

W.S.A.

## AGENDA COVER MEMO

AGENDA DATE: July 21, 2004

TO: Board of County Commissioners

DEPARTMENT: Health & Human Services

PRESENTED BY: Rob Rockstroh

AGENDA TITLE: In the Matter of Proclaiming the Week of July 18-24 as Probation, Parole, and Community Supervision Week



### I. MOTION

TO PROCLAIM THE WEEK OF JULY 18-24 AS PROBATION, PAROLE, AND COMMUNITY SUPERVISION WEEK

### II. ISSUE OR PROBLEM

To recognize the public safety contribution made by parole and probation professionals, and to encourage all citizens to acknowledge and honor their achievements.

### III. DISCUSSION

#### A. Background / Analysis

##### History of Parole and Probation

The history of parole and probation dates back to the 19<sup>th</sup> century. John Augustus, a Boston shoe cobbler, is credited as the "Father of Probation." In 1841 he persuaded the Boston Police Court to release an adult drunkard into his custody rather than sending him to prison. His efforts at reforming his first charge were successful, and he soon convinced the court to release other offenders to his supervision. In 1869, Massachusetts passed the first law related to probation, and other states followed suit over the next several decades.

Alexander Maconochie, in England, and Sir Walter Crofton, in Ireland, were instrumental in developing the first parole systems. Maconochie criticized definite prison terms and developed a system of rewards for offenders based on good conduct, labor, and study. Through his classification procedure, called the "Mark System," prisoners progressed through stages of increasing responsibility and ultimately gained freedom. In 1840, he applied these principles at the Norfolk Island Penal Settlement in the South Pacific.

Walter Crofton attempted to implement Maconochie's mark system in the Irish Prison System in 1854. Crofton felt that prison programs should be directed toward reformation, and that "Tickets-of-Leave" should be awarded to prisoners based on work performance, behavior, educational improvement, and positive attitude change. Parolees granted "Tickets-of-Leave" were required to submit monthly reports to the police, and a police inspector helped them find jobs and generally oversaw their activities.

These European developments were eventually introduced in the United States (U.S.). At a meeting of the National Prison Association in 1870, a paper by Crofton was read, and reforms such as indeterminate sentencing and release based on a "Mark System" were incorporated into the Declaration of Principles. Because of Crofton's influence, many Americans referred to parole as the Irish system (Walker 1998).

Today, in the United States, probation is the most common form of criminal sentence. Offenders on probation and parole make up 71 percent of the U.S. correctional population (including incarceration). The daily cost of community supervision in the U.S. is \$4.93 per day, compared with the daily cost of \$62 for incarceration.

### Community Corrections in Oregon

In 1976, the Governor's Task Force on Corrections proposed a system of community-based corrections, based on a Minnesota model. The task force recommended legislation to create a partnership between the state and the counties to provide supervision and sanctioning of offenders. Based on this recommendation, the 1977 Legislature passed the Community Corrections Act. The act funded existing community programs and developed alternatives to prison incarceration.

In 1995, the legislature enacted what is known as SB 1145, which mandated full participation of all counties in the Community Corrections Act, including supervision of all felony offenders on probation or post-prison supervision/parole. In addition, the law required counties to keep those offenders who previously served 12 months or less in a state institution. Over 90 percent of these individuals were serving short prison sentences as the result of a revocation of community supervision. Other elements of the 1995 law change included:

- Local public safety coordinating councils were in each county to serve as planning and implementation forums for the coordination of local criminal justice policies, and to develop and recommend plans for the use of state resources to serve adult offenders.
- Counties were given the ability to design and deliver a continuum of sanctions and services to fit the community and the offender. Locally appointed supervisory authorities move offenders serving 12-month or

less sentences between incarceration and community sanction alternatives.

There are approximately 30,000 felons under supervision in Oregon communities, compared with 11,800 felons in prison. Lane County supervises approximately 3,400 offenders at a time, including about 420 misdemeanants (primarily domestic violence and sex offense cases).

### Supervision Services in Lane County

Lane County Parole & Probation provides supervision, sanctions, investigative services, and specialized services to offenders. Supervision includes unannounced home visits, office visits, employment checks, random drug testing, and coordination with other agencies, including law enforcement and social service agencies. Lane County is currently implementing a new system to increase casebanking of the lowest risk offenders, in order to focus the most resources on high and medium risk offenders.

Lane County Parole and Probation is unique in Oregon in the extent of our presence in local communities, through neighborhood-based supervision. We have Probation Officers (POs) outstationed with local police officers in Florence, Junction City, the U of O campus, Whiteaker, and the Bethel area. We have officers co-located with HACSA in two different locations, and two officers each housed at Sponsors Transitional Housing and the Lane County Sex Offender Treatment Program. In addition, we have office space in Veneta and Cottage Grove, which is used periodically by the officers who work in those areas to see clients and do paperwork.

Lane County POs also participate in special grant projects, such as the Domestic Violence pre-trial monitoring project, the "Weed and Seed" project with the Eugene Police Department in the Bethel neighborhood, and the Family Violence Response Initiative (FVRI), in collaboration with the Department of Children & Families, DHS/Child Welfare, Womenspace, and Circuit Court.

Other Lane County P&P services include:

- Sex Offender Caseload Specialization
- Domestic Violence Caseload Specialization
- Drug Lab Investigation / Drug Enforcement Specialization.
- Day Reporting / Job Search Center
- Gang Caseload Specialization
- Electronic Surveillance
- Interagency Case Management with Child Welfare
- Intensive Supervision (with EPD)

### Outcomes of Supervision

The majority of felons under community supervision in Oregon and Lane County do not re-offend, as measured by the lack of a new felony conviction within three years of beginning supervision. Based on the most recent state data, 75 percent of probationers and 70 percent of post-prison supervision offenders have not re-offended during that three-year period.

Lane County is participating in statewide efforts to further the implementation of evidence-based correctional practice. Two management staff from Supervision and Treatment Services recently attended a training conducted by Ed Latessa on the Correctional Program Assessment Inventory (CPAI), which is a validated evaluation instrument to assess how well a correctional program is implementing evidence-based practices known to reduce recidivism. The CPAI will be the instrument the State Department of Corrections uses to assess programs in the implementation of SB 267.

#### **B. Alternatives / Options**

1. To declare July 18–24, 2004 as Probation, Parole and Community Supervision Week.
2. Not to declare July 18–24, 2004 as Probation, Parole and Community Supervision Week.

#### **C. Recommendation**

The Board of County Commissioners declare July 18 – 24, 2004 as Probation, Parole and Community Supervision Week.

#### **D. Timing**

Upon Board approval, July 18 – 24, 2004 will be declared as Probation, Parole and Community Supervision Week.

### **IV. IMPLEMENTATION**

Implementation will be completed as stated above in Timing.

### **V. ATTACHMENT**

Board Order

**THE BOARD OF COUNTY COMMISSIONERS, LANE COUNTY, OREGON**

**ORDER:**                   ) IN THE MATTER OF PROCLAIMING JULY 18 – 24, 2004 AS  
                              ) PROBATION, PAROLE AND COMMUNITY SUPERVISION  
                              ) WEEK.

WHEREAS, July 18th through the 24th, 2004 is observed across the country as Probation, Parole, and Community Supervision Week; and

WHEREAS, community supervision is an essential part of the criminal justice system in Lane County; and

WHEREAS, the goal of probation, parole and community supervision is to protect public safety and reduce recidivism, and

WHEREAS, Lane County Parole and Probation department supervises approximately 5,500 individuals each year and 3,400 at any one time; and

WHEREAS, community supervision professionals work with local law enforcement agencies, victim advocates, treatment programs, and other community agencies; and

WHEREAS, community supervision professionals face tremendous challenges, yet they continue to make a difference; and

WHEREAS, acknowledging Probation, Parole and Community Supervision week offers an opportunity to inform the public about how community supervision professionals contribute to public safety.

NOW THEREFORE, IT IS HEREBY ORDERED that the Lane County Board of County Commissioners proclaim July 18<sup>th</sup>–24<sup>th</sup>, 2004 as **Probation, Parole and Community Supervision Week** and encourage all citizens to honor these community corrections professionals and to recognize their achievements.

DATED this \_\_\_\_ of July 2004

APPROVED AS TO FORM  
Date 7/12/04 lane county  
[Signature]  
OFFICE OF LEGAL COUNSEL

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Bobby Green Sr., Chair  
Lane County Board Of Commissioners