

Memorandum Date: 12/2/14  
Order Date: N/A

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**TO:** Board of County Commissioners

**DEPARTMENT:** Sheriff's Office, District Attorney's Office, Health and Human Services

**PRESENTED BY:** Sheriff Tom Turner/ District Attorney Alex Gardner

**AGENDA ITEM TITLE:** REPORT/ DISCUSSION 10 YEAR PUBLIC SAFETY PLAN

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**I. MOTION**

None at this time.

**II. AGENDA ITEM SUMMARY**

This is an update on the 10 Year Public Safety Plan Outline that Lane County Department Heads and other key players have been working on in effort to help move Lane County's Public Safety system forward into the future. Through many months of collaborative efforts, we believe we have a road map that has identified three distinct phases with associated goals. We have worked diligently to create a plan for the Board that has flexibility and can still be utilized even if some of the goals are achieved at a different pace than planned. This allows Lane County to modify the plan to be responsive to the needs of the community and the needs of our departments. We believe that the plan, as it is written, will be able to sustain changes with continued forward movement.

### III. **BACKGROUND/IMPLICATIONS OF ACTION**

#### A. **Board Action and Other History**

Lane County's public safety system was driven into crisis by deep layoffs in 1981-82. Over the intervening thirty-two years, county officials worked with public safety partners and community leaders to find solutions for a lasting recovery, but no solution has been adequate to replace lost timber revenue and stabilize public safety funding, so the system has continued to shrink through periodic layoffs.

Federal revenue programs and short term serial levies have provided occasional and temporary Band-Aids that slowed the decline of some law enforcement programs, but the county public safety system has contracted to the point where none of the departments can fully and effectively process existing work. Today, although the county population has increased by more than 70,000 residents to over 350,000, some public safety components are operating with less than 25% of 1979 staffing levels.

#### B. **Policy Issues**

None at this time.

#### C. **Board Goals**

The 10 Year Public Safety Plan aligns with the 2014-2017 Lane County Strategic Priority for a "safe, healthy county" by identifying the components of the public safety system, their dependence upon each other, and providing a plan to strategically focus on each component to help build a stronger public safety system for Lane County.

#### D. **Financial and/or Resource Considerations**

The 10 Year Public Safety Plan was designed to be modest and realistic, taking into account the financial difficulties the county has faced in the past, and continues to face into the future. It is not realistic to expect Lane County residents to fund all of the service increases at once. The service levels increases and the potential costs associated with those increases was taken into account when designing the plan.

#### E. **Analysis**

The **Community Public Safety Plan** outlines modest first steps that have been defined through a series of public inquiries and processes hosted by Lane County and others over the last decade. The plan reflects the areas upon which

all of the recent “task forces”, “panels” and other public processes agreed, so we begin with a basic foundation and balance that has already been endorsed by city leadership, county leadership, law enforcement partners and interested citizens. Plan fundamentals were outlined in the annual reports from the Lane PSCC (Public Safety Coordinating Council), the Summary Report on the 2005 Municipal/County “Public Safety Task Force”, the 2007 independent “CAPS” notes (Citizen Advocates for Public Safety) and the materials from the Lane County Service Stabilization Task Force. All processes agreed upon the following three basic principles: First, Lane County’s public safety system must be coordinated, balanced, efficient, frugal and adequate to address the most significant and persistent community crime and safety concerns. Second, funding must be targeted to specific purposes, with the justification for each component service being independently justified and clearly articulated. Third, the process and program funding must be transparent and subject to annual audit and community review.

Every reviewing group underscored the importance of system balance and the extent to which public safety components affect one another. For example, without police officers to investigate crime and make arrests, there is no criminal work for the court system to process. If there are no DAs available to review police reports and file criminal charges, criminals will be released from jail. Criminal convictions increase demand for jail space, prison space, reentry capacity, probation officers, and substance abuse treatment. They also drive revenue under the Oregon Community Corrections Act (CCA), and that revenue funds County parole and probation operations, reentry services, substance abuse treatment, and other corrections programs. These “system hydraulics”, and the efficiency-improving power of coordination, argue for repairing public safety departments in incremental, coordinated and balanced steps.

It has taken more than thirty years to collapse the Lane County public safety system; we anticipate that rebuilding the system will take time. The plan maps the smallest practical steps to mitigate community risk and take advantage of efficiencies that flow from coordination and collaboration.

The public safety team has one overarching goal: to reduce future community victimization.

Consensus on the order of the repairs was reached based on principles of community risk mitigation and net cost reduction. For example, felony prosecution is largely restored early in Phase-2, because failing to prosecute felony cases cripples future County revenue under the CCA. Prompt repair of prosecution services reduces the size and duration of the loss in state revenue, and the resulting revenue surplus will help fund other critical programs moving forward.

The plan was designed to be achievable and realistic, and is therefore modest. It leaves some divisions and agencies with less than half of the recommended staffing for a jurisdiction with our population and crime volume. We believe that setting achievable goals that are modest is the best tactic to take to move forward, because we recognize that a cost increase sufficient to restore average staffing levels is well beyond the reach of this process and the allotted time window. Instead, the plan provides for modest repairs that will restore a minimal 24-hour law enforcement response, felony property crime investigation and prosecution, drug and alcohol treatment for high risk adult and juvenile offenders, and some mental health support for criminal adults and juveniles. The longer-term goal of “basic” public safety capacity would provide police patrol coverage close to 70% of average levels, with investigation, prosecution, corrections and treatment capacity necessary to manage theft, property destruction, wildlife offenses, animal abuse and other misdemeanor crimes, but that is well beyond the scope of a ten year plan.

#### **F. Alternatives/Options**

The 10 Year Public Safety Plan provides an overview of the Public Safety System and goals for each part of the system through a series of phases. Possible solutions/ options are presented at the end of the plan for consideration. The plan was also designed with a modicum of flexibility to withstand change.

#### **IV. RECOMMENDATION**

The team recommends that the board approve the 10 Year Public Safety Plan as a living document, giving the plan the ability to be updated to reflect the most current circumstances and needs of the community.

#### **V. TIMING/IMPLEMENTATION**

Implementation of the plan can be immediate upon approval from the Board. Many of the steps to improve our Public Safety system are already underway, to include the 2013 Public Safety levy and the ongoing research into more sustainable funding methods.

#### **VI. FOLLOW-UP**

If the Board decides to move forward with the 10 Year Public Safety Plan, each part of the Public Safety System can begin focusing their efforts in line with the unified plan to maintain what we have (Phase I), and work towards restoring capacity with a focus on the services identified in phase II with a goal of full restoration of services (phase III) beginning in 2022.

## **VII. ATTACHMENTS**

- Agenda Checklist
- 10 Year Public Safety Plan Outline
- Letter to the Board of County Commissioners describing the 10 Year Public Safety Plan



## 10 Year Public Safety Plan Outline

Lane County has a land area approximately the size of Connecticut, with unparalleled natural beauty. Since the 1970's, the area's population has increased by more than 70,000 residents to over 360,000. Reductions in timber harvests and limitations on property taxes have crippled revenue for government services, forcing continuing reductions in staffing. These reductions have been felt by all public safety partners in Lane County. Today, some public safety components are operating with less than 25 percent of their 1979 staffing levels. This 10-year Public Safety Plan proposes a path to recover essential staffing and make Lane County safer for residents and visitors. The plan identifies repairs needed to make the public safety system more effective. Consensus on the order of the repairs was reached based on principles of community risk mitigation and net cost reduction.

### **The Public Safety System Components**

Lane County's Public Safety System is regional in serving all of the county jurisdictions, including inside city boundaries. The current public safety system is made up of six key partners. Each component of the Public Safety system is dependent, at some level, on the other components for the system to work effectively. Below is a brief description of each component of the system.

#### ***Lane County District Attorney's Office***

Investigates cause and manner of death, enforces judicial orders, and investigates and prosecutes homicide, child sexual abuse cases and all other felony crimes, whether inside city limits or in rural areas. The DA's Office also provides Victim's Services and supports Veteran's Court, Drug Court and restorative justice.

#### ***Lane County Sheriff's Office***

The Sheriff's Office is responsible for 24 hour police response, criminal investigations, enforcement of the laws, jail operations, Search and Rescue, Emergency Management, and Court Security.

#### ***Lane County Parole and Probation***

Parole and Probation protects the community by monitoring offenders to ensure they don't offend again, enforces court-ordered sanctions, and helps offenders reorient and become productive members of the community.

#### ***Youth Services***

Youth Services provides assessment, counseling, detention and other services to youth suspected or convicted of criminal behavior. The aim of Youth Services is to help young people change their lives and to not reoffend.

#### ***Treatment Services***

Treatment Services helps offenders with underlying conditions that may contribute to criminal behavior, such as drug addiction or mental health issues. By treating these conditions, individuals are less likely to reoffend.

## **Reentry Services**

Reentry Services is a service offered through a partnership with the nonprofit group *Sponsor, a non-profit organization that works with offenders to tools they need to return to a productive and law-abiding life.*

The plan has three distinct phases each with an associated goal, as follows:

- Phase I: Keeping What We Have
- Phase II: Restoring Capacity to Address Felonies
- Phase II: Full Restoration of Services

### **Phase I: Keeping what we have**

*Timeline: 2015 -2018 (Tentative)*

- Address the most immediate needs in the next budget cycle to preserve current staffing and service levels
  - Sheriff: maintain existing patrol, resident deputy, and investigative and support services
  - District Attorney: Replace grant funding expected to expire in the next fiscal year
  - Youth Services: Add additional treatment beds for adolescent females; secure additional funding for community service and restitution crews; secure additional funding for Phoenix treatment program.
  - Parole and Probation: maintain current level of funding
  - Reentry Services: replace grant funding currently set to expire
  - Treatment Services: maintain current levels of funding
  - Mental Health Services: secure additional funding to maintain current level of service

### **Phase II: Restoring capacity to address felonies** *Timeline: 2018-2022 (Tentative)*

- Restoring the County's ability to investigate and prosecute felony crimes, provide treatment for offenders, and help offenders with reentry.
  - Sheriff: restore partial rural patrol and detective services
  - District Attorney: restore full felony prosecutions
  - Parole and Probation: reduce caseload size to manageable levels to ensure greater supervision of offenders
  - Reentry Services: add 22 beds for the highest risk offenders and increase staff for the Mentoring program
  - Treatment Services: increase mental health and substance abuse treatment for offenders, and work with state and federal healthcare programs to secure funding
  - Youth Services: restore additional services to increase the overall number of treatment beds and staff to better serve high-need youth

### **Phase III: Full Restoration of Services**

*Timeline: 2022 – 2025 (Tentative)*

- Sheriff's Office
  - Restore traffic safety team to reduce traffic fatalities
  - Reestablish resident deputy program to provide community-based law enforcement services
  - Maintain current number of jail beds

- District Attorney
  - Restore full criminal prosecution services
- Parole and Probation
  - Reduce caseloads to allow for implementation of “risk/need/responsivity” model and other evidence based practices.
  - Expand mentorship programs, cognitive behavioral therapy, and other programs
- Reentry Services
  - Add 25 contracted beds to leverage federal funding to pay for treatment programs
- Treatment Services:
  - Expand services and examine ways to provide services with payments from state and federal healthcare programs
- Youth Services:
  - Increase number of detention beds
  - Increase number of treatment beds for boys and girls
  - Increase number of shelter beds
  - Expand diversion, alternatives, assessment, and treatment services

**Potential solutions**

We recognize that maintaining and restoring service levels requires revenue. Lane County has already begun to improve the public safety system with the passage of a 2013 Public Safety levy restoring some of the lost capacity in our jail and juvenile systems. It is impossible to accurately predict future revenue because much of our revenue is dependent on short-term grants and other uncertain sources beyond County control. Maintaining community communication and a list of potential revenue sources will ensure the County is positioned to make good use of any opportunity for improvement.

Short term funding options such as local option levies and grant funding remain essential to preserving current service levels and rebuilding lost system components. Public Safety partners will continue to meet with citizens, listen to their concerns and investigate any proposals for improved and sustainable funding to help us make Lane County a safer place to live and recreate.



## LANE COUNTY

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PUBLIC SERVICE BUILDING / 125 EAST 8<sup>TH</sup> AVENUE / EUGENE, OR 97401 / (541) 682-4203 / FAX (541) 682-4616

December 16, 2014

Board of County Commissioners;

We are pleased to share the 10 Year Public Safety Plan Summary developed by Lane County's public safety team at your request. The plan identifies three distinct phases, each with associated goals. The plan is designed to be flexible and responsive to evolving department and community needs.

Lane County's public safety system was driven into crisis by deep layoffs in 1981-82. Over the intervening thirty-two years, county officials worked with public safety partners and community leaders to find solutions for a lasting recovery, but no solution has been adequate to replace lost timber revenue and stabilize public safety funding, so the system has continued to shrink through periodic layoffs.

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criminals will be released from jail. Criminal convictions increase demand for jail space, prison space, reentry capacity, probation officers, and substance abuse treatment. They also drive revenue under the Oregon Community Corrections Act (CCA), and that revenue funds County parole and probation operations, reentry services, substance abuse treatment, and other corrections programs. These “system hydraulics”, and the efficiency-improving power of coordination, argue for repairing public safety departments in incremental, coordinated and balanced steps.

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We appreciate your continuing support and commitment to moving our Public Safety System in Lane County forward.



Tom Turner, Sheriff



Alex Gardner, District Attorney



Alicia Hays, Director of Health and Human Services



Steve Mokrohisky, County Administrator

BEFORE THE BOARD OF COMMISSIONERS OF LANE COUNTY, OREGON

ORDER NO: 14-12-16-05

IN THE MATTER OF APPROVING THE 10  
YEAR PUBLIC SAFETY PLAN

**WHEREAS**, the Board of Commissioners directed staff to work on a public safety plan that addresses long term needs in relation to the Lane County public safety system; and,

**WHEREAS**, the Board of Commissioners, has adopted a Strategic Plan that identifies three priorities for Lane County for 2014-2017: Priority (1) Safe and Healthy County, Priority (2) Vibrant Communities, and Priority (3) Infrastructure; and,

**WHEREAS**, the Lane County Strategic Plan states that, Priority 1, Objective 1, is to *Ensure safety throughout our county* by: (1) Securing funding to maintain current public safety services without major budget reductions in FY 15-16, (2) Adopting a collaborative action plan to address repairs to our public safety system in the short and long term, and (3) Continue to seek and implement evidence based practices to reduce recidivism and divert entry into the youth and adult corrections systems; and,

**WHEREAS**, the Public Safety Plan fundamentals were outlined in the annual reports from the Lane PSCC (Public Safety Coordinating Council), the Summary Report on the 2005 Municipal/County "Public Safety Task Force", the 2007 independent "CAPS" notes (Citizen Advocates for Public Safety) and the materials from the Lane County Service Stabilization Task Force; and,

**WHEREAS**, it has taken more than thirty years to collapse the Lane County public safety system; we anticipate that rebuilding the system will also take time; and,

**WHEREAS**, Lane County voters demonstrated their commitment to public safety with the passage of a levy to fund additional jail beds in 2013; and,

**WHEREAS**, each participating group within the public safety system underscores the importance of system balance and the extent to which public safety components affect one another; and,

**WHEREAS**, the public safety group has one overarching goal: to reduce future community victimization; and,

**NOW, THEREFORE**, the Board of County Commissioners of Lane County **ORDERS** as follows: that the Board of County Commissioners approves the submission of "Lane County's 10 Year Public Safety Plan" and the continued work of staff of additions to the "Lane County 10 Year Public Safety Plan" that will improve and ensure safety throughout Lane County.

ADOPTED this 16th day of December, 2014.

APPROVED AS TO FORM  
Date 12/16/14

LANE COUNTY OFFICE OF LEGAL COUNSEL

  
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Pat Farr, Chair  
Lane County Board of Commissioners