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AGENDA COVER MEMO

Date: November 12, 2003
TO: Lane County Board of Commissioners
DEPARTMENT: Lane County Sheriff's Office
PRESENTED BY: Jan Clements, Sheriff and Lane County Sheriff's Office Staff

AGENDA ITEM TITLE: REPORT & DISCUSSION/Lane County Sheriff's Office

I. MOTION

No motion is required at this time.

II. ISSUE OR PROBLEM

The Sheriff's Office is responsible and accountable for public safety and law enforcement in Lane County and the County is a critical member of the regional criminal justice system, which includes several jurisdictions and stakeholders.

Because of the integral role the Sheriff's Office plays in this system and in County government processes, it is in the County's best interest for the department to brief the Board of Commissioners on activities within the operational divisions.

Today's briefing will focus on three areas:

- 1) Forest Work Camp
- 2) Emergency Management
- 3) Traffic Team

Included as attachments to this Agenda Cover Memo are three documents. The Emergency Management Accreditation Program attachment will be discussed during the meeting. The other two documents are not directly connected to today's discussion. One is a jail inspection report from the Oregon State Sheriff's Association and Oregon Jail Manager's Association. The second is a copy of the first Sheriff's Office Quarterly, a volunteer produced community newsletter. Both documents are provided for your information as background on current activities taking place within the Department.

The Sheriff's Office will be scheduling future briefings to discuss other matters of interest within the Department that impact the community.

III. DISCUSSION

A. Background

Sheriff Jan Clements, Captain John Clague, Emergency Management Supervisor, Linda Cook, and Captain Bret Freeman, will give overviews and status reports of the Forest Work Camp, Emergency Management, and the Traffic Team respectively.

Since this discussion is in the form of an oral briefing to the Board and no items require Board action, no issue analysis was necessary. The Board is not being asked to make a decision or adopt an order, so there are no alternatives or recommendations.

B. Analysis

Not applicable.

C. Alternatives/Options

Not applicable.

D. Recommendations

The Sheriff's Office recommends continuing the dialogue with the County Commissioners on a regular basis, in order to keep the Commissioners informed of the activities and events that occur within the Department.

E. Attachments

1. Emergency Management Accreditation Program
2. Lane County Jail Inspection Results
3. The Sheriff's Quarterly – Volume One No. 1

Emergency Management Accreditation Program



The **Emergency Management Accreditation Program (EMAP)** is a voluntary assessment and accreditation process for state/territorial, tribal, and local government emergency management programs. In 2003, EMAP began a project funded by FEMA/DHS to conduct assessments of all state and territorial emergency management programs.

EMAP provides:

- A structure for identifying areas in need of improvement;
- A methodology for strategic planning and justification for resources;
- A catalyst for improved interoperability and professionalism; and
- Strengthened state, territorial, and local preparedness, including sharing of best practices.

EMAP uses collaboratively developed national emergency management standards along with peer assessment teams to evaluate a program's activities (more than just the agency – EMAP looks at a jurisdiction's entire "program"). The standards used, collectively called the *EMAP Standard*, are based on the NFPA 1600 and were developed by state, local, and federal emergency management practitioners.

Standards for Emergency Management

The *EMAP Standard* is a broad, scalable set of standards that can be applied to an emergency management program of almost any size. EMAP standards are flexible and scalable, but they are not easy. Key aspects of preparedness and response that received heightened attention after the Sept. 11, 2001, terrorist attacks are addressed within the standards, such as continuity of operations and continuity of government planning, alternate emergency operating facilities, and use of an incident management system. The *EMAP Standard* covers 14 functional areas:

- **Program Management** covers how a program is structured and organized so that it is capable of coordinating emergency preparedness, mitigation, response, and recovery activities across multiple agencies and organizations.
- **Laws and Authorities** addresses the legal underpinnings necessary to authorize and conduct an emergency management program.
- **Hazard Identification and Risk Assessment** requires comprehensive assessment and identification of risks, including potential natural and human-caused events, and potential impact of those hazards. These identification and analysis activities, including current efforts to better identify risks to critical infrastructures, then feed into the planning process.
- **Hazard Mitigation** requires that the program create and implement a strategy to lessen the impacts of disasters. The strategy must take into account results of hazard identification and risk assessments, analysis of impacts of each hazard, and experiences in the jurisdiction, and must prioritize mitigation projects based on loss reduction.
- **Resource Management** involves methodologies for prompt and effective identification, acquisition, distribution, tracking, and use of personnel and equipment needed for emergency functions.
- **Planning** addresses development and general content of the program's emergency operations plan, strategic plan, mitigation plan, recovery plan, and continuity of operations plan.
- **Direction, Control and Coordination** presents requirements for the ability to analyze a situation, make decisions for response, direct and coordinate response forces and resources, and coordinate with other jurisdictions. Requires use of a recognized incident management system.

- **Communications and Warning** requires ability to communicate in a disaster and effectively warn the public. This is the primary area of the standards where communications interoperability and redundancy are addressed.
- **Operations and Procedures** requires standard operating procedures, checklists, and other instructions to execute the emergency operations plan and other plans and ties procedures back to the hazards previously identified by the jurisdiction.
- **Logistics and Facilities** requires facilities and a logistics framework capable of supporting response and recovery operations. This includes the requirement for an emergency operations facility.
- **Training** requires that the program maintain a documented training program for emergency management/response personnel and public officials, including that emergency personnel receive training on the incident management system of the jurisdiction.
- **Exercises, Evaluations and Corrective Action** calls for regularly scheduled exercises, evaluations and corrective actions, including a process for addressing corrective actions.
- **Crisis Communications, Public Education and Information** requires procedures for disseminating information to the public pre-, during, and post-disaster.
- **Finance and Administration** includes requirement for a financial management framework that complies with applicable government requirements and that allows for expeditious request for and receipt and distribution of funds.

Assessments Provide Structured Peer Evaluation

Baseline assessments using EMAP provide a methodology to evaluate state and territorial emergency management programs against a consistent set of criteria. Assessments identify areas of program activities that need to be addressed, help programs develop prioritized improvement strategies and demonstrate accountability, and help support for requests for additional emergency management resources.

Each assessment includes the following:

- A program's self-assessment to determine its compliance with each of 54 EMAP standards;
- As part of its self-assessment, the program must compile documentation, or evidence, that it will show to the assessor team to demonstrate and verify compliance;
- Documentation, or "proofs of compliance", are listed in an online assessment tool provided to registered programs on the EMAP web site;
- The assessor team, which includes five to nine emergency management practitioners from other jurisdictions, spends one working week at the program's location reviewing documentation, conducting interviews, observing activities, and recording its findings;
- The team conducts an exit briefing on the last day of the assessment to share its preliminary findings with program personnel; and
- The team prepares an assessment report of its findings. (In an accreditation effort, the report goes through an EMAP committee and commission review process. For a baseline-only assessment, the report goes to the program and to DHS).

An assessment report includes whether the program is compliant or non-compliant with 54 standards and reasons for assessors' findings. States and territories have been asked to sign up for a baseline assessment; through the end of March 2003, 12 states have participated in or scheduled their assessments, and several others are considering dates.

EMAP is a tax-exempt non-profit organization created through the collaboration and support of many groups, including the National Emergency Management Association (NEMA), International Association of Emergency Managers (IAEM), U.S. Department of Justice Office of Justice Programs, Federal Emergency Management Agency (FEMA), U.S. Department of Transportation, The Council of State Governments, National Governors Association, National League of Cities, individual states, and others. EMAP is governed by a nine-member EMAP Commission.

August 25, 2003

Sheriff Jan Clements
Lane County Sheriff's Office
125 E. 8th Avenue
Eugene, OR 97401

~~Dear Sheriff Clements,~~

I am pleased to report to you the inspection results of the Lane County Jail. This inspection was conducted pursuant to the adoption of the Oregon Jail Standards by Oregon's Sheriffs. Our goal in adopting these standards is to improve the operation and management of Oregon jails, and to use them as a method of reinforcing and enhancing staff professionalism. The standards are designed to be used at both the line and management levels in our jails – bringing all staff together in the common goal of complying with or exceeding the adopted standards.

The inspection was completed by a five member team made up of persons who have completed training through the Oregon State Sheriff's and the Oregon Jail Manager's Associations. The Team inspecting your jail consisted of:

Lt. Jean Beriault, Linn County Sheriff's Office
Sgt. Carl Bishop, Linn County Sheriff's Office
Sgt. Darlene McQuaid, Klamath County Sheriff's Office
Sgt. James Manlove, Clackamas County Sheriff's Office
Sgt. Matt Frohnert, Washington County Sheriff's Office

Lane County Jail – The Lane county jail facility design is a combination of a modified direct and indirect supervision facility, which was originally constructed in 1979. Additions were made in 1988 adding 88 beds, and add the second addition was made in 1999 which was funded through SB1145. The facility has a total capacity of 340 inmates (294 males, 46 females). Staffing levels, which include, administrative, security staff, supervisors, medical and mental health staff, office assistance, food services, laundry specialists, and maintenance, for a total of 176 FTE's. The facility had no successful suicides in the past 12 months, 12 attempted suicides, and there were no in custody deaths during this time frame. The facility was inspected by OSHA in February of 1992, by the Health Department in 2002 and the Fire Marshal in 2003. The Grand Jury toured the jail in May of 2002, and the County Commissioners inspected the jail in November 2002. ✓

The inspection team was very impressed by the cleanliness of your facility and how well managed the inmates were. Your staff worked hard to facilitate the inspection process, and remained available to us throughout the entire time to assist the team with what ever we required. The time the team spent with your agency was very productive due to the dedication and hard work of your staff.

Inspection Process – A complete and comprehensive inspection of your facility was conducted. The inspection team had the goal of comparing written policy and procedure against the Oregon Jail Standards and reviewing operational practices to confirm compliance. The team spoke with staff and inmates, we reviewed your policies and checked records to confirm compliance with the standards.

Findings

<u>Chapter 'B' – Administration Chapter</u>		Contains 31 standards
Full Compliance	30 standards	97%
Partial Compliance	1 standard	03%
Non Compliance	0	

<u>Chapter 'C'- Admissions and Release</u>		Contains 54 standard
Full Compliance	46 standards	85%
Partial Compliance	4 standards	07%
Non Compliance	4 standards	07%

<u>Chapter 'D' – Inmate Management</u>		Contains 78 standards
Full Compliance	70 standards	90%
Partial Compliance	8 standards	10%
Non Compliance	0 standards	

<u>Chapter 'E' Inmate Communication</u>		Contains 53 standards
Full Compliance	34 standards	64%
Partial Compliance	19 standards	36%
Non Compliance	0 standards	

<u>Chapter 'F' – Security & Control</u>		Contains 62 standards
Full Compliance	50 standards	81%
Partial Compliance	11 standards	17%
Non Compliance	1 standards	02%

<u>Chapter 'G' – Inmate Services</u>		Contains 34 standards
Full Compliance	22 standards	65%
Partial Compliance	12 standard	35%
Non Compliance	0 standards	

<u>Section 'H' – Inmate Health Care</u>		Contains 27 standards
Full Compliance	27 standards	100%
Partial Compliance	0 standards	
Non Compliance	0 standards	

<u>Chapter 'I' – Sanitation & Maintenance</u>		Contains 32 standards
Full Compliance	27 standards	84%
Partial Compliance	5 standard	16%
Non Compliance	0 standards	

<u>Chapter 'J' – Inmate Programs & Activities</u>		Contains 60 standards
Full Compliance	59 standards	98.3%
Partial Compliance	1 standards	02 %
Non Compliance	0 standards	

<u>Chapter 'K' – Gender Issues</u>		Contains 16 standards
Full Compliance	14 standards	88%
Partial Compliance	2 standards	12%
Non Compliance	0 standards	

<u>Chapter 'L' – Americans with Disabilities Act</u>		Contains 19 standards
Full Compliance	18 standards	95 %
Partial Compliance	1 standard	05%
Non Compliance	0 standards	

When reviewing this report, you will see that the findings are initially summarized. Auditor notes and comments were given to Capt. Clague at the time of the audit. Inspectors were required to review Lanes' written policy and procedure, compare it with the standards (OJS) and make one of three findings:

Full Compliance – Full compliance requires all of the following:

- A. The presence of written agency directives that:
 - Provide an identification of the standard or standards discussed in the directive.
 - Is consistent with the applicable standard(s)
 - Is current
 - Is accessible to personnel
- B. Verification by a member of the inspection team (through observation or record review) that practice in the facility is consistent with the applicable written directive.
- C. Verification of compliant written directive and practice is recorded in the self-inspection report.

Partial Compliance – shall be established when:

- A. The inspector finds that the practice of the facility complies with the standard, but the practice is not supported through written directive, or,

- B. The inspector finds that draft policy or temporary directive have been written, and the practice in the facility is consistent with the draft policy or temporary directive, or,
- C. The inspector finds that the facility has written directives and practice that comply with the standard, but the written directive does not clearly identify the appropriate jail standard.

When inspectors concluded partial compliance, at least one other member of their inspection group reviewed the finding. More commonly, the entire inspection group discussed the issue and reached consensus.

Non Compliance – Jail inspectors will find a facility non-compliant when both practice and policy related to the standard are missing, or, practice in the facility is different than the written directive that would otherwise bring compliance.

When inspectors concluded non-compliance, the entire inspection team will review the findings and reach a consensus.

Compliance with ORS 169.076. These 14 jail standards are those that DOC has traditionally been tasked with inspecting. We found that the Inverness Jail Facility fully complied (100 %) with statutory requirements.

Totals

Chapter A of the OJS is explanatory only so inspection is not required. Of the 466 jail standards 397 of them were in full compliance.

Total in Full Compliance – 397 Standards,	85.1 %
Total in Partial Compliance –64 standards,	13.7 %
Non Compliance – 5 standards ,	1.0%

Recommendations

1. Review inspection notes and prioritize areas of concern.
2. Monitor agency policy, procedure and practice to ensure all continue to comply with standards.
3. We recommend you make reference in your policy, where applicable, to post orders. Make pen and ink changes to policies that received partial compliance due to wording in policy, and review and re-print if necessary every 24 months.
4. Perform at least one additional self-audit of all standards at least 90 days prior to your next formal jail inspection.

Appeals and Grievances

Disagreements with specific findings in this inspection should be submitted within 30 days to the executive director of OSSA. Appeals should be clearly marked as "Appeal to inspection results – Lane County Jail, August 18th, 2003". The appeal should fully explain rationale behind the disagreement and include the referenced jail standard, by number.

Grievances are complaints an agency may have against the conduct of any jail inspector. ~~Our goal is to maintain the highest standards of professionalism in the inspector corps.~~ Grievances will be investigated and resolutions reported directly to the executive board of OSSA. Grievances should be in writing, filed within 30 days of the inspection completion, and directed to the executive director of OSSA.

Conclusions

The Lane County Jail was seen by our team as a professionally and well-managed facility. It was a clean jail with the inmate population well controlled and behaved. A consistent compliment from the inspection team related to the friendliness and openness of your staff. Your staff was not advised in advance of our arrival or pending inspection yet they were still very prepared and open to the process. Your staff went out of their way to make information available to us, and quickly answered any questions raised by the team. It is obvious that your staff give 100% in making the jail a safe and secure facility. The staff moral seemed to be high throughout the facility and all staff we encountered were professional and cooperative, this helped the inspection process flow very smoothly.

The next inspection for the Lane County Jail will be scheduled for calendar year 2004. Once again, we would like to compliment your staff for their diligence in preparing for a successful audit. Please contact me if you have any concerns or questions concerning this inspection report.

Sincerely,
Sheriff John Raichl – President OSSA

Cmdr. Jean Beriault
Linn County

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Sincerely,
Sheriff John Raichl – President OSSA

J. Beriault

Cmdr. Jean Beriault
Linn County

(1st version)

the Sheriff's Quarterly



Volume One - No. 1
Fall 2003

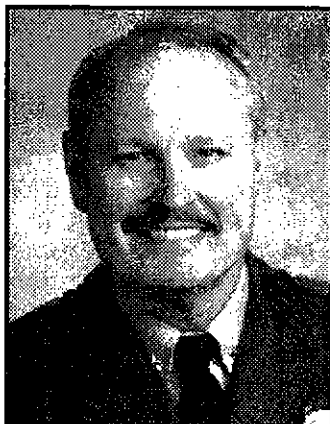
Sheriff's Voice SOMETHING NEW!

Welcome to the Lane County Sheriff's Quarterly. It is my privilege to introduce our new, volunteer-driven, quarterly newsletter. The goal of the newsletter is to keep our citizens and stakeholders informed on current events, and to give you an internal view of the Sheriff's Office.

Because the office of Sheriff is one of the few remaining elective law enforcement positions, your opportunity to shape the public safety fortunes of Lane County--our community--is unparalleled.

The Sheriff's Office plays a key role in the criminal justice system. Our mission is to: "Make Lane County a safer place to live by protecting lives and property, while maintaining the dignity of all people."

(con't. on page 2)



Jan Clements
Sheriff of Lane County



How many of us know who spends three days cleaning up Autzen Stadium before each home game...? How many of us know who just painted the exterior of Crow High School...? And how many of us know who sets up Junction City's Scandinavian Festival every year...? This and much, much more is done every day, every month, every year by inmate work crews from the Lane County Sheriff's Forest Work Camp situated in the southwestern portion of the county. Literally nestled in a rural open space at Alma, Oregon, is situated on 107 acres and is designed to be an educational and rehabilitative facility for low-risk offenders. Many maintenance and improvement projects at the camp are done with inmate labor and many projects or training programs completed there have netted inmates Lane Community College educational credit or certifications relating to specific skill acquisition.

Sgt. Dan Buckwald, one of the camp's three supervisors assigned to the camp asserts, "This is a whole different spin on corrections", and adds, "To me this is a community project." Buckwald, "This is a whole different spin on corrections..." while bringing to the program a military law enforcement background, is a superb promoter and booster for the camp's operations, and is as resourceful as they come regarding materials procurement, community participation, public contact and understanding the needs of individual inmates. Buckwald has carefully and formally photo-documented various projects and progress since his arrival in 1999.

(con't. on page 3)

What's Inside:



▼
Sheriff's Voice
1

▼
Contact Us
2

▼
Forest Work Camp
1

▼
National Guard
2

▼
Legislative Angle
3

▼
Wake-Up Call
4

(Forest Work Camp, con't. from p. 1)

He conducts regular tours for civilian groups and for Sheriff's Department staff and guests; his supervision emphasizes work ethic, cleanliness, self-respect and productivity. The camp is utterly spotless inside and out. Buckwald notes, "These guys work six days a week; it's a privilege [for inmates] to be here...but everybody likes it here. They work hard and play hard" (The camp boasts a full-size, inmate-created softball field). Camp capacity is 100 inmates and annual inmate traffic in 2002 amounted to 636 persons. The average length of stay is 52 days, with an average daily capacity of 90 persons.

The Forest Work Camp concept was initially funded by a serial levy in 1986 and formally opened in 1990, modeled after a similar facility in Shasta, California. A brief mothballing of the camp occurred in 1995 followed by a reopening in 1997 with serious expansion plans in place. The new dorms and landscaping were then built by all-inmate labor. All inmates are local folks from inside Lane County, and no work is performed outside the county. The camp currently receives Federal money from the Secure Rural Schools and Community Self-Determination Act of 2000 and Lane County General Fund. Buckwald says the camp is "not afraid of trying something new" as it applies to better productivity in work, better methods of operations or better funding. The camp inmates and personnel serve five area forest districts with activities such as fire-fighting, fence-line monitoring, trash removal, trail maintenance, structural maintenance and pre-commercial thinning. The fire crew portion of the inmate population just finished fighting its 40th fire since 1999.

The state's Culinary Apprenticeship program is available here in the kitchen, overseen by Don Ahrens, Corrections Cook. All food is cooked from scratch and as much of it as possible is grown on site. The kitchen provides special dishes for visiting dignitaries and provides desserts for the Eugene Whitaker Neighborhood Annual Thanksgiving Day Dinner event. The camp supports its own massive vegetable, herb and flower garden, its own water and wastewater system, its own tools/equipment, laundry facility, sewing facility, and most inmates are certified in first aid and CPR. Special grasses have even been planted for the local elk herd--now numbering 14.

There's little doubt that this program is both a success and a way of relieving overcrowding pressures on the downtown Eugene corrections facility. The rehabilitative opportunities offered by the Forest Work Camp are tangible and proven, and have altered many lives for the better. This program deserves our continued interest and support. 🍷



Vegetables Under Cultivation on Site

**Q
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Q: What are those white trucks marked "SHERIFF" doing along the roadside, and who are all those workers there...?

A: The Inmate Road Crew program is an alternative to incarceration that's available to offenders who are sentenced to the custody of the Sheriff for short periods of time. Sometimes these individuals work only during the day (being furloughed home at night) or work only on weekends.

Q: Does Lane County have an "Amber Alert" plan..?

A: Yes. It's a concerted effort and agreement between all law enforcement agencies in the county. The purpose of The Amber Plan is to coordinate with local broadcasters in serious child abduction cases.



The Legislative Angle

Reports From Our State Capitol

Matters Affecting The Lane County Sheriff's Department

FEDERAL NEWS

The Lane County Sheriff's Office works collaboratively with all levels of government including federal, state, and other local jurisdictions.

In August, Sheriff's Office staff met with Senator Ron Wyden and Congresswoman Darlene Hooley at a Community Safety Summit to discuss new challenges in the post September 11

world. Key items where the federal government plays a role in working with

"The Sheriff's Office met with Senator Ron Wyden and Congresswoman Darlene Hooley..."

local law enforcement agencies to meet those challenges were main points of conversation. The agenda focused on Homeland Security issues, the drug epidemic, and the role of the National Guard in Law Enforcement and other federal programs.

STATE LEGISLATURE

At the State level, the Sheriff's Office was integral in getting legislation passed that would allow the use of a "Voice Stress Analyzer" in truth verification or deception detection. As demand for public safety service increases--and our local government resources decrease--it's imperative to provide the best, most effective tools for law enforcement personnel to do their jobs. Currently only the polygraph is allowed as a truth detection device. The Voice Stress Analyzer is an instrument that utilizes the voice to measure physiological changes in

(con't. on page 4)

WAKE-UP CALL

On October 4, 2003 the Lane County Sheriff's Office investigated the death of Jason Mathew Roe of Cottage Grove, who was shot by his friend with a rifle while deer hunting. Neither hunter wore an orange safety vest or hat. Additionally, on October 7, Sheriff's Deputies were dispatched to Lost Creek Road near Dexter regarding a hunting gunshot wound. Robert Howe was hunting in the Mt. June area and lost his footing, fell, and dropped his old Winchester 12ga shotgun, badly injuring his hand.

These tragic incidents are clear wake-up calls to all other hunters in Lane County and throughout the state. The Sheriff's Office encourages the utmost caution when hunting and asks that you review ALL firearm safety rules and to fully honor them--because your life depends on it. 🍷



Legislative Angle, Con't.

(con't. from p. 3) brain-stress activity. Comparable to a polygraph, it offers other advantages: Less training time and so less cost; user friendly; valuable investigation tool; non-intimidating to the interviewee; no inconclusive results; usable if subject recently used drugs or is pregnant (unlike polygraph); usable on location at the agency performing the interview.

Currently Lane County relies on one polygraph technician from Oregon State Police, who currently serves a three-county area--which is about to increase. Because the service is not immediately available, polygraph appointments can be delayed up to three weeks, during which time interviewees may change their minds about cooperation. Criminal investigations, including rape and shooting investigations, that are postponed due to the witness' use of drugs can also be problematic. Computer Voice Stress Analyzers would avoid delays and invalidated results caused by ingestion of drugs. Voice Stress Analyzers are widely accepted and being used by more than 1,300 law enforcement agencies in the United States, and the technology has been validated by many scientific studies.

LANE COUNTY CODE

At the local level, and collaborating with federal partners, the Sheriff's Office worked with the Board of County Commissioners to add language to the County Code allowing Sheriff's Deputies to enforce a Federal Alcohol Ban in certain areas of the Oregon Dunes National Recreation Area. Code amendments cover the high-risk drinking and all-terrain vehicle use. The changes should translate into less disorderly conduct and a reduction in trash in The Dunes camping areas. The Sheriff's Office is under contract to patrol the Oregon Dunes National Recreation Area south of Florence which gives the Deputies effective tools to better serve the recreating public. 🍷

Lane County Sheriff's Office
125 East 8th Avenue
Eugene, OR 97401

