4.31

While the pretrial release rate for persons booked on DUII charges (66%) exceeds the overall pretrial release rate, such persons spend nearly one day in jail before obtaining pretrial release, 0.87 days for OR and 0.91 days for security deposit respectively. (The pretrial release rate is even higher if weekenders, who are already adjudicated, are excluded; the release rate is then 78 percent.) For persons booked on DUII charges, OR releases accounted for 80 percent of all pretrial releases.

The impact of stricter laws against drunk driving on the allocation of jail and law enforcement resources is not limited to arrests for drunk driving. Convictions for drunk driving have also resulted in "second generation" offenses, such as subsequent arrests for driving with a suspended license. The impact of such "second generation" offenses is seen in the felony booking sample where bookings for such violations made up 11 percent of the subsample. (Persons booked on felony charges of "auto-DWS/DWR/DWHO" had an overall ALS of 5.31 days; with the exception of one person, all were released pretrial after an ALS of 0.68 days.)

Although the misdemeanor booking sample had an insignificant number of bookings on similar charges, the "second generation" impact can be seen in bookings for probation violations and failures to appear.

Table 59
New Charges with Related DUII Charges

	<i>Total</i>	<i>N with Underlying DUII Charge/Conv.</i>
Probation Violation	59	16 (27%)
Failure to Appear	87	37 (43%)

Table 59 may be an underrepresentation of new charges related to an underlying DUII charge or conviction since reasons for the probation violation or failure to appear were not always available in the data collected by, and/or provided for, ILPP. Nevertheless, the data did show that 27 percent of all misdemeanor probation violations were related to a prior conviction for drunk driving; 43 percent of all misdemeanor failures to appear involved either an underlying DUII charge or conviction. If all charges related to drunk driving are included with new bookings on DUII charges alone, the proportion of such bookings in the misdemeanor booking sample would increase to 43 percent.

F. IMPLICATIONS FOR JAIL POPULATION

The tracking study has implications for the size and makeup of the jail population. Bookings may be converted to bed-days by multiplying by ALS, and then dividing by the number of days in the sample (28) to give daily beds. This shows the contribution of each inmate category to total population. In the tracking sample, 71 percent of the beds were occupied by inmates booked on just four types of charge: felony violence, DUII, FTA, and probation violation. Reduction in any of these categories would have the greatest effect on overall population.

Violent felons are the class for which confinement seems most reasonable as it keeps them out of further trouble. Drunk drivers are important because there are so many of them

(23% of all bookings). Their relatively long stay (4.31 days) reflects the average sentence of nearly a month served by about ten percent of them.

FTA and probation violations are not the result of any new offenses (assuming that they are not used to shortcut the normal booking and charging procedure). They indicate that the system is not doing as good a job as it might in supervising probationers and enforcing court appearances.

Just two release types accounted for 77 percent of the beds: time served and agency transfer. The latter category, however, is a catch-all which is so broad as to make it useless for population management. It includes at least the following: persons released to another county soon after booking; convicted felons who are kept through trial and then sent to prison; persons extradited to another state; and anyone who has served a sentence in Washington County and is then released to another jurisdiction for further prosecution. It appears also to include those who are held for the probation or parole departments, and this reportedly can be for a fairly long time (exact data not available).

These are really unrelated release types and should be so recorded. Even the usual distinction between pretrial and post-sentence release is not observed here. Presumably the bulk of the population released to another agency is those going to prison, but there is no way to tell without reviewing individual case files.

The charges and release modes listed above account for most of the jail population. It is in these categories that system improvements will have the greatest effect on reducing overcrowding. Shortening the lengths of stay in other categories, while welcome, might be less cost effective in terms of the effort required to make the changes.

G. CONCLUSIONS

Although the tracking study suffered from problems with poorly defined baseline data, with careful manipulation, it was nonetheless suitable to support many findings initially identified in interviews.

The most important observations, set out below, are discussed elsewhere in this study in more depth and presented with complete recommendations.

1. Washington County appears to have a slow and somewhat ineffective "nonsystem" of pretrial release, resulting in some significant delays. Pretrial release functions are hampered by poor data and many failures to appear.
2. Probation and parole violations are a major jail and system crowding issue due to a long length of stay.
3. DUII cases are a major load on the overall justice system initially and in "second generation" arrests.
4. Some of the data kept by the county is insufficiently differentiated to support the kind of analysis which would be most useful in managing the jail population.

PROGRAMS AND SERVICES

PROGRAMS AND SERVICES

The following review assesses the extent and availability of inmate programs and services which are part of a detention facility's responsibility in providing constitutional and humane treatment of inmates. Many jurisdictions use this opportunity to provide inmates with life skills that can help reduce recidivism and promote improvements in inmate lives and the conditions of confinement. Thus, indirectly, programs and services can contribute to the overall management of a detention facility.

A. COUNTY JAIL

Discussion

ILPP reviewed the Washington County Department of Public Safety, Corrections Division Policy Manual and talked with jail staff regarding programs and services. Below is a list of these services:

- Reading privileges (books and newspapers);
- Inmate indoor recreation;
- Inmate open air recreation;
- Educational programs;
- Inmate law library;
- Substance abuse treatment programs;
- Medical services;
- Mental health services;
- Religious services;
- Trusty status; and
- Sentence reduction.

Full program descriptions and information regarding inmate eligibility can be found in Appendix III.E.

Findings

The County Jail lacks a fully-developed array of programs. Programs for literacy, life skills and job and treatment placement seem particularly needed. While the Program Manager and jail administration are interested in providing more programs, they are limited by lack of staff, problems regarding space for programs and problems resultant from the movement of inmates to and from programs.

At intake, jail staff do not proactively identify inmate needs for programs and services. Intake forms and staff shortages contribute to this problem.

Data are not kept on inmates' program participation. Thus, there is no quantitative information on which to base evaluations of program effectiveness nor decisions regarding program/service expansion to meet inmate needs.

Due to the types of inmates housed at the County Jail (pretrial, medium to maximum security classification), jail staff have had difficulty in selecting inmates for trusty status.

Recommendations

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

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

B. RESTITUTION CENTER

ILPP also surveyed the programs and services offered by the Restitution Center. Below is a listing of these programs:

- Employment referrals;
- Substance abuse services;
- Education program;
- Services for special need population; and
- Community services.

As with the County Jail programs, full descriptions and eligibility information are provided in Appendix III.E.

Findings

There appear to be three areas where the Restitution Center's programs are underutilized: employment, substance abuse and education.

Participation in the employment referral program (approximately 75 persons per year) seems to be low given the fact that 30.1 percent of persons sampled were unemployed at the time they entered the Restitution Center. This may in part be due to the performance of the service provider, Willamette Employment Resource Center (WERC). Another reason could be that the range of jobs available is limited by the pay rate specified by the Restitution Center. More jobs with lower skill requirements may be available with a lower pay specification.

In the area of substance abuse services, participation is reported as 12 at any given time. ILPP finds this figure to be less than adequate given the volume of Restitution Center cases with current or prior drug/alcohol-related offenses.⁵⁴

Similarly, the participation rate of six per week is low in the education program given that 50.1 percent of persons in the Restitution Center do not have a high school diploma. (This may also contribute to the low participation in the employment program.) Procedures for initiating program participation may need to be reviewed in order to better serve the Restitution Center population's needs.

Recommendations

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

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

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

⁵⁴ Drug sales comprised 9.5 percent of felony primary charges, and 29.7 percent of those charged with felonies had prior drug convictions. DUII comprised 25.5 percent of misdemeanor primary charges, and 36.6 percent of those charged with misdemeanors have one or more prior drunk driving conviction.

ALTERNATIVES TO INCARCERATION

ALTERNATIVES TO INCARCERATION

ILPP reviewed pretrial and post-sentence alternatives to incarceration employed at the County Jail and at the Restitution Center. Alternatives to incarceration allow the correctional system to "extend" itself beyond a physical detention facility and manage a population by making important choices about who can be released and who needs to be incarcerated given the limited bedspace available.

Below, ILPP discusses the alternatives to incarceration in use in Washington County.⁵⁵

A. DISCUSSION

ILPP reviewed pretrial and post-sentence alternatives to incarceration employed at the County Jail and Restitution Center and found the following were in use:

Pretrial

- Citation in lieu of continuing custody;
- Bail;
- Security deposit;
- Release on own recognizance; and
- Conditional release.

Post-Sentence

- Placement in treatment programs;
- Inmate work program;
- Intensive custodial home supervision;⁵⁶
- Weekender program; and
- Court order.

⁵⁵ Probation is not discussed in this section as an alternative to incarceration; however, see the Community Corrections evaluation in Volume II for a discussion of probation and the programs used as part of that component.

⁵⁶ This is the sole program operated by the Restitution Center.

Each of these is briefly described below.⁵⁷

Citation in Lieu of Continuing Custody

Law enforcement officers issue citations in lieu of arrest and release a defendant at the time and place the citation is issued. Time for appearance on a citation is between five and seven days from the issuance of the citation. Jail staff estimate that approximately 12 remands are received per weekday as a result of these citations. ILPP's tracking analysis shows that about one in eight arrests results in a citation.

Bail/Security Deposit⁵⁸

The District Court established a security schedule and release procedures by a General Order. Generally speaking, bail amounts for traffic offenses are \$3,670 except when otherwise specified by a warrant or by a judge. For criminal cases, bail amounts are determined by the level of felony or misdemeanor, from \$500 for a C class misdemeanor to \$40,000 for a A class felony. Those arrested for murder or treason may not be released on bail.

In cases of arrest on multiple warrants, the total amount of bail/security for all warrants must be posted prior to release. Jail staff reported that according to a recent study, five to seven percent of those booked into the jail are released through this mechanism. ILPP's tracking study showed that only 12 percent of felony bookings and 14 percent of misdemeanor bookings are released on security deposit; an additional one percent each of felony and misdemeanor bookings were released on bail.

Release on Own Recognizance

All persons arrested and taken into continuing custody for traffic offenses are released, after the appropriate booking procedures are completed (including fingerprints and photographs), upon signing a recognizance release agreement with the following exceptions:

- Persons under the influence of intoxicants may be released only to the supervision and temporary custody of a responsible person or when no longer under the influence of the intoxicant.
- Persons charged with failure to display an operator's licence may be released once identified.
- Persons whose background and history indicate that they are a "risk" in a general way may not be released.

⁵⁷ From District Court of the State of Oregon (for the County of Washington), General Order Revising Release Program and Security Amounts in Traffic and Criminal Cases, September 6, 1990, and interviews with jail staff.

⁵⁸ Bail = full amount; security deposit = 10 percent.

Person are a risk if they fall into one or more of the categories below:

- They do not reside in the state;
- They have a prior criminal or traffic record substantial enough to present a question about appearance;
- They have more than one conviction of a major traffic offense within the last five years (not counting DWS);
- They are currently on parole, probation, prerelease or work release;
- They appear not to be giving their true names;
- They are currently on release status for some other charge;
- They are arrested for DUII and are currently on a diversion program for drunk driving;
- They are arrested for felony or misdemeanor DWS/R;
- They do not have proper addresses;
- They are known to be drug addicts;
- They have three or more FTAs on their record; or
- They have been previously convicted of FTA or escape.

In nontraffic cases, the same general risk exceptions are made, with the addition of the following:

- Persons whose arrest involves large quantities of drugs may not be released;
- Persons whose arrest involves sale of drugs or other dangerous circumstances may not be released;
- Persons arrested for escape or bail jumping in any degree may not be released;
- Persons whose driver's license is currently suspended for FTA or who have had more than two prior FTAs on their record may not be released; and
- Persons charged with a sex offense may not be released.

On October 1, 1991, the Sheriff's Department instituted a policy of using a risk matrix to release inmates from the jail (through OR if pretrial) to relieve overcrowding and remain under the court-ordered population cap. Detainees are evaluated and assigned a risk matrix score at intake; this score is updated as the detainee's classification status changes. Matrix scores are evaluated daily, and a list of potential releases is kept.⁵⁹

⁵⁹ For more information on the risk matrix policy, see Appendix III.C.

A recent study cited by jail staff said that approximately 80 percent of those booked into the jail are released through the OR mechanism.⁶⁰ ILPP's tracking study showed 35 percent of felony bookings and 48 percent of misdemeanor bookings were released on OR.

Conditional Release

Additional conditions may be placed on own recognizance release in particular traffic cases upon order of a judge or the Release Assistance Officer appointed by the Courts.

For criminal cases, if any weapon, violence, threat or danger to any person is involved in the charge or by reason of the arrest, release is made only upon adding appropriate conditions to the Security Release Agreement or the Recognizance Release Agreement. Conditions may include release to the care and supervision of a responsible person; named individuals not to be contacted directly or indirectly or harassed or annoyed; no weapons in possession or control; and other reasonable restrictions applied to residence, activities, movements or associations.

Weekender Program

Some sentenced persons may work for eight hours each weekend in lieu of daily incarceration. Each eight hour work period is equivalent to 24 hours in custody. Generally, these persons are assigned to clean up the county roadways. Government agencies and nonprofit organizations may request the services of weekenders for a variety of tasks. Persons requesting the service must provide supervision. On average, 15 to 16 persons participate in this program on any given weekend. Generally, it takes approximately five weeks to complete the weekender program.

Placement in Treatment Programs

This post-sentence practice is not an alternative to incarceration per se; however, it can shorten an inmate's jail time. When inmates participate in a court-ordered, generally publicly funded treatment program, they receive credits that reduce their jail sentence.

Inmate Work Program

Through the inmate work program, inmates provide services in an animal shelter, in the jail kitchen, at the county maintenance shops, and in the jail garden. Inmates on trusty status can earn work credits and have their sentence reduced.⁶¹

Court Order

Court-ordered releases may be granted in two ways. First, a court-ordered release may occur if a probationer/parolee applies for and receives early release (through the Department

⁶⁰ This percentage includes conditional releases and releases due to crowding using the risk matrix.

⁶¹ For more information on the trusty status program, see the Programs and Services section.

of Community Corrections). In these cases, a judge simply suspends the inmate's remaining sentence.

Court-ordered releases also occur when the jail is extremely crowded. When this happens, jail staff provide a judge with a list of those who are the lowest (post-sentence) release risk according to the risk matrix. The judge may then authorize release. Formerly, jail staff simply gave the judge a list of all inmates in custody to determine who to release. This occurred approximately 15 to 20 times each year, and eight to ten persons were released each time.

Overall, court-ordered releases were estimated by jail staff to comprise approximately 10 to 12 percent of releases. ILPP's tracking study found that 17 percent of felony bookings and 10 percent of misdemeanor bookings were released through a court order.

Intensive Custodial Home Supervision

Intensive Custodial Home Supervision (ICHS) is a house arrest program that combines intensive supervision with daily contacts and weekly verification to monitor the offender while he/she resides in the community yet remains under the supervision of the Restitution Center.

An automated classification system identifies eligible candidates in numerical order according to risk. Staff responsible for supervising the inmate investigate and verify employment, residence, family ties, court mandates, and related community stability issues prior to recommending custodial release.

Offenders sign a release agreement and are then released to their residence and must reside at their home except for employment or court compliance needs (i.e., counseling, antebuse, appointments with their probation officer, etc.)

To be eligible for ICHS, inmates must be in "good standing" with Restitution Center rules and regulations and agree to abide by all court conditions and Restitution Center custodial release agreements. Inmates must address substance abuse and/or mental health issues as deemed appropriate by center staff.

Restitution Center staff monitor the offender while he/she resides in the community.

Offenders are monitored as they reintegrate in the community. Restitution Center beds are freed for offenders who require less than maximum security but more than minimal supervision.

B. FINDINGS

The County Jail has only limited alternatives to incarceration, and these are not arrayed in a complete system. Further, the alternatives employed by the county appear to be inadequate in terms of assuring that defendants released pretrial appear in court, as indicated by ILPP's profile study which shows 4.7 percent of felonies and 21.5 percent of misdemeanors are FTAs.

As with the County Jail, the Restitution Center lacks an adequate number of alternatives to incarceration. The concentration of resources in incarceration of defendants has come about in part due to crowding at the County Jail and the spillover to the Restitution Center. However, the population's needs for transition into community living and for dealing with problems that resulted in arrest and incarceration are currently not being met.

C. RECOMMENDATIONS

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

Review Release Policies. In order to reduce FTAs, there should be a review both of pretrial release policies and of programs to increase the likelihood of appearance. The county should consider a program to assure appearance, such as the "Close Street Supervision" program operated by the Multnomah County Sheriff's Department, which provides pretrial supervision for felons referred by judges. Supervision consists of program staff visiting the offender's home and work place and frequent telephone contacts. The only eligibility requirements are community ties, employment prospects and a telephone. The program's fail rate is 5.73 percent with an average supervision time of 63 days from arraignment to disposition.⁶²

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

⁶² In June 1991, the program received 220 referrals, of which 88 were denied, 82 were accepted and 50 were released through another means or denied by the court. The referrals represent about 20 percent of the arraignments in court.

POPULATION PROJECTIONS

POPULATION PROJECTIONS

A. GENERAL DISCUSSION

Jail population can be projected in a number of ways. None of these is reliably accurate; there is no theoretical basis for predicting the size of jail populations. Uncertainties arise because the number of persons in a jail depends in a complicated and shifting way both upon the amount of crime in the county and the policies and procedures of the criminal justice system.

The crime rate depends in part upon the population and demographic structure of the area, in particular the proportion and demographic breakdown of young males. This is the only type of information relating to jail population that can be forecast with any real degree of confidence. Crime also depends upon the "propensity to offend," or how likely a person of given demographic characteristics is to commit a crime. It is difficult to predict this propensity, but there is some evidence that it does not vary much from one year to the next.

However, justice system policies and procedures do change unpredictably, reflecting changes in both state laws and public attitudes. Even changes in principal players within the system can have a major effect on how the system is run. It is the fluctuations in policy and procedures that introduce the greatest uncertainty into jail population projections. In particular, the rate of bookings into a jail is quite often not closely connected to the crime rate in an area, meaning that the system has somehow changed the way it deals with offenders. A common recent pattern is for bookings to grow much faster than crime.

Nevertheless, there are some general principles which can be followed in making jail population projections. In the absence of information to the contrary, it is safest to assume that past trends will continue. For this reason, ILPP prefers to obtain historical data for at least ten years and then extrapolate these to give a preliminary projection.

B. MATHEMATICAL PROCEDURES

Formally, the average daily population of a jail (ADP) is equal to the product of the average daily bookings (ADB) and the average length of stay (ALS), expressed in days. This is a mathematical identity; if any two of these quantities are known, the third is determined automatically. Examining ADB and ALS separately often gives more insight into the process than simple extrapolation of ADP.

Regardless of any other factors, total bookings should grow with population. Therefore, it is useful to divide the number of bookings by the population for the period in question to yield the bookings rate (usually expressed as "annual bookings per 100,000 county population"). If the bookings rate is constant over a period of time, especially when corrected for shifts in the age or ethnic structure, it can be assumed that it will continue to fall in the same range for the next few years. If it is not constant, however, it becomes useful to look at its components, as follows.

The aggregate number of persons booked can be broken down in several ways: by sex, by age, by race, or by offense grouping (e.g., felony/misdemeanor or violent/property/behavior). When the data are available, it is useful to look at the trends in these

separately; it may turn out that the growth in the overall bookings rate comes in only one or two of these subcategories, thus allowing isolation of the area. For example, a policy change on misdemeanor drug arrests can have a substantial effect on bookings overall even if other types of booking remain constant.

Average length of stay (ALS) is a meaningful quantity when a jail is not always crowded beyond capacity, since it then represents the time for the system to process individuals. It should be divided into the same categories as ADB. Felons, misdemeanants, sentenced and unsentenced obviously will stay for different lengths of time. A change in the mix of inmates will change overall ALS even if the ALS in each category remains constant since the overall ALS is a weighted average of the components. Changes in ALS over time can uncover the emergence or disappearance of procedural bottlenecks.

However, ALS, ADB, and ADP are, as mentioned, part of a mathematical identity where fixing any two of these quantities automatically determines the third. Bookings are assumed to be more or less independent of jail population, and when the jail is at capacity, the maximum allowable ADP becomes the second fixed quantity. To maintain the fixed population it becomes necessary to release inmates earlier than the system would otherwise want to free them. ALS is forced to be less than the "normal" processing time.

Will this induced shortening of ALS persist when more jail beds become available? The shortening can occur in at least three ways. The system can adopt more efficient new procedures such as early screening or expedited OR. Changes of this sort are expected to persist since they represent system improvements. Secondly, the system may institute emergency procedures which accelerate the processing. These could involve overtime or work speedups, refusal to book on minor offenses, or shortcuts which diminish the quality of justice dispensed. Such changes probably will not persist if bed capacity increases unless there is complementary growth in other resources. Finally, sentenced inmates may be released early, which, in most jurisdictions, is unpopular.

Thus, though ALS must become shorter as overcrowding worsens, the shortening is due in large part to practices that are seen as undesirable by the system and/or populace. They will not be continued if beds once again become available, as with the opening of a new facility.

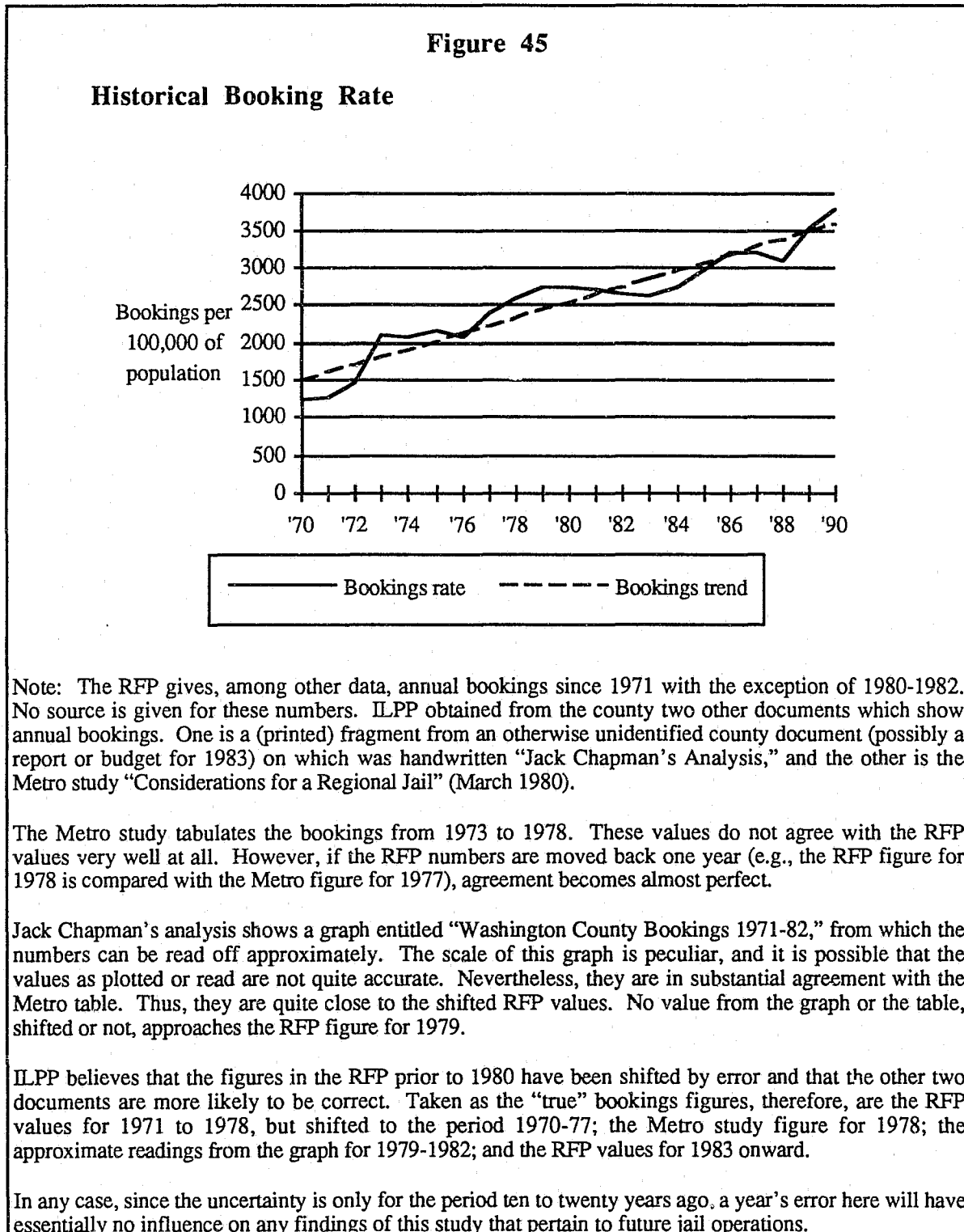
Consequently, any change in ALS under conditions of such crowding is not a trend that should be projected if new beds are foreseen. Using the forced ALS under conditions of overcrowding leads to an underestimate of the population of a new, larger, "needed" jail.

C. WASHINGTON COUNTY

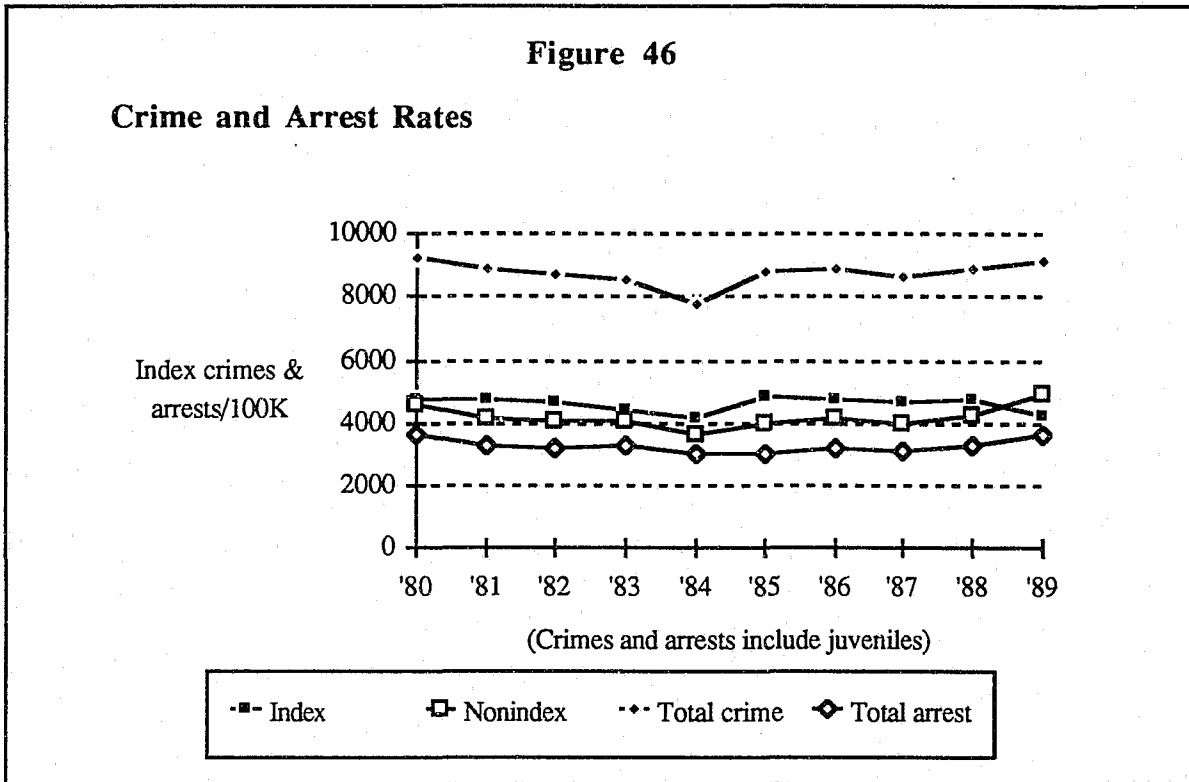
The discussion above outlines the procedures that can be followed when adequate data are available. ILPP encountered difficulties with availability of data for both ADB and ALS for Washington County. The lack of key data has made it necessary to use simpler and less satisfactory projection procedures.

The bookings rate in Washington County has grown steadily, with some undulations, over the past 20 years (Figure 45 and footnote). The annual rate was about 1,250 per 100,000 inhabitants in 1970 and is nearly 3,800 per 100,000 today. (Inexplicably, the rate showed its steepest growth in four of the five years immediately following a presidential election, slowing down thereafter for the next three years.) The advent of crack cocaine in 1986 had no appreciable effect on total bookings while the impact of the institution of Expanded

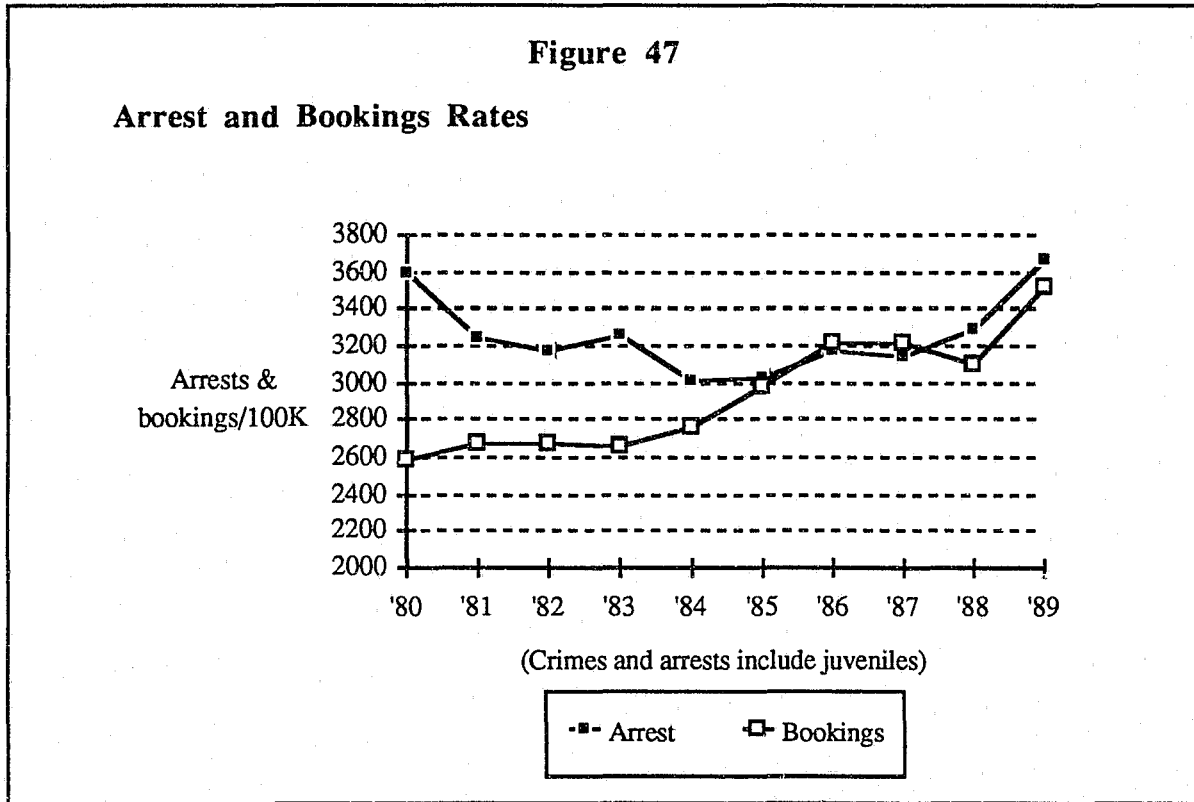
Sheriff's Patrol District is not yet clear but would, in any case, account for only the last two years of the 20-year growth.



The complication is that the increase in the bookings rate is not due to an increase in crime. Crime and arrest data for Washington County from 1980 to 1989 (from the Law Enforcement Data System in Salem) show overall crime rates fairly steady throughout the decade with even a slight decrease in the "index" (most serious) crime rate (Figure 46).



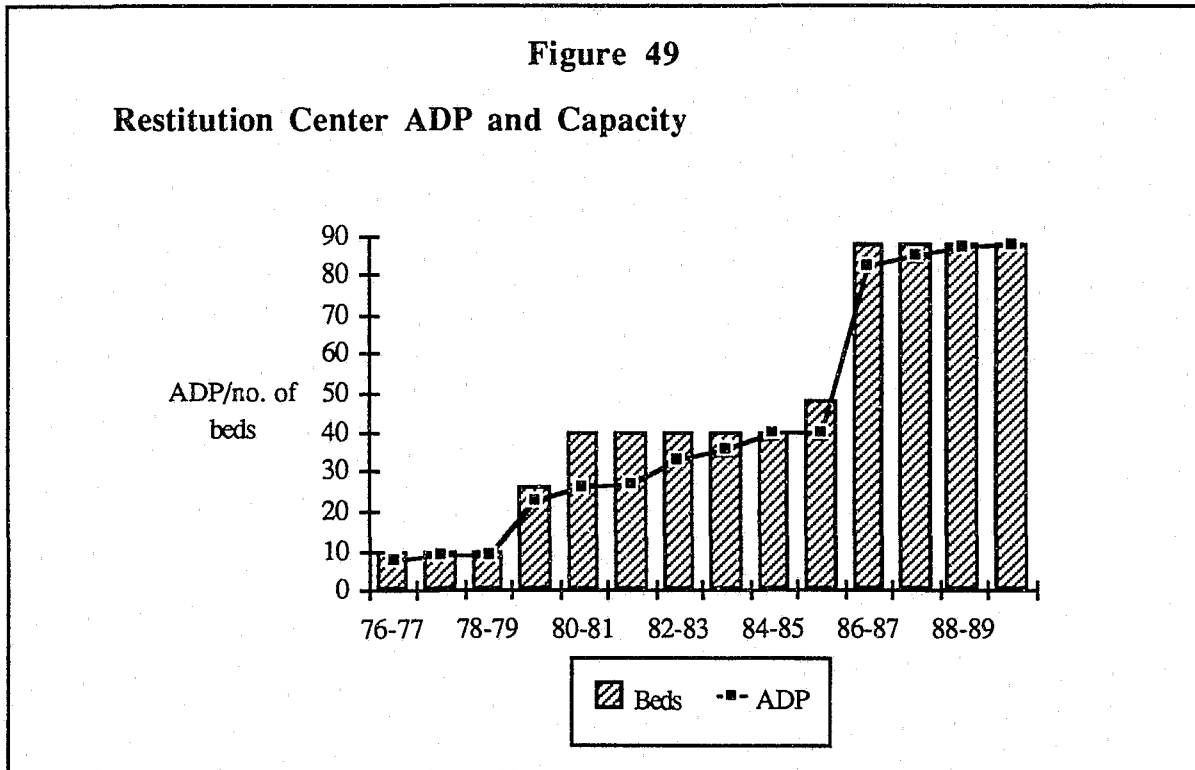
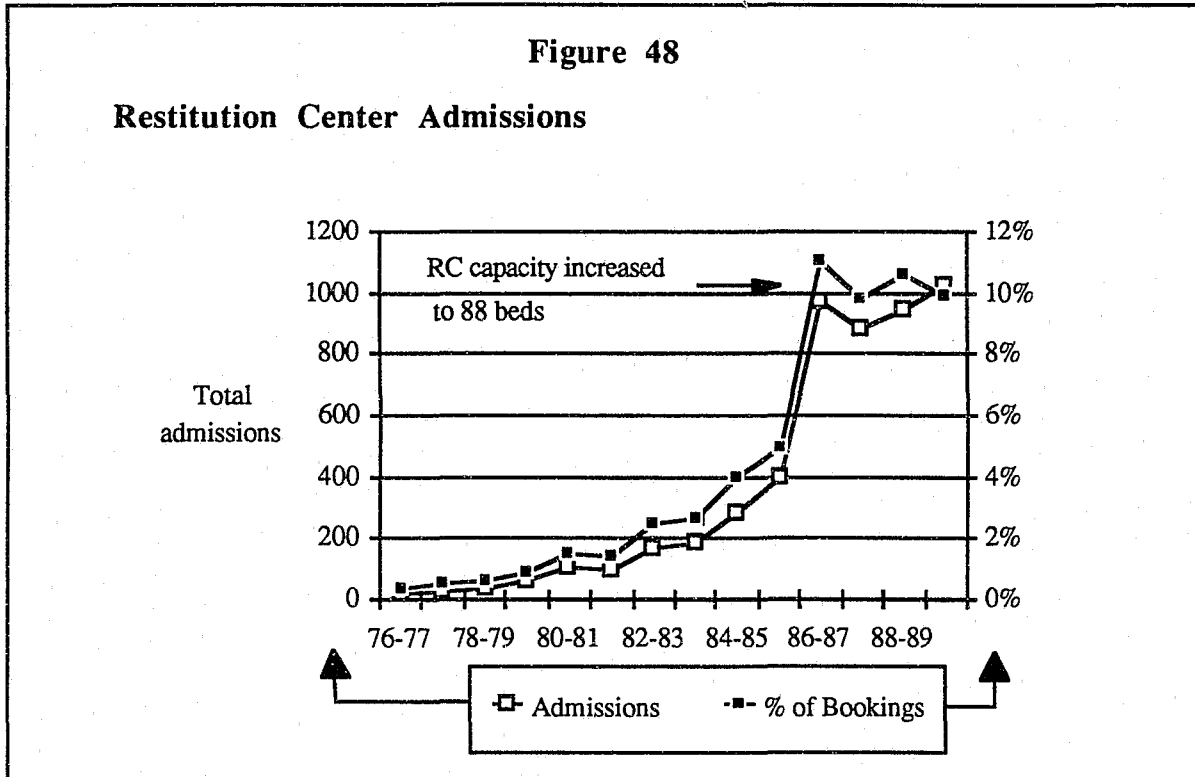
This is more or less consistent with ILPP's demographic model which, using cross-sectional arrest probabilities by age, race, and sex, predicts a nine percent decrease in the crime rate for this county between 1980 and 1990. But arrest rates have risen faster than index crime rates, and booking rates have risen faster than arrest rates (Figure 47).



This result strongly indicates the utility of determining what categories of offense have contributed the most to overall bookings. ILPP requested, but was not able to obtain, a historical breakdown of the bookings by offense in order to investigate this; subsequent inquiries revealed that such summary data is not maintained by the county. In its absence, about the best that can be done is simply extrapolating the total bookings rate (multiplying it by the projected county population to give total bookings). As bookings are far outstripping population growth, the rate must at some point level off, but when this might occur is not yet evident.

Some sentenced inmates are sent to the Restitution Center to serve the last part of their sentences. This is the only way in which they are admitted to the center, and they remain in custody in this low-security facility until they are released or returned to the County Jail. Thus, for the purposes of capacity needs projections, the Restitution Center is treated as an "auxiliary jail" rather than as a different type of facility. Admissions to the center are not counted separately, and the ADP is added to that of the County Jail to give overall system population.

Use of the Restitution Center has grown greatly since it was opened, and it has generally been filled to capacity (Figures 48, 49). It appears that the Restitution Center is used as the first tool in reducing jail population before release to the streets.



Since 1979, system ADP has been approximately at capacity (Figure 50). Length of stay is thus not a very useful quantity since its magnitude is forced by the requirement of keeping down the population. In any case the length of stay has not fluctuated greatly since about 1980 except for a peak in 1987-88.

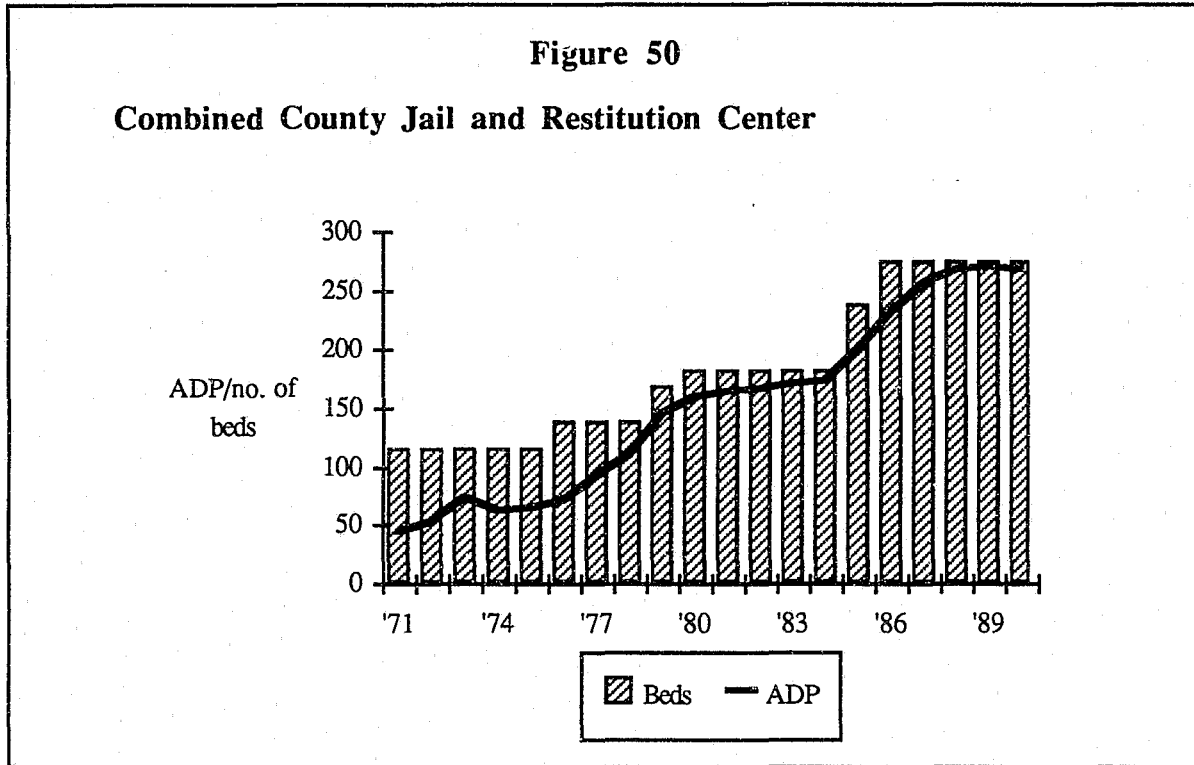
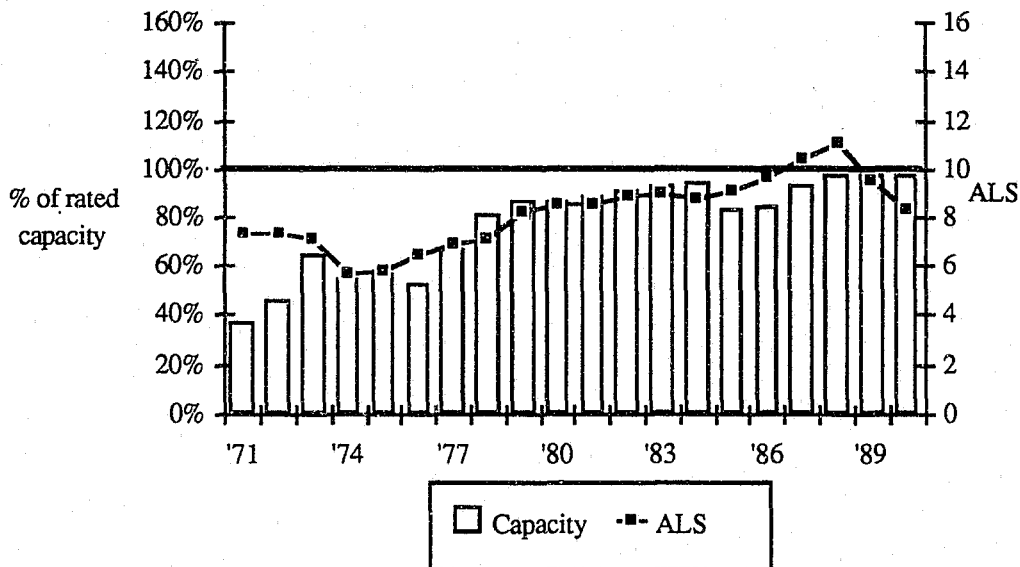


Figure 51 shows total system ALS. ALS has been in the range of eight to 11 days recently, of which two to three days are attributable to the Restitution Center. (On this latter quantity, see note below).

Figure 51

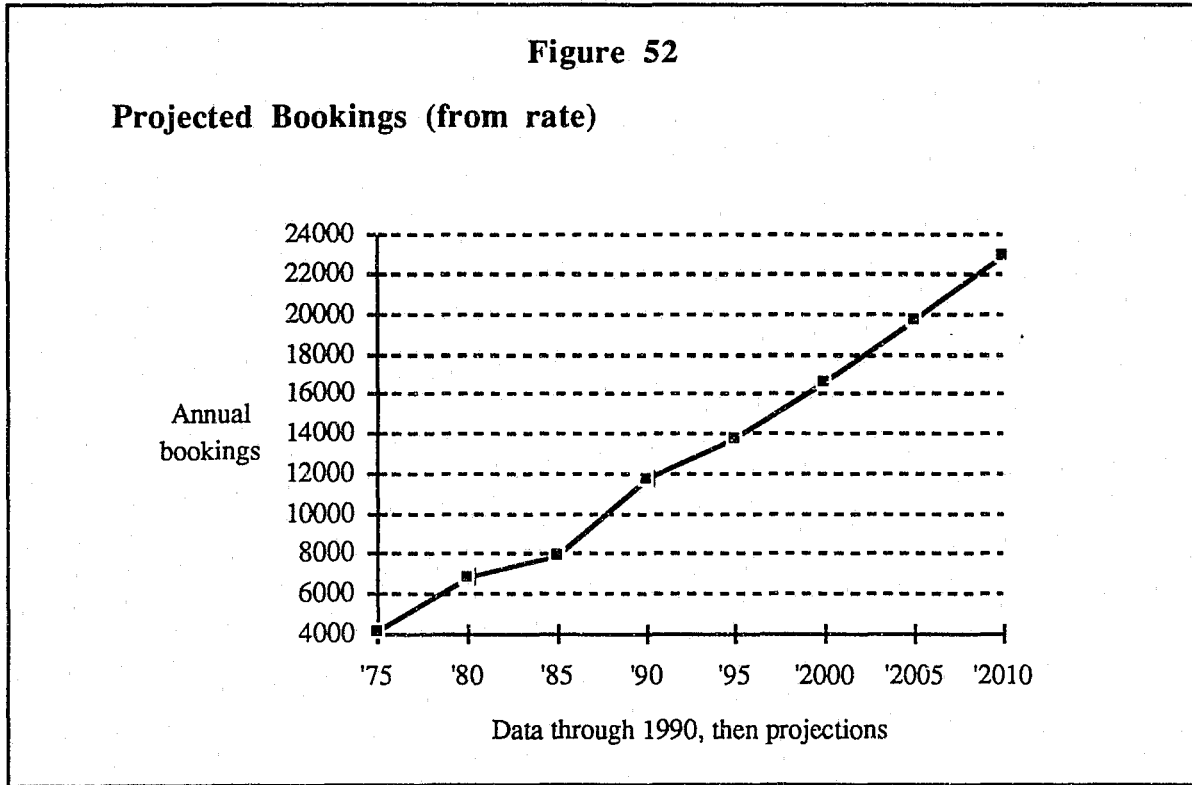
Length of Stay: County Jail



Note: Two to three days of total system ALS are attributable to time spent in the Restitution Center. This is not equal to average time in the center; it is much less because it is averaged over all inmates whether in the center or not. The proportion of those booked who go to the Restitution Center has risen steadily and is now about 10 percent of the total. ALS for time actually spent in the Restitution Center, correspondingly, has fallen to where it is now, about 30 days.

For most of this period, the system has been at near capacity; the fact that it rose as the County Jail became more crowded suggests that the volume of inmates may be blocking the system. Since there is no consistent, long-term trend to ALS, ILPP can only take reasonable values of this and use them as parameters in calculating ADP. ALS figures ranging from eight to ten days give a range as shown for the expected hypothetical population (“hypothetical” being defined as the population without capacity limitations).

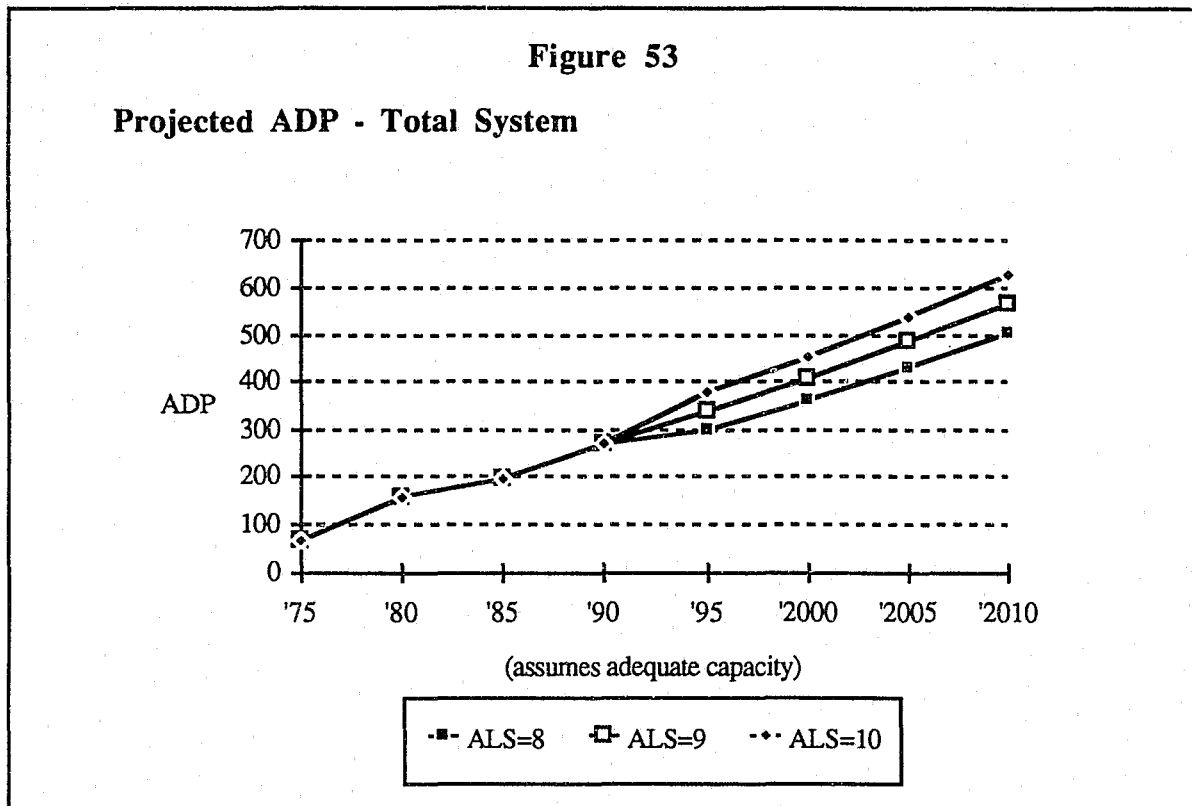
Figure 52 shows an extrapolation of total jail bookings (bookings rate times population) to 2010. If present trends continue, it will approximately double in the next 20 years.



Using this and a nominal ALS of eight, nine or ten days, one arrives at the population projections shown in Table 60 and Figure 53.

Table 60
Projected County Jail-Restitution Center Combined Population

Year	Historical	At ALS of:		
		9	10	11
1975	66	-	-	-
1980	158	-	-	-
1985	199	-	-	-
1990	269	-	-	-
1995	-	338	376	413
2000	-	409	454	499
2005	-	485	539	593
2010	-	567	629	692

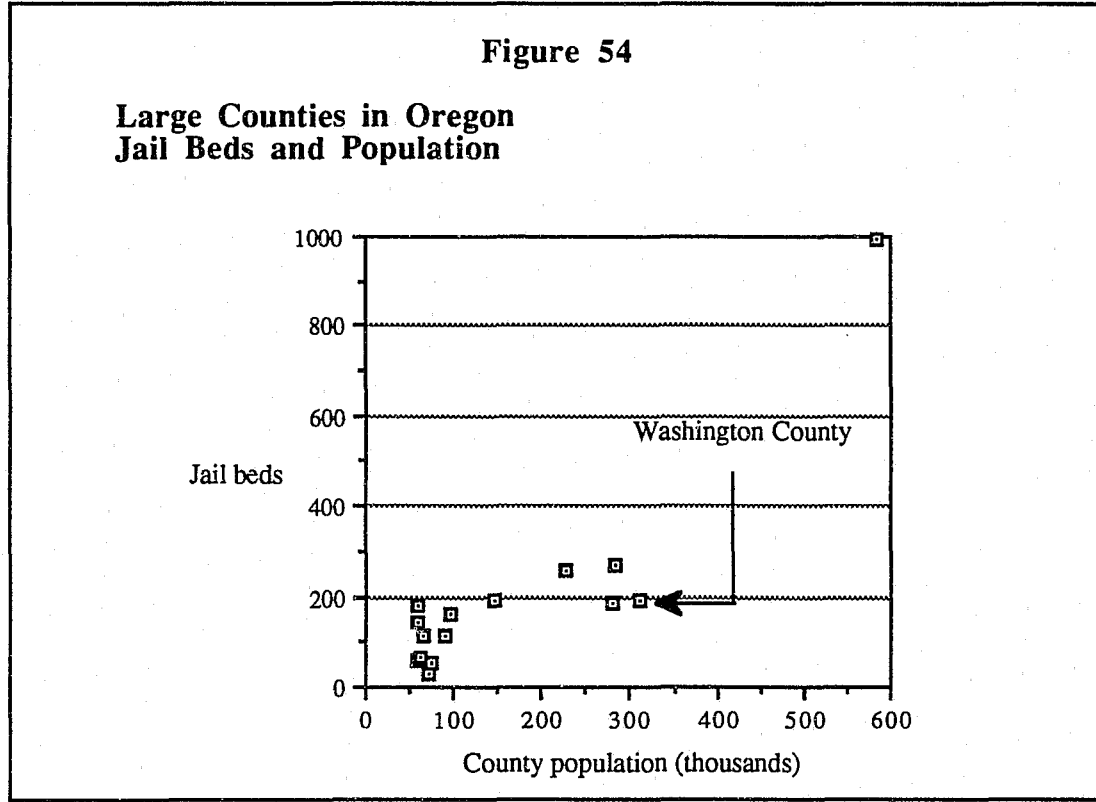


If the county maintains its current intake and release policies it should plan for a combined County Jail-Restitution Center population of between 500 and 650 by the year 2010.

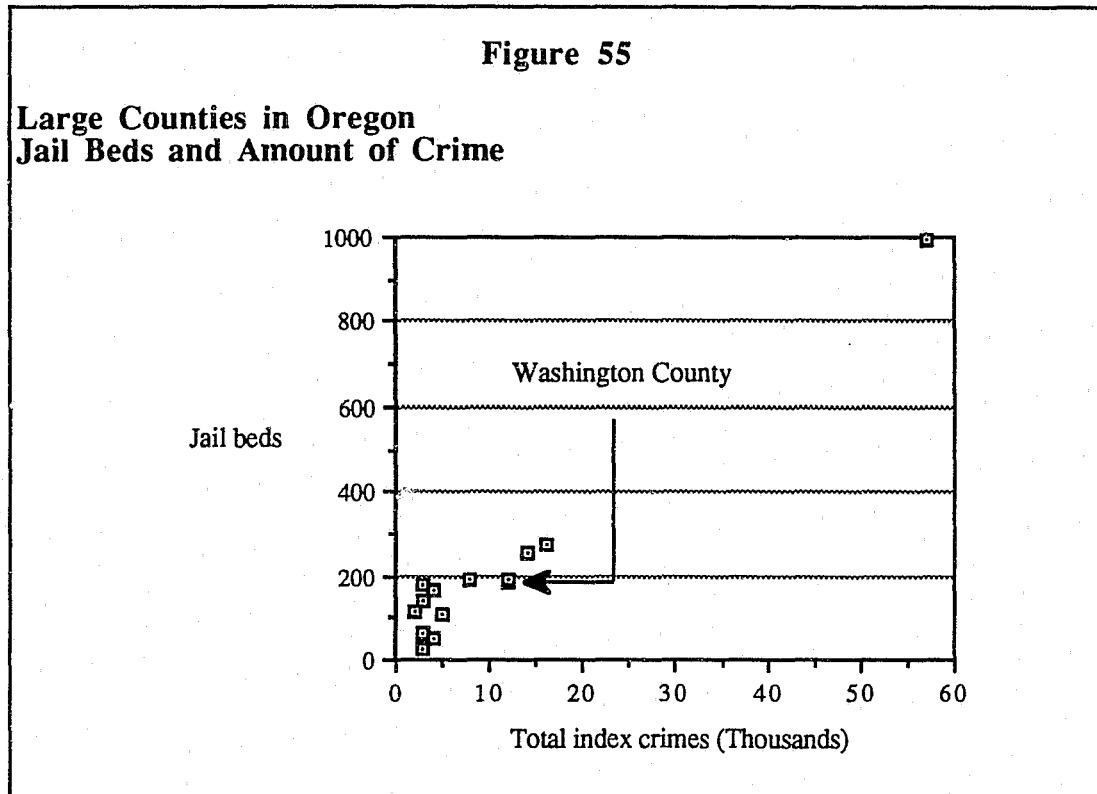
ILPP has not proceeded to the next step: discussion of the results with the principal system actors. Here is where important corrections can be made. Using the projections and the results of the tracking analysis, ILPP was able to identify some bottlenecks in the system and recommend ways to "unplug" them. The effects of procedural changes can be quantified and contrasted with their costs in resources and their implications for public safety. Usually, a consensus is reached which will both reduce the projected jail population and be economically and politically acceptable.

One additional source of information sheds some light on this problem. The Oregon Jail Survey is conducted quarterly. Data since the second quarter of 1989 (Q2-89) yield several interesting conclusions:

- Washington County has a rather small jail for a county of its size. Lane and Marion Counties, which are slightly smaller, have jails almost 50 percent larger. Of the 15 largest counties, only Benton had a lower jail bed:population ratio in 1990 (Figure 54).

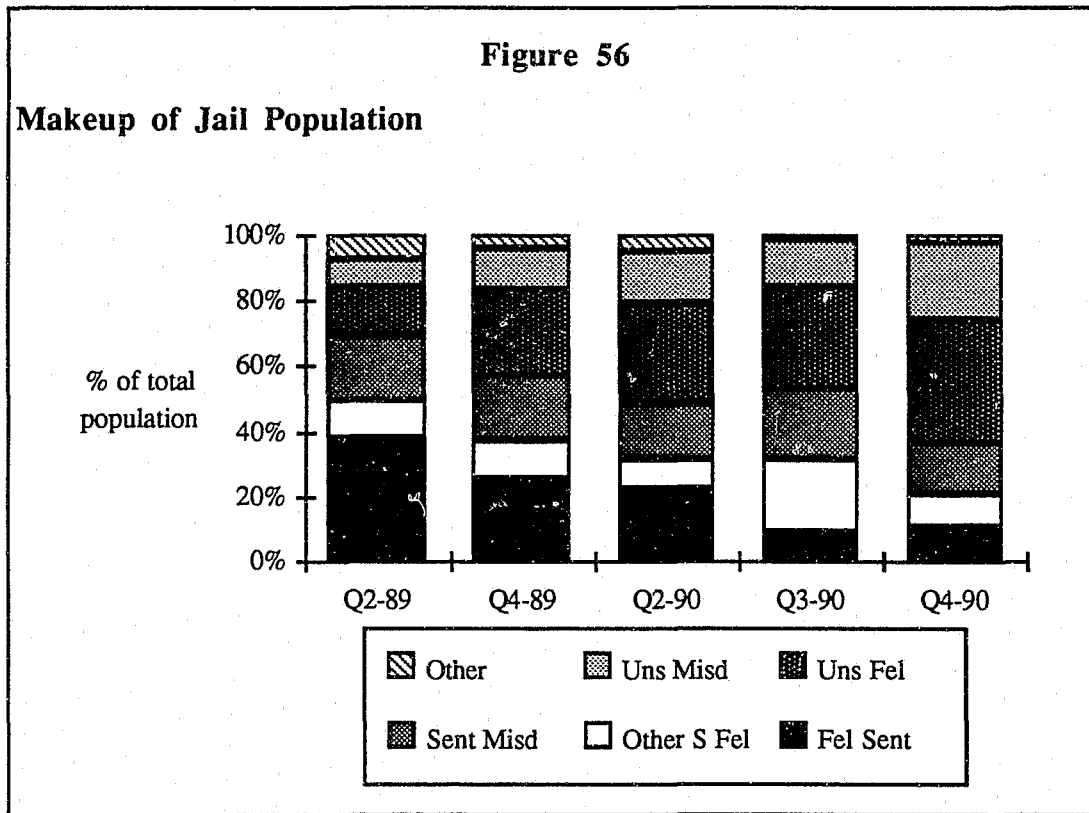


- On the other hand, Washington County had a relatively low crime rate. If the county jails are compared not to population but to the number of index crimes, Washington County is right in line with the five largest counties (Multnomah, Washington, Lane, Clackamas, and Marion). See Figure 55.



- Monthly data show, not surprisingly, that the jail has been running about at capacity for the entire period covered (January 1989 to December 1990).
- Felony sentencing guidelines were introduced on November 1, 1989. These guidelines do not specify a jail sentence, but they do establish a presumptive maximum jail term should the court choose to impose that. Since the guidelines apply for crimes committed after the starting date rather than for sentences imposed after that date, their effect on the makeup of jail population is gradual. Statewide, about 90 percent of felons were subject to these guidelines by November 1990.

It can be seen (Figure 56) that the composition of the population of the Washington County Jail has shifted as the guidelines have come into effect. The part of the column labelled "Fel Sent" shows those serving a felony sentence (which may include a probation violation) in the County Jail. "Other S Fel" is sentenced felons who are serving a probation violation sentence only, awaiting a hearing on probation or parole violation, or awaiting transfer to prison; these are not covered by the felony sentencing guidelines. In early 1989, the County Jail was nearly one-third felons serving a sentence, but by the last quarter of 1990, they had dropped to about ten percent. These results resemble those found for other large counties.



The slack has been taken up by unsentenced inmates, particularly felons. However, unsentenced misdemeanants were also high: in this last quarter, Washington County had more of that group than any other county in the state, including Multnomah County.

D. FINDINGS

Bookings

Jail bookings have been growing faster than population for 20 years even though there has not been a corresponding increase in crime. The pattern has been one of steep increases followed by longer periods where the rate is essentially flat. Growth in the bookings rate without growth in the crime rate indicates that the increase is due to changes in the practices of the criminal justice system. In order for the trend to continue, there must be continuing changes in these practices, but no information is available on this point.

Data

Data on jail admissions are inadequate to allow making highly useful projections. There is no breakdown by offense so that it is impossible to tell for what offenses the bookings have grown, which would in turn allow intelligent assessment of how likely the trend is to continue.

Information is available on arrests and on DA filings. These are suggestive but do not equal bookings: arrests can be cited; cases can be filed for those cited and not booked; and many persons booked are released without filing (the drop rate is about 25 percent). Bookings have exceeded arrests in recent years, indicating that some bookings are of in-custody suspects who do not of course further affect the bed count. It is highly likely that errors from these sources are concentrated in particular types and levels of offense, which biases the data as an indicator of bookings trends.

The Sheriff's Department did, at one point, maintain bookings summaries, but this data was lost.

Because of the need for early release, the average length of stay in the jail is probably shorter than it would otherwise be, but again, no information is available.

Data from the state jail survey shows the County Jail to be continually full. Over the last two years, the population has shifted from mostly sentenced to mostly unsentenced inmates. Since Washington County is able to provide this sort of data to the state on a periodic basis, it should be able to maintain the same information for its own use.

Projections

Population projections based on the sparse information available are helpful but show such wide variation that it is possible only to develop a general facility master plan.

The population of the Restitution Center is determined primarily by the need to release inmates from the County Jail; it is not an independent quantity. Under current conditions it will be essentially full all of the time. Moving sentenced inmates to the Restitution Center allows the County Jail to hold more of the unsentenced inmates.

E. RECOMMENDATIONS

Data Collection. The county should immediately begin to collect and maintain detailed statistics on jail admissions and releases; see the attached table for details. (Other, smaller counties are able to do this; perhaps it is easier when they are not growing so fast.) A suggested data collection and projection methodology can be found in Appendix III.F.

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

BED CAPACITY ANALYSIS

BED CAPACITY ANALYSIS

A. INTRODUCTION

The purpose of the bed capacity analysis is to determine the net need for new jail bedspace by custody level for the years 2000 to 2010. The process involves first determining the total need for beds during this period. These estimates are then adjusted for a variety of factors affecting bedspace need (e.g., peaking factors and pretrial diversion programs). Also, the general estimate is distributed by custody classification on the basis of a comparison of population projections and the results of the custody classification exercise. The results of the bed capacity analysis then are used as a parameter for planning.

B. FACTORS AFFECTING NEED FOR NEW BEDS

Population projections matched with the external classification exercise will yield the unadjusted demand for bedspace by custody level. These factors are the essential elements in predicting bed capacity needs for 2000 to 2010. This base data is adjusted by factors which can affect both the demand and supply of bedspace. These factors include:

1. Existing jail beds to be retained;
2. Overcrowding factor: BOC and national standards suggest a figure 20 percent higher than projected ADP for facilities planning purposes;
3. Pretrial and post-sentencing alternatives; and
4. Classification or assignment, which can affect the type and location of beds needed.

The following table summarizes the total unadjusted population projections of future jail populations.⁶³ The projections take into account all those incarcerated in the county, regardless of whether they are housed at the Restitution Center or the County Jail. Varying assumptions about county population increases result in the different projections noted as "low," "medium" and "high".

Table 61
Jail Population Projections (ADP)

<i>Year</i>	<i>Low</i>	<i>Medium</i>	<i>High</i>
1995	338	376	413
2000	409	454	499
2005	485	539	593
2010	567	629	692

⁶³ The projections take into account all those incarcerated in the county, regardless of whether they are housed at the Restitution Center or the County Jail.

C. PROJECTED JAIL BEDSPACE - BASIC ASSUMPTIONS

Basic adjustments to the future need for jail bedspace are made by considering the peaking factor (1.2 X projected ADP) and the existing reuseable bedspace distributed by its custody level. The result will yield a general estimate for housing space on the basis of its configuration (i.e., dormitory, multiple-occupancy cells and single cells). This breakdown is crucial because of the great differences in construction as well as staffing cost implications for each housing type. Note that combining these factors produces estimates of net bedspace need before adjustments are made for any new or increased pretrial or post-sentence alternatives the county may elect to use.

Table 62 below shows the projected jail population by custody level and adjudication status. The classification study which was derived from the profile sample suggests percentages by custody level:⁶⁴ 1) Minimum security - 20.5 percent (sentenced 33.5%, unsentenced 9%); 2) Medium security - 62.5 percent (sentenced 58%, unsentenced 66.5%); and 3) Maximum security - 17 percent (sentenced 8.5%, unsentenced 24.5%). Matching this current distribution against future projections gives an approximate breakdown of future jail population by custody type and adjudication status within custody type.

Table 62
Projected ADP by Custody Levels, 1995-2010⁶⁵

Year	ADP	Min.	Sent.	Unsent.	Med.	Sent.	Unsent.	Max.	Sent.	Unsent.
<u>Low</u>										
1995	338	69	53	16	211	92	119	58	14	44
2000	409	84	65	19	256	111	145	69	16	53
2005	485	99	76	23	303	132	171	83	20	63
2010	567	116	89	27	354	154	200	97	23	74
<u>Medium</u>										
1995	376	77	59	18	235	102	133	64	15	49
2000	454	93	72	21	284	124	160	77	18	59
2005	539	110	85	25	337	147	190	92	22	70
2010	629	129	99	30	393	171	222	107	25	82
<u>High</u>										
1995	413	85	65	20	258	112	146	70	16	54
2000	499	102	79	3	312	136	176	85	20	65
2005	593	122	94	28	370	161	209	101	24	77
2010	692	142	109	33	432	188	244	118	28	90

For planning purposes, 2000 (Table 63) and 2010 (Table 64) were utilized because they correspond to years used in the master plan (Volume IV). Projected ADPs, low, medium and high, were used to suggest what the various bedspace needs may be under different assumptions. The 88-bed Restitution Center is being treated as existing bedspace in both scenarios. However, it should be noted that this could very likely change. Restitution

⁶⁴ County Jail and Restitution Center data was combined to calculate custody level percentages.

⁶⁵ Percentages rounded to whole numbers.

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Center bedspace could be increased to 120 beds or the bedspace could be nonexistent due to expansion of the County Administration Complex or other planning efforts.

Table 63
Projected Net Bedspace Need or "Shortfall", 2000⁶⁶

<i>Custody Type</i>	<i>Unadjusted</i>			<i>=</i>	<i>Gross Need</i>	<i>- Existing Beds⁶⁷</i>	<i>= "Shortfall" or Net Need</i>
	<i>Total Need</i>	<i>X</i>	<i>Peaking Factor</i>				
A. LOW PROJECTIONS N=409							
Minimum	84		1.2	=	101	- 88	= 13
Medium	256		1.2	=	307	- 0	= 307
Maximum	69		1.2	=	83	- 0	= 83
B. MEDIUM PROJECTION N=454							
Minimum	93		1.2	=	112	- 88	= 24
Medium	284		1.2	=	341	- 0	= 341
Maximum	77		1.2	=	92	- 0	= 92
C. HIGH PROJECTION N=499							
Minimum	102		1.2	=	122	- 88	= 34
Medium	312		1.2	=	374	- 0	= 374
Maximum	85		1.2	=	102	- 0	= 102

Table 64
Projected Net Bedspace Need or "Shortfall", 2000⁶⁸

<i>Custody Type</i>	<i>Unadjusted</i>			<i>=</i>	<i>Gross Need</i>	<i>- Existing Beds⁶⁹</i>	<i>= "Shortfall" or Net Need</i>
	<i>Total Need</i>	<i>X</i>	<i>Peaking Factor</i>				
A. LOW PROJECTIONS N=567							
Minimum	116		1.2	=	139	- 88	= 51
Medium	354		1.2	=	425	- 0	= 425
Maximum	97		1.2	=	116	- 0	= 116
B. MEDIUM PROJECTION N=629							
Minimum	129		1.2	=	155	- 88	= 67
Medium	393		1.2	=	472	- 0	= 472
Maximum	107		1.2	=	128	- 0	= 128
C. HIGH PROJECTION N=692							
Minimum	142		1.2	=	170	- 88	= 82
Medium	432		1.2	=	518	- 0	= 518
Maximum	118		1.2	=	142	- 0	= 142

⁶⁶ Numbers for net need have been rounded to nearest whole number.

⁶⁷ The 88-bed Restitution Center; note that these beds are sentenced beds only.

⁶⁸ Numbers for net need have been rounded to nearest whole number.

⁶⁹ The 88-bed Restitution Center; note that these beds are sentenced beds only.

D. PROJECTED JAIL BEDSPACE - ADJUSTMENTS FOR ALTERNATIVES⁷⁰

If Washington County increases its use of alternatives to incarceration as provided in the Options section which follows, it will have an impact on future population and thus, future bedspace need. Estimating the impact of these changes is problematic in that it is difficult to predict cumulative impact or impact over time as the population grows and the mix of inmates changes. However, it can be surmised that increased use of pretrial release would probably have the effect of reducing the demand for medium security bedspace with some very slight demand reduction for maximum and minimum bedspace. On the other hand, an increase in post-sentence alternatives would have a greater impact on the demand for minimum security bedspace.

ILPP has estimated the total impact of increased use of alternatives as between 10 and 20 percent of current County Jail beds and 40 to 50 percent in the Restitution Center. However, the Department of Community Corrections may wish to maintain current population levels by increasing ALS in order to refocus on rehabilitation. Applying the 10 to 20 percent figure to 2000 and 2010 planning years, the impact could be shown roughly as follows, using the medium projections as a standard:

Table 65
Impact of Alternatives to Incarceration

	<i>Original</i>	<i>Adjusted</i>
2000	454	363-409
2010	629	503-566

The changes in classification percentages produced by the increased use of alternatives to incarceration would be: Minimum - from 20.5 percent to four percent; Medium - from 62.5 percent to 77 percent; Maximum - from 17 percent to 19 percent. These adjustments translate into an average net bedspace need as shown in the table below.

Table 66
Bedspace Need Using Alternatives⁷¹

	<i>2000</i>	<i>2010</i>
Minimum	15-16	20-23
Medium	280-315	387-436
Maximum	69-78	96-108

⁷⁰ For more information regarding methodology, see this volume's Options section.

⁷¹ ILPP cautions that this is an abstract analysis which is dependent on the extent the county pursues alternatives to incarceration and the degree to which these alternatives work. It should also be noted that the reduction of minimum security beds comes with the use of alternative sanctions such as electronic monitoring.

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This represents a reduction of bedspace need in 2000 of approximately 78 beds for minimum security, four beds for maximum security and an increase of 13 beds for medium security if these are held longer at the Restitution Center.

REGIONALIZATION

REGIONALIZATION

ILPP reviewed Considerations for a Regional Jail: Clackamas, Multnomah & Washington Counties (1980). The study found that there was a lack of "comprehensive information regarding offender characteristics and system transactions," recommended that the three counties increase use of pretrial release (particularly citation in lieu of booking), and projected that the pretrial inmate populations of the existing facilities would increase.

However, the study made no recommendations about the construction of a regional jail to be shared by the counties. Follow-up contacts with the Washington County Sheriff's Office revealed that although a regional jail project had been approved, Washington County was not able to provide funds for construction, and thus, dropped the effort.

Regionalization can afford savings in staffing and in maintaining and constructing jail facilities. However, the drawbacks can be loss of system control, increased bureaucracy, difficulties sorting out political and financial responsibilities and increased transport of inmates. ILPP has no recommendations regarding regionalization. However, as part of an expanded county criminal justice planning effort, regionalization should be examined more closely.

OPTIONS

OPTIONS

A. INTRODUCTION

ILPP has developed a number of options to help the county improve the functioning of the correctional system, save jail beds and mitigate the effects of jail crowding. It should be noted that these are system options; facility options are presented in Volume IV.

The options present strategies which the county should consider as part of an overall criminal justice system management plan. The county should weigh the pros, cons and impacts of each option to decide if any do not suit the county's needs. Because these options are integral to the management of the criminal justice system as a whole, there is some overlap between the options and the recommendations presented in other volumes, particularly those of Volume II.

B. CORRECTIONS OPTIONS

Because Option 1 below, which recommends an enhanced role for CJES, is both relevant to the corrections needs assessment and instrumental to the overall study, ILPP has included it with the Options section.

A discussion of the impact of the options on bed capacity follows this section.

Option 1: Centralized Management of Criminal Justice System

a. Program elements

- A quarterly tracking study should be conducted and analyzed by CJES staff, similar to that employed by ILPP. The analysis should show system clogging and coordination problems and should result in following CJES agenda items, meetings, task forces, special studies, etc.
- A profile of all inmates in custody on a single day should also be performed each quarter by CJES staff.
- A reinvigorated and redirected CJES staff should actively research and seek out system and jurisdictional problems, should explore solutions adopted in other counties or states, should suggest solutions suitable to Washington County and should identify state, federal or local funding sources.
- Permanent research staff should monitor the implementation, evaluation and progress of criminal justice reforms.

b. Pros: Provides current relevancy and insures future value of ILPP study.

c. Cons: Requires staff and major effort and time commitment from CJES members.

d. Cost: No new costs required if current staff budget is used.

- e. Comment: To be credible, the CJES must be able to penetrate the system on a technical level, and must be neutral, yet perceived as an "auditor" capable of pointing out, providing and recommending solutions to real system problems. CJES staff must be practitioners trained as systems experts, adept at computer analyses, and seen as neutral and objective by all members of the CJES.

Option 2: Pretrial Release Agency/Program

Establish a pretrial release agency or program in order to improve the safety of, objectify, expand and expedite the pretrial release decision making process.

a. Program Elements

- The agency or program should bear primary responsibility for collecting, verifying and analyzing of all information relevant to determining the appropriateness of the available release alternatives for every pretrial detainee and for making rapid, informed recommendations. This new agency is needed to control jail crowding and the quality of release decisions.
 - The pretrial release agency should manage the appearance notification program recommended separately (see Option 3).
 - The CEO should be in charge, on behalf of CJES, the Board of County Commissioners, the Courts and Sheriff in establishing an agency or program.
 - Interviews should be made of all detainees, immediately upon arrest.
 - Verification of all pretrial release information should be done immediately.
 - Scoring of verified information should be accomplished based on objective criteria, regarding propensity to appear and public safety.
 - Quantified recommendations and decisions for release, supervised release, conditions, etc. should be made.
 - Urine testing, treatment and various connections for human services could be tied to release conditions (e.g., treatment for substance abuse, domestic violence referral, family protective services, school programs, health programs, etc.)
- b. Pros: Safer, more objective, speedier, more frequent pretrial release; less jail crowding.
- c. Cons: Introduces new procedures; costs.
- d. Cost: \$150,000 for three new FTE, initially.
- e. Impact: Reduces system crowding

Option 3: Pretrial Appearance Notification Program

a. Program Elements

- Establish a system to provide computerized written notices and follow-up telephone calls to all pretrial releases and to those individuals who fail to appear as scheduled to request and encourage/facilitate their voluntary surrender prior to the issuance of a bench warrant.
- Notices to appear should be written in English and Spanish.
- Computerized reminder notices should be mailed to each individual at least five working days prior to his/her initially scheduled court appearance.
- Make computerized reminder telephone calls to each individual with a phone at least two working days prior to his/her scheduled court appearance.
- Provide a toll-free telephone number which an individual can call to obtain information regarding his/her scheduled court appearance or to inform the court of a problem he/she may have in making the scheduled court appearance. Rescheduling of appearances could also be incorporated into this number.

b. Pros: Reduces the number of those who fail to appear and thus reduces system crowding.

c. Cons: Introduces new procedures; costs.

d. Costs: \$1 to \$5 per pretrial detainee released; tremendous savings in custody costs.

e. Impact: Estimate five to ten beds saved.

Option 4: Field Citation Use

Improve the consistency and use of field citation in lieu of arrest.

a. Program Elements

- Institute county-wide objective criteria
- Vary criteria to arrive at acceptable FTA rate, etc.

b. Pros: Lower demand for beds; speed release.

c. Cons: Could increase number of FTAs.

d. Costs: Minimal.

e. Impact: Estimate five to ten beds saved but overlaps with Options 2 and 5.

Option 5: Stationhouse Citation

Improve stationhouse citations in lieu of booking.

- a. Program Elements
 - Institute county-wide objective criteria
 - Faster verification and release of misdemeanants by jail citations
 - Provide booking services of mug shots and fingerprints to local police
- b. Pros: Speed release; reduce number to be screened or processed for OR, bail, etc.
- c. Cons: Requires more police staff time and Sheriff's time at the jail.
- d. Cost: Minimal (use of existing staff), automated system costs not yet determined.
- e. Impact: Estimate one to two beds saved but overlaps with Options 2 and 4.

Option 6: Supervised OR and Conditional Release

- a. Program elements
 - Provide necessary supervision and notification of arraignment and trial proceedings to nonviolent misdemeanants
 - Use for higher risk defendants (e.g., certain nonresidents, or those with warrants or prior records)
 - Monitor release data and FTAs; adjust as needed
 - Use electronic monitoring, especially in conjunction with misdemeanor defendants who are an appearance risk
- b. Pros: Increase pretrial release rates and reduce jail beds needed; possible reduction of FTAs due to supervision, notification and/or conditions; provide additional release options for the Courts; increase community security through supervision.
- c. Cons: Possible substitution of defendants currently on OR to supervised or conditional OR; requires additional staffing and community support; possible, but unlikely, increase in FTA rate; electronic monitoring not in keeping with current county and Sheriff's Office policy; tendency to duplicate other release modes, creating another program with resultant costs but no actual bed savings.
- d. Cost: Staff time, 0.5 FTE, or about \$17,000; cost of electronic monitoring. The cost of equipment varies by type and among manufacturers; estimates show a range of \$2.86 to \$15 per day per participant when equipment is leased.

- e. Impact: 10 beds saved.

Option 7: Review of DA Case Screening

The early screening of criminal cases should be the focus of a review and improvement within the District Attorney's Office.

a. Program Elements

- A review should occur of a wide variety of procedures conducted within the District Attorney's Office, perhaps assisted by the presiding judge, public defender agencies, private attorneys and the court administrator. These procedures should be examined with the objective of earlier and more aggressive screening to encourage cases that plead guilty in any event to do so at an earlier time.
 - All felony filings should be reviewed by a senior attorney for appropriateness of charging and to assure that charges are timely filed.
- b. Pros: Closer internal scrutiny of prosecutorial discretion at the early stages will assure quicker justice.
- c. Cons: Costs.
- d. Cost: Additional clerical staff will be needed, and perhaps more attorney staff at the beginning of the process, although there should be a net savings in attorney time later in the criminal process.
- e. Impact: Estimate five beds saved

Option 8: Post-Sentence Electronic Monitoring

Institute use of post-sentence electronic monitoring.

a. Program Elements

- Use electronic monitoring to release individuals from the minimum security facility.
 - Use electronic monitoring for other eligible offenders.
- b. Pros: More cost-effective than jail incarceration; reduces demand for jail beds; provides "punishment" and supervision.
- c. Cons: Some staffing needed; program set up and costs to run it.
- d. Costs: Staffing - 1 FTE (\$38,275 salary and benefits) and 1 FTE (\$16,157 salary and benefits); set up costs; car (\$11,300); unit costs, \$5 per monitor/day (possibly offset in part by participant fees).

- e. Impact: Dependent on number of participants (essentially direct ratio between participants and beds saved); probably about 20-40 participants initially.

Option 9: Pretrial Electronic Monitoring

Institute use of electronic monitoring for pretrial release.

- a. Program Elements
- Use electronic monitoring to release defendants pretrial
 - Courts make the decision as to eligibility via new pretrial release agency
 - Sheriff's Office would provide actual program service
- b. Pros: Decreases demand for beds; provides an additional method of pretrial release; cost effective; provides a supervised release option.
- c. Cons: Funding may be problematic; care must be taken not to duplicate or overlap other release modes; possibility of program failures.
- d. Costs: Approximately \$110,500/year for 20 participants; may be partially offset by participant fees.
- e. Impact: Number of beds saved would be approximately equal to the number of participants. Overlaps with Option 6.

Option 10: Alternative Housing

Establish alternative housing, including a substance abuse treatment program.

- a. Program Elements
- Eliminate most public inebriates from the criminal justice system
 - Provide an alternative facility, "detoxification center," for public inebriates instead of booking them into jail
 - Provide an "early out" program for other sentenced inmates with alcohol-related offenses (e.g., DUIs)
- b. Pros: Eliminates booking time and use of jail beds for most of the alcohol-related offenders arrested; more appropriate setting for the intoxicant (safer atmosphere with care and treatment available); cost-effective especially if manned partially by volunteers; less expensive to construct than jail beds; provides an alternative to jail for the "early out" participants while providing them with alcohol-related programs.
- c. Cons: Possible construction of a facility; funding may have to be provided by alternative sources; possible siting and transportation issues; possible jurisdictional

problems between agencies; policies and procedures including officer training may need to be provided; an "early out" program may duplicate other alternatives to incarceration for the targeted participants.

- d. Costs: Staffing; new construction or remodeling costs; program costs.
- e. Impact: Savings in correctional officer time for booking and release; may provide long-term benefits through reduction of recidivism and alcohol treatment.

C. IMPACT OF OPTIONS ON BED CAPACITY

The Options section lists ten alternatives which should allow for a reduction of jail population. In the following, the possible effect of each of these is explored, with the intent of showing plausible overall reductions. The data from the tracking study, in particular the figures on offense, reason for custody, and release mode, are used as the basis for estimating improvements.

The estimates for the bed savings under each option are made under the assumption that only that option is instituted. But some of the options overlap each other. Generally speaking the same persons who would be eligible for citation release, for example, would also be the best candidates for OR. If both of these options were put into effect, simply adding the bed savings for citation and OR alone would double-count these. It is not possible to add the increments without taking account of this overlap.

The bed savings shown are illustrative, though reasonable. Interpretation and implementation of the policy changes are the county's responsibility. The savings which will actually be obtained, should the recommendations be carried out, are largely up to the county's discretion. However, the county can follow the procedure shown to estimate savings to be realized from its system improvements as carried out.

Most of the options apply to the jail only. Savings could be realized also at the Restitution Center when the options apply to sentenced inmates, or when they reduce future offenses, particularly probation violation and FTA.

For introduction, the implications of the tracking study for bedspace are shown, in two forms: by charge, and by custody reason/release mode pairs. "N," "ALS," and "Pct." in the table refer to number of inmates, average length of stay, and percent of total inmate population. The results of ILPP's classification study are also shown.

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Table 67
Number of Inmates and ALS, by Custody Reason and Release Mode

<i>Custody Reason</i>	<i>N</i>	<i>ALS</i>	<i>Pct</i>			
				<i>N</i>	<i>ALS</i>	<i>Pct.</i>
				<i>Pretrial</i>		
Probable Cause	263	1.14	4.6%	29	5.15	2.3%
Warrant	105	3.57	5.8%	36	11.17	6.2%
Hold	45	0.61	1.4%	6	6.58	0.6%
Probation	1	0.23	0.0%	5	9.28	0.7%
Multiple Hold	5	2.89	0.2%	2	13.63	0.4%
Secret Indictment	2	0.31	0.0%	1	5.15	0.1%
Report for Sentence	0	0.00	0.0%	6	15.33	1.4%
Total	421	1.70 ⁷²	11.0%	85	8.96 ⁷²	11.7%
				<i>Court Order</i>		
				<i>Transfer</i>		
Probable Cause	16	37.74	9.3%	10	56.66	8.7%
Warrant	16	51.74	12.7%	19	32.41	9.5%
Hold	32	10.05	4.9%	6	36.27	3.3%
Probation	6	14.53	1.3%	4	57.01	3.5%
Multiple Hold	9	20.85	2.9%	3	26.30	1.2%
Secret Indictment	1	8.99	0.1%	0	0.00	0.0%
Report for Sentence	5	1.62	0.1%	43	29.58	19.6%
Total	85	24.06 ⁷²	31.4%	85	35.05 ⁷²	45.8%
				<i>Time Served</i>		

Table 68
Number of Inmates and ALS by Offense

	<i>N</i>	<i>ALS</i>	<i>Pct.</i>
<u>Felonies</u>			
Violent	30	40.01	18.5%
Burglary	18	15.93	4.4%
Property	30	7.16	3.3%
Drug sale	19	4.61	1.3%
Drug possession	8	1.38	0.2%
Probation/parole	51	19.87	15.6%
FTA	13	16.38	3.3%
Holds	16	5.56	1.4%
Auto	23	5.31	1.9%
Other	10	8.98	1.4%
Total	218	15.26 ⁷²	51.2%

⁷² Total ALS is a weighted average.

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Table 68 (cont.)

	<i>N</i>	<i>ALS</i>	<i>Pct.</i>
<u>Misdemeanors</u>			
Violent	69	2.17	2.3%
Property	41	7.70	4.9%
Burglary-related	12	2.51	0.5%
Drug sale	0	46.81	0.0%
Probation	59	14.71	13.3%
DUII	164	4.31	10.9%
Auto	12	3.74	0.7%
FTA	87	6.64	8.9%
Nuisance	20	3.40	1.0%
Other	34	11.88	6.2%
Total	498	6.357 ²	48.7%

Table 69
Classification of County Jail and Restitution Center by Adjudication Status
(ILPP Criteria)

	<i>Males</i>		<i>Females</i>	
	<i>Sentenced</i>	<i>Unsentenced</i>	<i>Sentenced</i>	<i>Unsentenced</i>
<u>County Jail</u>				
Minimum	5	12	1	1
Medium	25	92	2	6
Maximum	8	30	1	6
Total	38	134	4	13
% of jail population (by sex)	22%	78%	24%	76%
<u>Restitution Center</u>				
Minimum	33	0	4	0
Medium	43	0	5	0
Maximum	2	0	0	0
Total	78	0	9	0
% of total sentenced, both facilities (by sex)	67%	0%	69%	0%

Option 1: Centralized Management of Criminal Justice System

This is a systems management option through which the county can discover bottlenecks and areas for improvements beyond those to be discussed with the following options. There should be a bed savings, but it is impossible to predict what might be found, so no number is estimated.

Option 2: Pretrial Release Agency/Program

This would be a unit to expand and coordinate the pretrial release function.

It can be seen that persons released pretrial account for 11 percent of the beds. The county's records do not clearly specify "court-ordered" releases; some of these, at least, are also pretrial. This category is another 12 percent. Average lengths of stay for these two categories are 1.7 and 9 days, respectively. The major contributors are those held on warrants, and most warrants are for probation violation or for FTA.

Warrant arrests are less likely to lead to early release than are probable cause arrests, which are the other main source of beds in these two categories. Suppose probable cause ALS could be halved for pretrial arrest and cut to four days for court orders. There would be roughly a four percent total bed savings.

Option 3: Pretrial Appearance Notification Program

FTAs account for 11 percent of beds (felony and misdemeanor). If FTAs could be reduced by 25 percent, there would be a savings of nearly three percent. Most FTAs are warrant arrests, so this does not have much overlap with Option 2.

Option 4: Field Citation Use

Citations are most likely to be applied to non-violent offenses which are not FTAs, holds, or probation violations. DUII also will probably be brought in at least until the offender sobers up. Excluding all these, about 25 percent of the beds are occupied by persons who might have been cited. Good citation statistics are unavailable so it is hard to say how widely this option is used now.

A twenty percent reduction in these arrests is plausible, for a four percent reduction overall. However the persons who would be cited are often those who would be most eligible for pretrial release. There should be a large overlap here with Option 2, so those reductions could not be added together.

Option 5: Stationhouse Citation

Citation at the station rather than in the field might be used if the arresting officer wanted to check identification or warrant status. Otherwise these are much the same people as would be covered in Options 2 and 4. The same four percent reduction is plausible, but because of the overlap it is doubtful that there would be much of a bed savings if the other two options were also instituted.

Option 6: Supervised OR and Conditional Release

Supervised OR would apply to a class of inmates not eligible for ordinary OR or citation, so there would be little overlap. Even inmates with a warrant arrest might be eligible. Bed

savings would depend greatly on how aggressively the program was pursued. A two percent savings is reasonable.

There would be a further long-term savings if some of the persons now released on ordinary OR were switched to supervised OR. The future FTA rate should drop, reducing arrests for this reason. Since FTAs now occupy 12 percent of the beds there could be a savings of several percent. However there is a possible overlap with Option 3; persons motivated to appear under one option may well be the same ones motivated to appear under the other.

Option 7: Review of DA Case Screening

The DA reports average drop rates of about 19 percent for felonies and 24 percent for misdemeanors in recent years. But no data was found on number or ALS of cases dropped in the tracking study. Thus it is not known how early the screening occurs and whether it could be further accelerated. Releases on "court order" for probable cause arrestees account for 2 percent of beds and have an ALS of 5 days. Possibly this could be cut in half, saving one percent. Expedited screening does not overlap with citation or OR release except for those cases where someone should have been screened out but was not.

Option 8: Post-Sentence Electronic Monitoring

This option could apply to both the county jail and the Restitution Center. If all sentenced inmates classified as "minimum" by ILPP were released it would reduce beds by three percent at the county jail and 43 percent at the Restitution Center. These would have no overlap with the pretrial options except insofar as FTAs and probation violations were decreased.

Extending this option to medium-security inmates at the jail would have a substantial effect as they make up 14 percent of the total population.

Such a large decrease in the Restitution Center population would allow keeping the remaining inmates longer and returning to rehabilitative services rather than serving primarily as a jail overflow.

Option 9: Pretrial Electronic Monitoring

This is only a variant on Option 6, and would result in very little additional savings.

Option 10: Alternative Housing

Inmates charged with being a nuisance occupy one percent of the beds. Presumably all of them could be moved out, but they would overlap with the OR and citation options.

D. SUMMARY

Most jail inmates are medium to maximum unsentenced. New cases appear to be screened fairly soon. Citation and ordinary OR are used, though not as much as they might be. Options to extend pretrial release to those not now eligible show the most promise for reducing jail population. Supervised OR in conjunction with pretrial electronic monitoring should be seriously considered by the county.

About two thirds of the sentenced population is in the Restitution Center. Nearly half of sentenced inmates (both facilities combined) are classified as minimum security risks and could be released on supervised probation, again with electronic monitoring as a helpful mechanism.

Certain information which would be useful in population management is not adequately recorded. This is primarily release mode information, including:

- Distinction between regular and court-ordered OR;
- Identification of cases dropped by the DA; and
- Distinction between persons released to other jurisdictions on arrest and those released after adjudication in Washington County, particularly those sent to prison.

**Table 70
Plausible Bed Savings**

Option 1.....	no estimate
Options 2, 4, 5, and 10.....	4 percent
Option 3.....	3 percent
Options 6 and 9.....	2 percent direct 2 percent delayed
Option 7.....	1 percent
Option 8.....	3 percent (jail) 40 percent (Rest. Center)
Total:.....	15 percent (jail) 40 percent (Rest. Center)

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APPENDIX III.B
SAMPLE JAIL MISSION STATEMENTS

APPENDIX III.B SAMPLE JAIL MISSION STATEMENTS

PLACER COUNTY

Placer County aims for a fair and efficient system, which includes police, courts, probation, alternatives to custody and detention facilities. The overall goal of Placer County's criminal justice system is protection of the community and administration of a just and equitable legal process.

Specifically, the county seeks to provide:

1. Appropriate facilities and programs, which address diverse categories of local and out-of-county offenders through successful existing diversion programs and exploration of other alternatives consistent with the protection of the community;
2. Secure and humane detention facilities, which will:
 - Be flexible towards meeting present and future population needs;
 - Adhere to minimum state and federal standards (e.g., California Minimum Standards for Local Detention Facilities and LEAA guidelines);
 - Provide adequate safety measures to protect prisoners and jail staff;
 - Permit constitutional legal administration of jail programs (e.g., compliance with P.C. 4001 - separation, P.C. 1053 - Administrative Segregation, and P.C. 4029 - equal programs for male and female offenders);
3. Programs and procedures consistent with public safety and legal standards.

NEVADA COUNTY

The mission of the Nevada County Jail System is to protect the public by the cost-effective processing, detention, and incarceration of accused and adjudicated offenders in a safe, secure, and humane facility, pending lawful release.

The goals and objectives to implement the mission are:

1. Provide a safe and secure environment by:
 - a. Direct supervision of maximum and medium security inmates;
 - b. Insuring appropriate staffing levels;
 - c. Adherence to California jail standards and pertinent court decisions;
 - d. Adherence to California fire life safety standards;

- e. Designing and staffing the facility to adequately handle routine medical and program needs;
2. Cost effective management through new generation jail design, to:
 - a. Use cost saving materials, when appropriate, in less secure areas;
 - b. Give flexibility in inmate housing classification;
 - c. Provide direct supervision to prevent vandalism;
 - d. Reduce inmate and staff stress, by minimizing noise, maximizing use of natural light, and lessen dreariness by use of colors;
 - e. Create a positive atmosphere for staff control of inmates.
 - f. Computerize records, accounting, and inventory systems;
 - g. Minimize staffing requirements through efficient operational design, without jeopardizing safety and security.
3. Professional staffing of jail facilities by:
 - a. Training all correctional staff to meet or exceed "California Standards and Training for Corrections" guidelines;
 - b. Recruiting, selecting, retaining and promoting staff who are dedicated to professionalism in corrections;
 - c. Insuring adequate staffing at all times to provide the safe and secure housing of inmates and a safe working environment for staff.
4. Offer a broad range of inmate program services to provide maximum opportunity for inmates to make positive life altering decisions, including, but not limited to:
 - a. General Education and Development;
 - b. Alcohol and drug abuse counseling;
 - c. Work furlough (sentenced inmates only);
 - d. Religious services of various denominations;
 - e. Mental health services;
 - f. Job skills preparation;
 - g. Recreation.

BUTTE COUNTY

Relevant goals and objectives of the incarceration facility for Butte County are as follows:

- A. Provide adequate facilities to relieve overcrowding;
- B. Provide adequate facilities to properly classify inmates, not only to their status in the criminal justice system, but to their level of criminal sophistication;
- C. Provide the correct level of security for housing inmate types per classification without building housing units more extensively than necessary;
- D. Redesign to provide the correct intake/release unit and proper jail administration facilities including central operations room;
- E. Provide a range of single cells in detoxification units within the intake and release facility for pre-classification housing to minimize problems from hostile and distraught inmates;
- F. Improve prisoner property storage facilities to minimize loss of prisoners' property and consequential county liabilities resulting from these losses.
- G. Afford women equal access to programs both in the incarceration facility and in the community;
- H. Provide a medical and mental health housing unit to administratively segregate inmates with medical and mental health problems from the main jail population. This area will include safety cells and individual housing units and will provide the proper facility to accommodate all foreseeable policy changes in the medical and mental health fields regarding jail population;
- I. Provide multi-purpose rooms for a variety of programs, including but not limited to, legal services, library services, religious services, and counseling;
- J. Provide food service from a central food preparation area with warming rooms in each housing complex;
- K. Provide facilities for contact and family visits in a centrally coordinated visitors' facility;
- L. Provide facilities to increase the effectiveness of current alcohol and drug awareness programs since these areas represent the most significant problems in the jail population.

APPENDIX III.C
RISK MATRIX POLICY

APPENDIX III.C: RISK MATRIX POLICY



WASHINGTON COUNTY
SHERIFF'S DEPARTMENT
Hillsboro, Oregon 97124
SHERIFF WILLIAM R. PROBSTFIELD

JAIL PROCEDURE

MATRIX RELEASES - JAIL CROWDING

TEMPORARY
POLICY : #4-10-0891

EFFECTIVE: 10-1-91
EXPIRES : 1-1-92

POLICY

To comply with Federal Court Order # 83-634 (a Consent Decree) and by authority granted in O.R.S. 137.520 (3), shift commanders at the Washington County Jail may release inmates to ease jail overcrowding, using the below listed procedures.

PROCEDURE

MATRIX COMPUTATION

- 1.0 Upon the decision to lodge an inmate in a living area of the Washington County Jail, a matrix score will be assigned to the inmate.
- 1.1 Matrix scores will be assigned by following the formula listed on the matrix computation form, SOCD # 54. The final score will be transferred to the inmate 5x8 card, listed in the lower center of the card under "classification".
- 1.2 Matrix scores will be recomputed by the officer assigned from the graveyard shift whenever any of the following occurs.
 - Charges are added or released.
 - The inmate becomes assaultive, disruptive, unstable, unpredictable or an escape risk.
 - The inmate is returned from the restitution center or removed from trusty status.
 - The inmate develops psychological problems.
 - The inmate is reclassified to 7 Close or 8 MAX custody.
 - Staff become aware of any information (CCH, alias names, etc) which were unknown when the original matrix score was assigned.

- 1.3 Any staff member discovering changes described in section 1.2 of this procedure is responsible for listing the inmate's name and status change on SOCD form number 58.

MATRIX INELIGIBLES

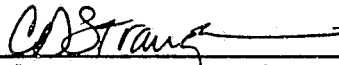
- 2.0 Inmates who may be a danger to any person or themselves will not be included when considering matrix releases. Any staff member discovering any reason to believe an inmate to be a danger to another person is required to place that inmate's name on SOCD form number 56. Reasons for inclusion on this list include, but are not limited to the following:
- Arresting officer concern for the safety of any person.
 - Statements made by the inmate indicating some danger to themselves or another.
 - Intoxicated inmates unable to locate a responsible person.
 - Statements made by any person in person or by telephone that the inmate is a threat to another person.
 - The inmate is charged with any person to person violent crime in which the victim is not aware of the release beforehand, and specifically agrees to the release.
- 2.1 Inmates that are pending a disciplinary hearing or adjudication will be placed on the matrix ineligible list by the officer initiating the disciplinary report. They will remain on the list until the hearing or adjudication has taken place.
- 2.2 Inmates sanctioned to disciplinary segregation will be placed on the matrix ineligible list for the duration of the disciplinary segregation.
- 2.3 Inmates charged with or serving a sentence for direct contempt of court will be placed on the matrix ineligible list.
- 2.4 Inmates listed on the ineligible list will not be released from custody for overcrowding reasons.
- 2.5 The matrix ineligible list will be reviewed daily by the programs manager for accuracy and continuance. Should an inmate no longer be deemed a threat to themselves or another, they may be removed from the ineligible list. In such cases the programs manager will document the date, time and reason for removing the inmate from the list on SOCD form number 54.

RELEASE PROCEDURES

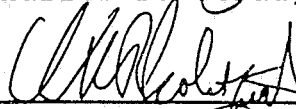
- 3.0 Matrix releases will be considered only after other release options have been eliminated. These options include normal recognizance releases as outlined in Circuit and District General

Court Order number 61; releases after security or bail has been posted; releases arranged by the court release officers; and releases arranged for by the programs manager.

- 3.1 Matrix scores will be examined on a daily basis and a list of potential releases will be prepared for the shift supervisor. This is a responsibility of the programs manager during his or her work week, and of the post five officer during the absence of the programs manager.
- 3.2 The listing of potential releases will be documented on SOCD form number 55, which will be maintained at the sergeant's work station. Any person assigned a matrix score following completion of the potential release list, will be added to the list if their score is lower than any number currently listed.
- 3.3 Shift supervisors, on an as needed basis will choose the lowest scoring inmate, not listed on the ineligible list, for release. Pre-sentence inmates released using the matrix system will be released using a standard recognizance form. At the bottom of the form, the release should be clearly noted as a matrix crowding release. The matrix score and authorizing supervisor should also be listed at the bottom of the recognizance form.
- 3.4 Sentenced inmates will be considered for normal matrix release if at least two thirds of their sentence has been served, and, they have been approved for an early release by the court.
- 3.5 Shift supervisors will choose inmates for matrix release based on their assigned matrix scores. The lowest scoring inmates, not on the ineligible list, will be released as required to maintain control of jail overcrowding.
- 3.6 Upon releasing any inmate using the matrix system, the releasing officer is responsible for listing the date and time of release as well as the authorizing supervisor on SOCD form number 55.



Charles D. Straughan, Captain



William R. Probstfield, Sheriff

New Policy
Developed by Lt. Gordon
Next scheduled review 1-1-92

WASHINGTON COUNTY JAIL
POPULATION RELEASE SCORES

Name: _____ Book# _____ Date _____

Highest Ranking Charge Score _____

Companion Charges

Each nonviolent Misd/Major Traffic	()	X 1	=	_____
Each nonviolent Felony	()	x 2	=	_____
Each violent Misdemeanor	()	x 3	=	_____
Each violent Felony	()	x 5	=	_____

Charge modification points

FTA Warrants	()	x 1	=	_____
Violation of release agreements	()	x 1	=	_____
Probation/Parole violation	()	+ 10	=	_____

Custody & Classification points

Assaultive;Disruptive;Escape risk;Unstable or Unpredictable (10 points - any or all) = _____

Return from R.C/Remove Trusty	(Add 40 points)	=	_____
Major Psychological problem	(Add 40 points)	=	_____
Gang membership	(Add 30 points)	=	_____
7Close custody	(Add 10 points)	=	_____
8Max custody	(Add 50 points)	=	_____

Criminal History points

Arrests	Convictions
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Violent Misd	x 1	=		x 3	=	
Violent Fel	x 2	=		x 5	=	
Prob Vio	x 3	=				
Parole Vio	x 5	=				

Total CCH Points = _____

Exceptional Danger Hold _____ yes _____ no

Narrative Explanation - _____

Final Score = _____

Reviewer: _____ BPST _____ Date _____

WASHINGTON COUNTY JAIL MATRIX SCORES

<u>TEXT NAME</u>	<u>ORS</u>	<u>CLASS</u>	<u>SCORE</u>
ABAND CHILD	163.535	A FEL	31
ABUSE CORPSE	166.085	C FEL	7
ABUSE VEN OBJ	166.075	C MIS	7
AGGR MURDER	163.095	A FEL	135
AID UNAUTH DEP	162.175	A MIS	9
ANIMAL ABUSE I	167.320	A MIS	9
ANIMAL ABUSE II	167.315	B MIS	7
ANIMAL FIGHT	167.355	A MIS	9
ANIMAL NEGLECT I	167.330	A MIS	9
ANIMAL NEGLECT II	167.325	B MIS	7
ARMED FORCES HOLD	001.500		300
ARSON I	164.325	A FEL	135
ARSON II	164.315	C FEL	80
ASSAULT I	163.185	A FEL	135
ASSAULT II	163.175	B FEL	80
ASSAULT III	163.165	C FEL	31
ASSAULT IV	163.160	A MIS	21
ASSAULT POLICL OFF	163.208	A MIS	21
ATT AGGR MURDER	163.095	A FEL	135
ATT ARSON I	164.325	B FEL	80
ATT ARSON II	164.315	A MIS	21
ATT ASSAULT I	163.185	B FEL	80
ATT ASSAULT II	163.175	C FEL	31
ATT ASSAULT III	163.165	A MIS	21
ATT ASSAULT IV	163.160	B MIS	14
ATT BAD CHECK	165.065	B MIS	7
ATT BRIBE GIVE	162.015	C FEL	14
ATT BURG I	164.225	B FEL	21
ATT BURGLARY II	164.215	A MIS	9
ATT COERCION	163.275	A MIS	21
ATT COMP PROST	167.017	C FEL	31
ATT CRIM MISCH I	164.365	A MIS	21
ATT CRIM MISCH II	164.354	B MIS	14
ATT CRIM MIST I	163.205	A MIS	21
ATT CRIM MIST II	163.200	B MIS	14
ATT CUST INT I	163.257	C FEL	31
ATT CUST INT II	163.245	A MIS	21
ATT DCS I	475.992	B FEL	80
ATT DCS II	475.992	C FEL	31
ATT DCS III	475.992	A MIS	21
ATT DCS IV	475.992	C MIS	7
ATT DFI IMI DRU	475.991	B MIS	14
ATT DEL MARIJ	475.992	B MIS	14
ATT ELUDE (BOAT)	488.027	A MIS	9
ATT ELUDE (VEHICLE)	811.540	A MIS	9
ATT ESCAPE I	162.165	C FEL	31
ATT ESCAPE II	162.155	A MIS	21
ATT ESCAPE III	162.145	B MIS	14
ATT FORG I	165.013	A MIS	9

WASHINGTON COUNTY JAIL MATRIX SCORES

<u>TEXT NAME</u>	<u>ORS</u>	<u>CLASS</u>	<u>SCORE</u>
ATT FORG II	165.007	B MIS	7
ATT FUR ORS MIN	167.065	B MIS	7
ATT HIND PROS	162.325	A MIS	9
ATT INCEST	163.525	A MIS	21
ATT INT W/TRANS	166.115	B MIS	7
ATT KIDNAP I	163.235	B FEL	60
ATT KIDNAP II	163.225	C FEL	31
ATT MANS I	163.118	B FEL	60
ATT MANS II	163.125	C FEL	31
ATT MFG CS I	475.992	B FEL	60
ATT MFG CS II	475.992	C FEL	31
ATT MFG CS IV	475.992	A MIS	21
		C MIS	7
ATT MURDER	163.115	A FEL	135
ATT OB DRUG UNL	475.994	B MIS	14
ATT PCS I	475.992	C FEL	60
ATT PCS II	475.992	A MIS	21
ATT PCS III	475.992	B MIS	21
ATT PRO GAMB I	167.127	A MIS	9
ATT PRO GAMB II	167.122	B MIS	7
ATT PROM PROST	167.012	A MIS	9
ATT PROST	167.007	B MIS	7
ATT RAPE I	163.375	B FEL	60
ATT RAPE II	163.365	C FEL	31
ATT RAPE III	163.355	A MIS	21
ATT RECK ENDANG	163.195	B MIS	14
ATT ROBBERY I	164.415	B FEL	60
ATT ROBBERY II	164.405	C FEL	31
ATT ROBBERY III	164.395	A MIS	21
ATT SEX AB I	163.425	A MIS	21
ATT SEX AB II	163.415	B MIS	14
ATT SODOMY I	163.405	B FEL	60
ATT SODOMY II	163.395	C FEL	31
ATT SODOMY III	163.385	A MIS	21
ATT SUP CONTRAH	162.185	A MIS	21
ATT TAMP DRG REC	167.212	A MIS	9
ATT TAMP W/LVID	162.295	B MIS	7
ATT TAMP WIT	162.285	A MIS	21
ATT THEFT EXTOR	164.075	C FEL	31
ATT THEFT I	164.055	A MIS	9
ATT THEFT II	164.045	B MIS	7
ATT THEFT III	164.043	C MIS	7
ATT THEFT OF SERV	164.125	A MIS	9
		B MIS	7
ATT TREASON	166.005	A FEL	135
ATT TRESPASS I	164.255	B MIS	7
ATT UNLAN OB PA	411.630	A MIS	9
ATT USE WEAPON	166.220	C FEL	14
ATT UUMV	164.135	A MIS	9

WASHINGTON COUNTY JAIL MATRIX SCORES

TEXT NAME	ORS	CLASS	SCORE
BIGAMY	163.515	C FEL	31
BRIBE GIVE	162.015	B FEL	21
BRIBE REC BY WIT	162.275	C FEL	21
BRIBE RECEIVE	162.025	B FEL	14
BRIBE WITNESS	162.265	C FEL	14
BURGLARY I	164.225	A FEL	36
BURGLARY II	164.215	C FEL	14
CARRY CONCEAL WPN	166.240	B MIS	21
CARRY DANG WPN INT	166.220	C FEL	31
CHILD NEGLECT	163.545	A MIS	21
COERCION	163.275	C FEL	31
COMPELL PROST	167.017	B FEL	80
COMPOUND FEL	162.335	A MIS	9
CON AGGR MURDER	163.095	A FEL 135	
CON ARSON I	164.325	A FEL	135
CON ARSON II	164.315	C FEL	31
CON BURGLARY I	164.225	A FEL	36
CON BURGLARY II	164.215	C FEL	14
CON COMP PROST	167.017	B FEL	80
CON CRIM MISCH I	164.365	C FEL	31
CON CRIM MISCH II	164.354	A MIS	21
CON DCS I	475.992	A FEL	135
CON DCS II	475.992	B FEL	80
CON DCS III	475.992	C FEL	31
CON DCS IV	475.992	B MIS	14
CON DCS V	475.992	C MIS	7
CON ESCAPE I	162.165	B FEL	80
CON ESCAPE II	162.155	C FEL	31
CON ESCAPE III	162.145	A MIS	9
CON FORG I	165.013	C FEL	14
CON FORG II	165.007	A MIS	9
CON MFG CS I	475.992	A FEL	135
CON MFG CS II	475.992	B FEL	80
CON MFG CS III	475.992	C FEL	31
CON MFG CS IV	475.992	B MIS	14
CON MFG CS V	475.992	C MIS	7
CON MURDER	163.115	A FEL	135
CON PCS I	475.992	B FEL	80
CON PCS II	475.992	C FEL	31
CON PCS III	475.992	A MIS	21
CON PCS IV	475.992	C MIS	7
CON PROH REG I	475.993	C FEL	31
CON PROH REG II	475.993	A MIS	21
CON PROH REG III	475.993	B MIS	14
CON PROM PROST	167.012	C FEL	14
CON PROST	167.007	A MIS	9
CON ROBBERY I	164.415	A FEL	135
CON ROBBERY II	164.405	B FEL	80
CON ROBBERY III	164.395	C FEL	31

WASHINGTON COUNTY JAIL MATRIX SCORES

<u>TEXT NAME</u>	<u>ORS</u>	<u>CLASS</u>	<u>SCORE</u>
CON SUP CONTRAB	162.185	C FEL	31
CON THEFT I	164.055	C FEL	14
CON THEFT II	164.045	A MIS	9
CON THEFT III	164.043	B MIS	7
CON UUMV	164.135	C FEL	14
CONCAL BIRTH	167.820	A MIS	21
CONT COURT	33.010		31
CONT SEX MINOR	163.435	A MIS	21
CREATE HAZARD B	167.810	B MIS	7
CRIM MISCH I	164.365	C FEL	31
CRIM MISCH II	164.354	A MIS	21
CRIM MISCH III	164.345	C MIS	7
CRIMINAL MISTREATMENT I	163.205	C FEL	31
CRIMINAL MISTREATMENT II	163.200	A MIS	21
CUST INTER I	163.257	B FEL	80
CUST INTER II	163.245	C FEL	31
DCS 2	475.992	B FEL	80
DCS 3	475.992	C FEL	31
DCS 4	475.992	B MIS	14
DCS 5	475.992	C MIS	7
DCS I	475.992	A FEL	135
DCS MINOR I	475.995	A FEL	135
DCS MINOR II	475.995	A FEL	135
DCS MINOR III	475.995	B FEL	80
DCS MINOR IV	475.995	A MIS	21
DCS MINOR V	475.995	B MIS	14
DEL IMIT DRUGS	475.991	A MIS	21
DEL MARIJUANA	475.992	A MIS	21
DISCH FA AIRPT	166.638	A MIS	9
DISCH FA TRAIN	166.635	U MIS	21
DISORDERLY CONDUCT	166.025	B MIS	7
DISPLAY OBS MA" MIN	167.080	A MIS	9
DISSEM OBS MAT	167.087	A MIS	9
DUII	813.010	A MIS	31
DWHO	811.185	C FEL	9
DWHO MISD	811.185	A MISD	7
DWR FELONY	811.182	C FEL	9
DWR MISD	811.175	A MIS	7
DWS A MISD	811.182	A MIS	7
DWS FELONY	811.182	C FEL	9
DWS MISD	811.175	A MIS	7
ENDANG AIRCRAFT	164.885	C FEL	14
ENDANG MINOR	163.575	A MIS	21
ESCAPE	001.600	U FEL	300
ESCAPE I	162.155	B FEL	80
ESCAPE II	162.155	C FEL	31
ESCAPE III	162.145	A MIS	21
EX CON POSS FA	166.270	C FEL	31
EXH PER TRANCE	167.870	A MIS	9

WASHINGTON COUNTY JAIL MATRIX SCORES

<u>TEXT NAME</u>	<u>ORS</u>	<u>CLASS</u>	<u>SCORE</u>
FAIL CEDAR REC	165.109	B MIS	7
FAIL DISP LIC	807.570	C MIS	7
FAIL MAIN MET R	165.107	B MIS	7
FAIL PERF DOD (INJ)	811.705	C FEL	14
FAIL PERF DOD (PROP)	811.700	A MIS	9
FAIL STOP FOR WEIGH	818.400	C MIS	7
FALSE APP FOR LIC	807.530	A MIS	9
FALSE BUS REC	165.080	A MIS	9
FALSE FIN STAT	165.100	A MIS	9
FALSE FIRE ALARM	160.025	B MIS	7
FALSE INFO - CRIM	165.385	A MIS	9
FALSE INFO - TRF	807.620	A MIS	9
FALSE POLICE REPORT	162.375	C MIS	7
FALST REPORT	162.375	C MIS	7
FALSLE STATE AGE	471.135	C MIS	7
FALSE SWIAR	162.075	A MIS	9
FELONY OWS	811.175	C FEL	14
FORGERY I	165.013	C F	14
FORGERY II	165.007	A MIS	9
FRAUD OB SIG	165.042	A MIS	9
FRAUD USE CC	165.055	A MIS	9
		C FEL	14
FREQ PL CS USED	167.222	A MIS	9
FTA I	162.205	C FEL	31
FTA II	162.195	A MIS	21
FTA TRAFFIC OFFENSL	810.360	A MIS	21
FUGITIVE	133.773		300
FURN FALS INFO POL	162.385	A MIS	9
FURN OB MAT MIN	167.065	A MIS	9
FURNISH ALCOHOL MIN	471.410	A MIS	9
GAMBLING DEVICES	167.147	A MIS	9
HARASSMENT	166.065	B MIS	14
HINDER PROG	162.325	C FEL	31
HIT & RUN BOAT	488.164	A MIS	9
HUNT IN CEMET	166.645	U MIS	9
ILLEG TRANS OF PERMT	767.166	U TFC	7
ILLEGAL SALE LIO	471.405	U MIS	7
IMPERSONATION	162.365	A MIS	9
IMPROP LANE CHANGE	811.370	C TFI	7
IMPROPER PASSING	811.410	B TFI	7
IMPROPER SIGNAL	811.390	C TFI	7
IMPROPER TURN	811.360	B TFI	7
INCEST	163.525	C FEL	31
INTERCEPT COUN	165.543	A MIS	9
INTERFER W/PUB TRAN	166.115	A MIS	21
INTIMIDATION I	166.155	C FEL	31
INTIMIDATION II	166.155	A MIS	21
KIDNAP I	163.235	A FEL	135
KIDNAP II	163.225	B FEL	80

WASHINGTON COUNTY JAIL MATRIX SCORES

<u>TEXT NAME</u>	<u>ORS</u>	<u>CLASS</u>	<u>SCORE</u>
LITTER WATER WAY	164.775	B MIS	7
LIVE SEX SHOW	167.062	A MIS	9
		C FEL	14
MANSLAUGHTER I	163.118	A FEL	135
MANSLAUGHTER II	163.125	B FEL	80
MCS I	475.992	A FEL	135
MCS II	475.992	B FEL	80
MCS III	475.992	C FEL	31
MCS IV	475.992	B MIS	14
MCS V	475.992	C MIS	7
ME-NACING	163.190	A MIS	21
MFG FIREARM	166.410	C FEL	14
MINOR IN POSSESSION	471.430	U VIO	7
MISAPPL PROP	165.095	A MIS	9
MISC VIO OFF LITTER	164.805	C MIS	7
MISCOND W EMERG CALL	166.095	B MIS	7
MISDEMANOR DWS	811.175	A MIS	9
MISREP AGE	165.805	C MIS	7
MISTREATMENT I	163.205	C FEL	31
MISTREATMENT II	163.200	A MIS	21
MISUSL CONF INFO	162.425	B MIS	7
MURDER	163.115	A FEL	135
NEG BAD CHECK	165.005	A MIS	9
NEGL HOMICIDE	163.145	C FEL	31
NEGL WOUND ANOTHER	166.180	U MIS	21
NO BABIES VACCINAT	433.365	U MIS	7
NON VIOL MIS/TRAFF	001.709	U MIS	9
NON-SUPPORT	163.555	C FEL	31
OBSCENE PERM MINOR	167.075	A MIS	9
OBSTRUCT GOV	162.235	A MIS	9
OBTAIN DOC DECP	165.102	A MIS	9
OBTAIN DRUG UNLAW	475.994	A MIS	21
OFFCL MISCOND I	162.415	A MIS	7
OFFCL MISCOND II	162.405	C MIS	7
OFFENS LITTER	164.805	C MIS	7
OPER BOAT UI	482.160	A MIS	9
OPER MV VIO HAS OFI	811.185	C FEL	31
OPER UNLIC LIO EST	467.180	U MIS	7
PAROLE VIOI	137.540	U FEL	300
PAY TO VIEW CHILD SEX	163.630	C FEL	31
PCS I	475.992	B FEL	80
PCS II	475.992	C FEL	31
PCS III	475.992	A MIS	21
PCS IV	475.992	C MIS	7
PEDDLING MED W/O LIC	689.225	A MIS	9
PERJURY	162.065	C FEL	14
PERMIT MISUSL LIC	807.590	A MIS	9
PLACE OFF SUBS	164.785	A MIS	9
POINT FA AT ANOTHER	166.190	U MIS	7

WASHINGTON COUNTY JAIL MATRIX SCORES

TEXT NAME	ORS	CLASS	SCORE
POSS BURG TOOLS	164.235	A MIS	9
POSS COMM DEV	165.070	C FEL	14
POSS FA PUB BLD	166.370	U MIS	9
POSS FORG DEV	165.032	C FEL	14
POSS FORG INST I	165.017	C FEL	14
POSS FORG INST II	165.017	A MIS	9
POSS GAM REC I	167.137	C FEL	14
POSS GAM REC II	167.132	A MIS	9
POSS RENT PROP	164.140	A MIS	9
		C FEL	14
POSS WEAP INMAT	166.275	A FEL	135
PROH REG I	475.993	C FEL	31
PROH REG II	475.993	A MIS	21
PROH REG III	475.993	B MIS	14
PROH REG IV	475.993	C MIS	7
PROM GAMB I	167.122	C FEL	14
PROM GAMB II	167.122	A MIS	9
PROM PROST	167.012	C FEL	14
PROM SEX PERP CHILD	163.485	C FEL	31
PROST	167.007	A MIS	9
PUB DISP SFX AD	167.090	A MIS	9
PUBLIC INDEC	163.465	A MIS	9
RAPE I	163.375	A FEL	135
RAPE II	163.365	B FEL	80
RAPE III	163.355	C FEL	31
RECK BURNING	164.335	A MIS	9
RECK ENDANGER	163.195	A MIS	21
RECK OPERATE BOAT	488.100	A MIS	21
RECKLESS DRIVING	811.140	A MIS	9
REF DELIVER MESS	165.495	U MIS	7
REMOVE ID FA	166.450	C FEL	14
RESIST ARREST	162.315	A MIS	21
RESISTRAIN VIOL	133.381	U FFL	31
RIOT	166.015	C FEL	31
ROBBERY I	164.415	A FEL	135
ROBBERY II	164.405	B FEL	80
ROBBERY III	164.395	C FEL	31
SALE DRUG HOUSE	165.825	U MIS	7
SALE FA CHILD	166.480	U MIS	7
SALE/EXHIB CHILD SEX	163.675	C FEL	31
SEND OBS MAT MIN	167.070	A MIS	9
SEX ABUSE I	163.425	C FEL	31
SEX ABUSE II	163.415	A MIS	21
SEX MISCOND	163.445	C MIS	7
SEX WITH OBJ I	163.411	A FEL	135
SEX WITH OBJ II	163.408	B FEL	80
SIMULATION	165.037	A MIS	9
SODOMY I	163.405	A FEL	135
SODOMY II	163.385	B FLL	80

WASHINGTON COUNTY JAIL MATRIX SCORES

TEXT NAME	ORS	CLASS	SCORE
SODOMY III	163.385	C FEL	31
SOL AGGR MURDER	163.095	A FEL	135
SOL ARSON I	164.325	B FEL	21
SOL ARSON II	164.315	A MIS	9
SOL BURGLARY I	164.225	B FEL	21
SOL BURGLARY II	164.215	A MIS	9
SOL COMP PROST	167.017	C FEL	14
SOL CRIM MISCHIEF	164.365	A MIS	21
SOL DCS I	475.992	B FEL	80
SOL DCS II	475.992	C FEL	31
SOL DCS III	475.992	A MIS	21
SOL DCS IV	475.992	C MIS	7
SOL FORG I	165.013	A MIS	9
SOL FORG II	165.007	B MIS	7
SOL MFG CS I	475.992	B FEL	80
SOL MFG CS II	475.992	C FEL	31
SOL MFG CS III	475.992	A MIS	21
SOL MFG CS IV	475.992	C MIS	7
SOL MURDER	163.115	A FEL	135
SOL PCS I	475.992	C FEL	31
SOL PCS II	475.992	A MIS	21
SOL PCS III	475.992	B MIS	14
SOL PROH REG I	475.993	A MIS	21
SOL PROH REG II	475.993	B MIS	14
SOL PROH REG III	475.993	C MIS	7
SOL PROM PROST	167.012	A MIS	9
SOL PROST	167.007	B MIS	7
SOL ROBBERY I	164.415	B FEL	21
SOL ROBBERY II	164.405	C FEL	14
SOL ROBBERY III	164.395	A MIS	9
SOL SUP CONTRA	162.185	A MIS	21
SOL THEFT I	164.055	A MIS	9
SOL THEFT II	164.045	B MIS	7
SOL TREASON	166.005	A FEL	135
SOL UJMV	164.135	A MIS	9
SPORT BRIBF REC	165.090	C FEL	14
SPORTS BRIBF	165.085	C FEL	14
SUPPLY CONTRA	162.185	C FEL	31
TAMP DRUG REC	167.212	C FEL	14
TAMP W/PHY EVI	162.285	A MIS	9
TAMP W/PUB REC	162.305	A MIS	9
TAMP W/WITNESS	162.285	C FEL	31
THEFT BY EXTORTION	164.075	B FEL	80
THEFT I	164.055	C FEL	14
THEFT II	164.045	A MIS	9
THEFT III	164.043	C MIS	7
THEFT OF SERVICE	164.125	A MIS	9
		C FEL	14
TRAN TREE WO SA	164.825	B MIS	7

WASHINGTON COUNTY JAIL MATRIX SCORES

<u>TEXT NAME</u>	<u>ORS</u>	<u>CLASS</u>	<u>SCORE</u>
TREASON	166.005	A FEL	135
TRESPASS I	164.255	A MIS	21
TRESPASS II	164.245	C MIS	7
TRESPASS W FA	164.265	A MIS	21
UNLAW CUT FOREST	164.813	B MIS	7
UNLAW OB PUB ASSIST	411.630	C FEL	14
UNLAW OBTAIN FOOD STAMPS	411.840	C FEL	14
UNLAW POSS WEAPON	166.250	A MIS	21
UNLAW RACKETEERING	166.720	A FEL	135
UNLAW SOUND REC	164.865	B MIS	7
UNLAW TELE SOL	165.555	C MIS	7
UNLAW TRANS CARCUS	164.863	C MIS	7
UNLAW TRANSP HAY	164.815	C MIS	7
UNLAW USE SLUG	165.047	B MIS	7
UNLAW VIDEO	164.875	B MIS	7
UNLIC SALE FIREARM	166.440	U MIS	9
UNSWORN FALSIF	162.085	B MIS	7
USE ANOTHERS LIC	807.600	A MIS	9
USE CHILD DISPLAY SX	163.670	C FEL	31
USE INFO IN MIS	165.490	U MIS	7
USING INVALID LIC	807.580	A MIS	9
UIMV	164.135	C FEL	14
VISIT UNLIC LIQ EST	472.310	U MIS	7
WRONG AIT MISS	165.485	U MIS	7

APPENDIX III.D
CLASSIFICATION MATERIALS

APPENDIX III.D: CLASSIFICATION MATERIALS

WASHINGTON COUNTY JAIL CLASSIFICATION WORKSHEET

NAME: _____ (last) _____ (first) _____ (middle)

BK #: _____

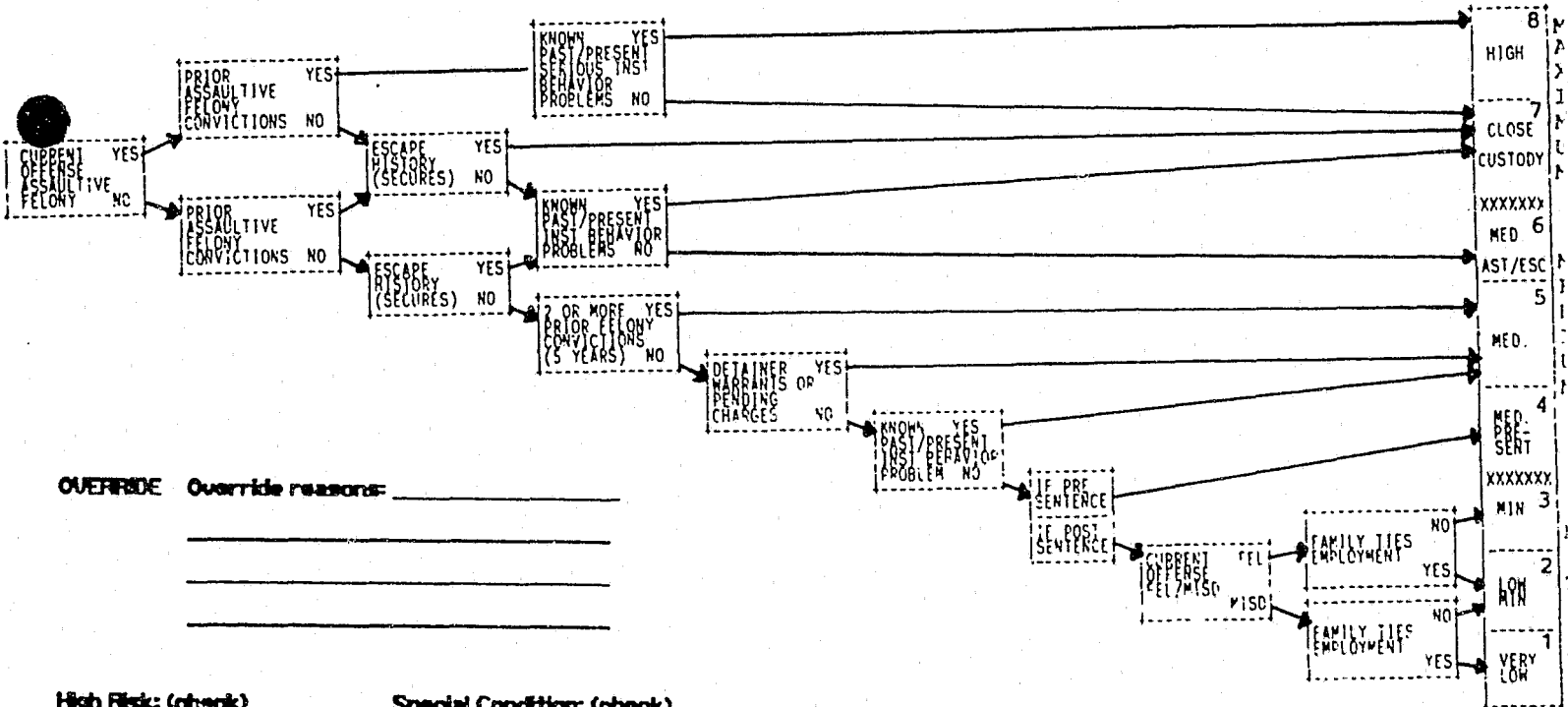
CHARGE(S): _____

Comments by staff: _____

Classified by: _____ **BPST:** _____ **Date:** _____

PRIMARY SECURITY LEVEL ASSIGNMENT

Booking date: _____



OVERRIDE Override reasons: _____

High Risk: (check)

- ___ Assaultive
- ___ Escape
- ___ Suicidal
- ___ Mental

Special Condition: (check)

- ___ Protective Custody
- ___ Medical
- ___ Juvenile
- ___ Handicapp

Other: _____ **Other:** _____

APPROVED: _____ **BPST:** _____

EXHIBIT 2
INITIAL CUSTODY ASSESSMENT SCALE

I. IDENTIFICATION

Inmate Name (Last, First, MI)	Inmate ID =
Assessment Date	Classification Specialist

II. CUSTODY EVALUATION

- SEVERITY OF CURRENT CHARGES/CONVICTIONS (Use Severity of Offense Scale; rate most serious charge/conviction, including any detainers/warrants)

Low	_____	0	Score
Moderate	_____	2	
High	_____	5	
Highest	_____	7	
- SERIOUS OFFENSE HISTORY (Use Severity of Offense Scale; rate most serious prior conviction)

None or Low	_____	0	Score
Moderate	_____	1	
High	_____	4	
Highest	_____	7	
- ESCAPE HISTORY (Excluding current charges)

No escape or attempts	_____	0	Score
Walkaway or attempted escape from minimum security facility or failure to return from authorized absence	_____	3	
Escape or attempted escape from medium or maximum security setting	_____	7	

MAXIMUM CUSTODY SCORE (Add Items 1, 2, and 3)
 SCORE OF 7 OR HIGHER, ASSIGN TO MAXIMUM CUSTODY

(Always complete remaining items, but do not total score if inmate has already been assigned to maximum custody.)

- INSTITUTIONAL DISCIPLINARY HISTORY

None or minor with no segregation time	_____	0	Score
1 or more major disciplinary reports and/or time in segregation	_____	3	
- PRIOR FELONY CONVICTIONS (Excluding current charges)

None	_____	0	Score
One	_____	2	
Two or more	_____	4	
- ALCOHOL/DRUG ABUSE

No social, economic or legal problems related to abuse	_____	0	Score
Abuse resulting in social, economic or legal problems	_____	1	
Abuse resulting in assaultive behavior	_____	3	
- STABILITY FACTORS (Deduct indicated points)

Age 26 or over	_____	-1	Score
Employed or attending school for 6 months prior to arrest	_____	-1	
Lived at same address for 12 or more months prior to arrest	_____	-1	

COMPREHENSIVE CUSTODY SCORE (Items 1-7) Total Score

III. SCALE SUMMARY AND RECOMMENDATIONS

A. CUSTODY LEVEL INDICATED BY SCALE. Code
1 = Minimum 2 = Medium 3 = Maximum

Custody Classification Chart

7 or more points on items 1-3 Maximum
5 or fewer points on items 1-7 Minimum
5 or fewer points on items 1-7 with detainer/warrant Medium
6 to 10 points on items 1-7 Medium
11 or more points on items 1-7 Maximum

B. CHECK [X] ALL THE SPECIAL MANAGEMENT CONCERNS WHICH APPLY TO THIS INMATE:

- | | |
|---|--|
| <input type="checkbox"/> Protective Custody | <input type="checkbox"/> Known Management Problem |
| <input type="checkbox"/> Psychological Impairment | <input type="checkbox"/> Suspected Drug Trafficker |
| <input type="checkbox"/> Mental Deficiency | <input type="checkbox"/> Suicide Risk |
| <input type="checkbox"/> Escape Threat | <input type="checkbox"/> Medical Problem |
| <input type="checkbox"/> Serious Violence Threat | <input type="checkbox"/> Physical Impairment |
| <input type="checkbox"/> Known Gang Affiliation | <input type="checkbox"/> Other (specify): _____ |
| <input type="checkbox"/> Substance Abuse Problem | |

C. OVERRIDE OF SCALE CUSTODY LEVEL IS RECOMMENDED Code
1 = Yes 2 = No

If yes, give rationale (required): _____

D. RECOMMENDED CUSTODY LEVEL. Code
1 = Minimum 2 = Medium 3 = Maximum

Specialist Signature _____ Date _____

IV. SUPERVISOR APPROVAL OF OVERRIDE

A. RECOMMENDED CUSTODY LEVEL. Code
1 = Approved 2 = Disapproved (Complete B.)

B. FINAL CUSTODY LEVEL (if override disapproved). Code
1 = Minimum 2 = Medium 3 = Maximum

Rationale (required if different from recommendation): _____

Supervisor Signature _____ Date _____

V. RECOMMENDED HOUSING ASSIGNMENT: _____

APPENDIX III.E
PROGRAMS AND SERVICES

APPENDIX III.E PROGRAMS AND SERVICES

A. COUNTY JAIL

1. BOOKS AND NEWSPAPERS

Description: Inmates are provided newspapers on a daily basis. Upon completion of morning cleanup, each cell block and dormitory is furnished with a newspaper. Library privileges are offered on a weekly basis; the officer assigned from night shift insures each cell block and dormitory has the opportunity to exchange books from the library cart. Bibles and other religious books are made available to inmates by religious volunteers, subject to staff approval.

Eligibility: All inmates are eligible.

2. INMATE INDOOR RECREATION

Description: In addition to radio and television, the jail provides, or offers through the commissary, many games such as cards, dominoes, monopoly, chess, etc., for facility inmates' enjoyment and recreation. Staff members issue facility games to an inmate upon request and are responsible for retrieving the game.

Eligibility: Inmates are allowed to participate in these activities to the extent that such activities do not interfere with facility operations.

3. INMATE OPEN AIR RECREATION

Description: Inmates are offered the opportunity to use the open air recreation area at least five hours each week. Each of the five hours must be offered on different days of the week.

Eligibility: All inmates requesting use of the recreation area are eligible. However, no more than 20 inmates are allowed to use the recreation area at any one time. Inmates on trusty status are not normally allowed use of the recreation area while it is occupied by nontrusty inmates. Exceptions must be approved by the shift commander.

4. EDUCATIONAL PROGRAMS

Description: The jail offers inmates the opportunity to enroll in available educational courses, including a G.E.D. program through Portland Community College. Inmates accepted in an ongoing full-time educational program are eligible to receive credit for work compensation.

Eligibility: Staff members direct interested inmates to the program manager who determines eligibility for educational programs.

5. INMATE LAW LIBRARY

Description: Inmates are given the opportunity to use the facility law library. To do so, inmates request the privilege in writing 24 hours in advance (the library is open daily from 7 a.m. to 11 p.m., except for the hours of 10 a.m. to noon when the library is made available for prearranged attorney/client interviews). An officer schedules the inmate into the law library at a requested time when possible.

The jail also offers inmates access to federal and United States Supreme Court Decisions which are not available at the jail law library via a "paging system." Inmates are provided head notes for requested cases, and if necessary, the full case text.

Eligibility: All inmates are eligible. Priority is given to inmates with impending trials or appeal deadlines. Inmates wishing to use the "paging system" are directed to the facility programs manager.

6. SUBSTANCE ABUSE TREATMENT PROGRAMS

Description: Currently, Alcohol Anonymous (AA) meetings are held once a week for male inmates and once a week for female inmates. Meetings are held in the minimum security cells on the first floor of the jail. The meetings accommodate a maximum of 20 inmates with a minimum of two volunteers per meeting. The average inmate participation is 10 to 12 for men and six to eight for women.

Eligibility: All inmates are eligible to a maximum of 20 inmates per meeting.

7. MEDICAL SERVICES

Description: Medical services consists of four nurses (one is a nurse practitioner) and one contract doctor who comes in twice per week for a total of ten hours per month. During the day an average of two nurses are present. Nursing coverage during the evening is rare. However, one nurse is always on call.

Eligibility: All inmates are eligible.

8. MENTAL HEALTH SERVICES

Description: The jail screens inmates at booking for mental health problems and provides ongoing screening of inmates who exhibit any indicators of mental health problems. County mental health workers come on request for more severe cases. Psychiatric evaluation is provided by the state hospital in Salem. The jail follows standard procedures for the suicide prone. They are put in isolation cells and observed at a minimum every 15 minutes.

Eligibility: All Inmates are eligible.

9. RELIGIOUS SERVICES

Description: Bible services are provided once a week by a nondenominational Christian group and is conducted in the dormitories. This group also comes in at another time during the week to hand out bibles and ascertain if there is interest in upcoming bible study. A Catholic sponsored group makes periodic walk-throughs of the jail but does not provide any services.

Eligibility: All Inmates are eligible.

10. TRUSTY STATUS

Description: Trusty status is a privilege earned by good conduct. Upon completion of the "Trusty Agreement," an inmate receives compensation for work as follows:

- An additional ten days credit towards completing a sentence longer than 30 days, for each 30 days of work eligibility.
- An additional one day credit towards completing a sentence shorter than 30 days, for each ten days of work eligibility.
- Payment of \$1.50 per day as authorized by the Washington County Board of Commissioners.

Work assignments may include assisting in the jail kitchen, janitorial services, cleaning county vehicles, gardening work, laundry services, maintenance at the Washington County shops, or assisting at the county's animal shelter.

All inmates on trusty status are evaluated weekly to insure compliance with their assigned job task, and to aid in the rehabilitative goal of self-improvement.

Eligibility: Upon evaluation of the trusty coordinator, an inmate may be selected for consideration. Inmates may be denied trusty status for any of the following reasons:

- A disciplinary record which shows a substantial disregard for the rules of the jail.
- A history of escaping from any legal custody or supplying contraband to any corrections institution.
- The inmate has an unadjudicated "hold" from any agency. Holds from United States Immigration will not normally be cause for denial of trusty status.
- The inmate is unable to perform the duties of a trusty.
- The inmate has a substance abuse problem which he/she is unable to control.
- Trusty status would not aid in the rehabilitative process for the inmate.

- The inmate fails to pass the trusty health appraisal.

11. SENTENCE REDUCTION

Description: Each prisoner will receive day for day credit for any time spent in jail on a pretrial status. These credits apply only if that pretrial jail time was served on the same charge(s) for which he/she is eventually sentenced. Credit for time served will be granted for any time served in any other facility on the same charge. Credit for time served does not apply to inmates sentenced for contempt, or sentenced to jail as a condition of probation, unless the sentencing judge specifically orders credit for time served in the sentencing order.

Each prisoner sentenced for an offense against the laws of the state is awarded statutory good time based on the face value of any conviction commitment. Statutory good time is calculated commencing on the inmate's first day of arrival at the jail to serve the sentence.

In addition to statutory good time, any inmate placed on trusty or work release status will be awarded up to ten days off his/her sentence for each 30 day period of status eligibility. However, in the case of a sentence of not less than ten nor more than 30 days, the credit will be one day for each ten days of status eligibility.

Lost time are statutory good time days not awarded as a result of time on escape status, disciplinary action, or any other time when the inmate was not in physical custody or on a pass/leave status.

Eligibility: All inmates are eligible for sentence reductions, except those sentenced for contempt, or sentenced to jail as a condition of probation, unless the sentencing judge specifically orders credit for time served in the sentencing order.

B. RESTITUTION CENTER

1. EMPLOYMENT REFERRALS

Description: The department provides two main offender employment programs:

- a. Oregon Employment Division Job Placement Specialist, who assists with assessment and employment placement; and
- b. The private vendor, Willamette Employment Resource Center (WERC), which provides life-skill and job readiness classes to screened offenders. After graduation from the classes, job placement is provided..

Eligibility: All offenders are required to participate in some type of work activity.

Participation: Approximately 75 Restitution Center residents participate per year.

Staffing: Each offender is assigned to a Resident Supervisor who monitors employment search.

Funding: The Restitution Center has a \$50,000 contract with WERC. Funding is through the Community Corrections Act Enhancement Fund.

NOTE: The Restitution Center also has two separate contracts with WERC for \$25,000 and \$16,000, under which WERC provides pre-release planning for prison inmates who will be returning to Washington County.

2. SUBSTANCE ABUSE SERVICES

Description: Offenders are screened upon entering the Restitution Center. Those who submit a positive substance abuse screen are denied access to the community for a minimum of ten days. During this period, these offenders are expected to initiate some type of intervention (counseling, evaluation, assessment, antebuse, etc.) that is designed to address their specific substance abuse issue.

Restitution Center residents receive approximately six antebuse physicals per month.

If an offender submits a second positive substance abuse screen, he/she is automatically returned to maximum security. This offender may be eligible for re-entry to the program at a later date, pending space availability and after completion of any sanctions that were ordered as part of their Due Process Hearing at the County jail.

Additionally, the department has an official AA Chapter that meets once a week in the facility. The Restitution Group, as it is referred to in the official AA Chapter Logs, consists of a large number of residents from the community, as well as inmates in the facility, and offenders who are currently being supervised by Washington County Community Corrections Probation Services.

Eligibility: All offenders entering the Restitution Center are subject to random urinalysis and Mobat screens. Offenders with documented substance abuse histories will have a more active screening program.

Participation: At any one time, there are approximately 12 Restitution Center residents involved in some form of substance abuse counseling.

Staffing: The department, through a cooperative agreement with the local Health and Human Services Department, employs a full-time Chemical Dependency Coordinator who is responsible for assessment, staff consultation, and treatment referral assistance for all identified drug and alcohol offenders.

The county also employs an alcohol education coordinator who provides basic alcohol classes and counseling to some of the center's alcohol offenders.

In addition, the department also contracts with a private vendor for inpatient treatment beds and provides close supervision, via a surveillance officer, of chemical dependency offenders. AA counselors are volunteers.

Finally, the Restitution Center periodically utilizes the Tualatin Valley Mental Health (TVMH) organization (private, nonprofit) to provide some evaluation and counseling for substance abuse offenders.

Funding: Antebuse physicals range from \$28 to \$75 and are funded through enhancement funds in the form of subsidy. County funds are provided for the alcohol education coordinator. Residents who utilize the services of TVMH pay fees on a sliding scale.

3. EDUCATION PROGRAM

Description: An ongoing GED program is available through the Restitution Center and Portland Community College, which regularly results in many offenders obtaining educational advancement. Volunteers work with offenders who do not have their high school diploma. Once the offender is eligible to take his/her GED test, he/she is allowed to visit a local community college where the test is administered.

The Restitution Center agrees to pay the fee for indigent offenders who cannot afford the testing fee. In this way, no offender who is eligible to take the GED test is denied access to the equivalency diploma.

Eligibility: All offenders in need of this type of service are screened and placed into the GED program as part of their program plan.

Participation: On average, there are six residents per week in the GED program.

Staffing: Two volunteers provide two hours each on a weekly basis.

Funding: Approximately \$200 per year is used from the county general fund on GED Testing fees for offenders who cannot afford it.

4. SERVICES FOR SPECIAL NEED POPULATION

Description: The Restitution Center has access to the following groups as offenders require them. Note, however, that these services are not often used when an offender is in custody; many offenders utilize the services once they leave the Restitution Center.

- Portland Men's Resource Center for gay offenders;
- Veteran's Administration for ex-military offenders;
- Washington County Health and Human Services Department for mentally and emotionally disturbed and developmentally disabled offenders;
- Translation services for non-English speaking offenders;
- Signing Services for deaf offenders;

- Oregon Literary for illiterate offenders;
- Oregon Employment Division and Willamette Employment Resource Center for unemployed offenders;
- Parents United for Sex Offenders.

Eligibility: All inmates are eligible to participate in these programs.

Participation: There is usually one sex offender at any one time involved in therapy with Parents United for Sex Offenders.

Staffing: Resident Supervisors provide referrals to the programs. The programs operate with their own staff.

Funding: Offenders (or former offenders) who use the services of the agencies listed are charged based on a sliding fee scale developed by the agency. Costs of translations for offenders who cannot speak English and signing services for deaf offenders are covered by the Community Corrections Enhancement Funds. The department, through Community Correction Act Mental Health funds, spends approximately \$66,000 on sex offender treatment per year.

5. COMMUNITY SERVICES

Description: The Restitution Center provides public and community service. Public service is that which is provided to a county or public body and nonprofit agencies, as well as elderly and handicapped private citizens. Any work that is performed for private citizens cannot be counted as court-ordered community service. Public service assignments are made weekly by the community programs monitor.

Community service is uncompensated labor for an agency whose purpose is to enhance physical or mental stability, environmental quality or the social welfare. The organization can be a nonprofit or public body.

Inmates who have court-ordered community service are responsible for notifying Restitution Center staff of that obligation. They must also arrange an intake appointment with the Washington County Community Corrections Community Service intake officer. Failure to notify staff and to attend an intake appointment may prevent an offender from receiving credit for service performed while in the Restitution Center. Community service assignments are coordinated between the Restitution Center and Community Corrections Community Services component.

Eligibility: All residents in the Restitution Center are eligible to perform up to eight hours of community or public service per week. Due to the high number of offenders at the center, however, many residents will not have to perform any service while in custody.

Participation: Approximately 20 residents per week participate, providing 5500 hours of community service and 1600 hours of public service to the community per year.

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Staffing: An Administrative Specialist II coordinates the services. This staff person has other duties as well. In addition, an offender with court-ordered community service is often referred to Community Service staff at the field services main office.

Funding: Approximately \$2,500 in staff time is devoted towards coordinating community and public services. Monies come from the county general fund.

APPENDIX III.F
SUGGESTED DATA COLLECTION AND
PROJECTION METHODOLOGY

APPENDIX III.F SUGGESTED DATA COLLECTION AND PROJECTION METHODOLOGY

Persons booked into a jail can be classified into a number of different categories according to offense and release type, among other characteristics. Examples at this level of detail might be serious violent crimes, minor property offenses, and DUII, each further subdivided into persons released before and after adjudication. The average number booked and the average length of stay vary greatly from one category to another. Thus, a change in the mix of categories will have a large effect on the bookings and length of stay overall.

Within each category there will also be changes, though these are generally smaller and more gradual. The most satisfactory way to forecast population is to break down the admissions into these relatively stable categories, examine and forecast the trends for each, and sum them up to give the total. At this level the forecasting can be not only a projection of past trends but can also include expectations of changes in the incidence of the offenses or in laws and enforcement policies.

One trap which should be noted is including in-custody booking: a person already in the jail can be booked for a new offense. If counted as an ordinary booking this would indicate the need for another bed, but of course it does not require one. It is best to exclude these from the bookings summary. However a person originally booked, e.g., on a misdemeanor and then rebooked on a felony will be counted only once in the population survey. Such a case should be counted as part of the felony ADP.

The quantities needed for each category are

- How many admissions in a given period of time;
- Average length of stay for persons admitted in that category;
- Average population of persons in that category.

Because there is an exact mathematical relationship among these three quantities it is necessary to measure only two of them. Usually the admissions rate is one of the quantities measured.

The admissions and the length of stay are the independent variables, at least in the case where overcrowding does not force early releases. They cause the population to reach a particular value. Thus it is in admissions and length of stay that trends should be identified.

In practice, however, it is most convenient to measure bookings and ADP, and derive ALS from these. Using ADP to give ALS makes it unnecessary to calculate the length of stay for each individual and also avoids the problem of persons who are physically not in the jail, say on OR, but are technically still under the Sheriff's jurisdiction; these do not always show up as releases in the case files.

Since ADP is a body count and is the goal of the calculation, this method even reduces the error introduced by including in-custody bookings. Those will bias physical bookings

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upward but will correspondingly bias ALS downward, and the error will cancel out if the percent of in-custody bookings does not shift over time.

Forecasting at this level of disaggregation begins with plotting the historical trends in admissions and in lengths of stay for each category. These can then be modified according to known or expected changes. One such change is population growth; other things being equal, there will be more jail admissions as the county grows.

As the county's age structure changes the admissions rate will be modified since the arrest rate is highly dependent on age. If inmates are not classified by age an approximation can be made by using tabulated arrest data by age from LEDS or other sources. Population and age forecasts are available from state demographic agencies.

Other factors influencing admissions are the number of law enforcement officers, changes in citing policies, and changes in the intensity of enforcement. These factors can usually be brought into the equations only through the judgment of the managers who deal with them.

Length of stay depends on policies - pretrial release, out-of-county misdemeanor holds, continuances, jail versus other sentences - and on the available staffing to carry out the procedures. Again there is no formal way to include these, but analysis of the components of ALS generally allows a more accurate estimate of the issues which influence it.

Washington County collects most of the individual-level data which would allow making forecasts on this basis, but does not compile it in a form which is useful for making forecasts. Information in a criminal justice system tends to be directed toward the tracking of each case through the system; in other words, it is oriented towards the needs of the courts.

ILPP suggests collecting and summarizing data according to the following format. This is meant to be a guide; subsequent experience may indicate that modification is warranted. The suggested detail is not unreasonable. For comparison, the data available from Mariposa County (CA), population 15,000, include monthly bookings and ADP of males and females, both sentenced and presentenced. Humboldt County (CA), population 117,000, has bookings and ADP for males and females by felony or misdemeanor.

Washington County should collect:

- Bookings and ADP, monthly, broken down eighteen ways (2X3X3): male/female, misdemeanor/felony/technical, and presentenced/serving sentence/awaiting transfer.
- "Technical" includes probation violation, warrants, etc., in other words, not a new offense. "Awaiting transfer" may be to prison or to another county, INS, etc. If inmates are under the jurisdiction of another agency, as with felons held under contract for more than a few days because of overcrowding in state or Federal facilities, that fact is important and needs to be described in detail.
- More detailed breakdowns (as by custody status or personal/property/behavioral offense) are even more useful but may be felt to require too much effort.
- Bookings used for projecting ADP should exclude in-custody bookings, if possible.