

JOSEPHINE COUNTY SHERIFF'S OFFICE

601 NW 5th Street, Grants Pass, Oregon 97526

Results from Citizen & Employee Surveys

*In Support of Developing a
Twenty Year Strategic Plan*

Prepared by:
Josephine County Sheriff's Office

Introduction

This document was created to assess the needs of the Josephine County Sheriff's Office so that a twenty year strategic plan could be developed. Two surveys were created similar to a recent study done for the Grants Pass Department of Public Safety so that comparisons could be made where possible. The employee surveys were sent to all Josephine County employees¹ and the citizen surveys² were made available at meetings where the participants provided input on goals and funding strategies. The citizen surveys are organized into two groups, one group of 1200 county residents was selected by a random sample provided by the County Clerk's office to receive invitations³ to meetings and the second group attended "open invitation" meetings.

The response level was fairly low, however, many innovative ideas for planning the Sheriff's Office future were provided. The surveys contained 25 questions to be rated from Strongly Agree to Strongly Disagree, a multiple choice question about workload, two areas to rank identified patrol and corrections service areas, free form narrative to document Sheriff's Office strengths and areas for improvement plus the citizen surveys included a request to share any contacts with the Sheriff's Office with a satisfaction rating and a page to rank the ideas developed from their meetings on service levels and funding ideas. While individually each dataset provides a tremendous amount of useful data, this report will work through topics and provide data from all of the datasets. Each dataset will be provided it's own summary and will follow the 'summary by topics' portion.

Response

Overall, 143 surveys were received. The number of surveys sent and received are:

Division	Surveys Received	Surveys Sent	Percentage Received	Percentage of Total Count
Sheriff's Office Employees	28	90	31%	20%
Other County Employees	67	295	23%	47%
Sample 1200	35	60	58%	24%
Open Invitation	13	13	100%	9%
Total	143	458	31%	-

¹ Addendum B: Survey for Employees

² Addendum C: Survey for Citizens

³ Addendum D: Invitation to Sample 1200

Most of the invitations to the random sample of 1200 citizens were distributed without a problem. Only 19 were returned by the post office for a variety of reasons. Another 20 recipients called or mailed in a response indicating they were unable to attend, usually for health reasons. Invitation recipients were encouraged to give the invitation to someone else if they were unable to attend. At the planning meetings, the citizens were provided the citizen survey and many chose to complete the survey at home because the information they learned at the meetings changed their view of the issues.

Josephine County Sheriff's Office is a High Priority

There are many ways to gauge whether the citizens of Josephine County view the Sheriff's Office as a high priority. You can look at the number of residents who respond to an invitation to help the Sheriff's Office plan for its future. You can look at the support, or lack of support, for ballot measures to fund the Sheriff's Office. Perhaps, reading the Letters to the Editor will provide some insight to the community's priorities. Our community history might look unclear whether the citizens view the Sheriff's Office as a high priority, however, each time they're asked the question directly, they answer in the affirmative. A survey was conducted in the mid 1990s and it showed what our recent survey⁴ showed, that most people view the Sheriff's Office as a high priority.

When the citizens and the employees were asked if the Sheriff's Office provides a high level of service to the community, the answer was no. Several participants added notations that their negative response was due to funding issues beyond the Sheriff's Office control. About 50% answered in the negative but it was curious to note that the Sheriff's Office employees answered in the negative at a higher percent. 64% of the employees felt the Office was not providing a high level of service to the community, indicating a level of frustration by the employees who are unable to provide more services. When asked to rank their workloads⁵, 43% of the Sheriff's Office employees said sometimes their workload was heavy, but most of the time they could keep up; while another 43% said they were always overloaded and could never catch up.

The citizens attending the planning meetings indicated support for the Sheriff's Office when 62% agreed that the Sheriff's Office was doing a good job with the resources available to it⁶. Even more citizens, 83%, agreed that Sheriff's Office employees are courteous⁷. In both the citizen and employee surveys, participants were asked to identify Strengths and 'Areas for Improvement' for the Sheriff's Office.

⁴ See Addendum F: Survey Results on Standardized Questions, page 2

⁵ See Addendum F: Survey Results on Standardized Questions, page 12

⁶ See Addendum F: Survey Results on Standardized Questions, page 11

⁷ Addendum E: Summary of Funding Ideas and Service Levels, pg 4

In the Areas for Improvement⁸, the most common theme identified was the need to improve staffing levels and provide 24 hour, 7 day per week patrol coverage. This was closely followed by the need to develop community support and improve communication with the citizens. For Sheriff's Office Strengths⁹, 46% of the comments were about the high quality of personnel at the Sheriff's Office, 23% were about the high standards, professionalism and use of innovative ideas and 13% were about efforts to reach out to the community to develop partnerships. Many comments indicated the participants viewed the survey as a confirmation that the Sheriff is interested in the citizen's and employee's ideas.

Although the service levels are not high, the citizens are happy with the job the employees are doing, given the resources available to the Sheriff's Office.

Josephine County Sheriff's Office Administration

Many of the comments posted in the Sheriff's Office Strengths report indicated the participants appreciated the work being done by Sheriff Gilbertson and Undersheriff Fasching and the direction they were taking the Sheriff's Office. The Sheriff's Office employees were not as supportive, using one third of their 'Areas for Improvement' comments directed towards the supervision of the Sheriff's Office. The comments did not focus on the same specific problems, however they were generally related to matters of consistency and leadership skills.

The citizen meeting attendees consistently discussed needing more communication from the Sheriff's Office. In developing a list of Service Levels, the citizens provided more ideas about ways to improve communications than any other topic¹⁰. When asked if the Sheriff's Office has the right amount of communication with the citizenry¹¹, 40% said no. Only 23% thought there was sufficient communication. Many recommended developing a Public Relations position to keep the public informed on what services the Sheriff's Office provides, crime data affecting communities, challenges the Sheriff's Office is facing and successful programs or commendations within the Sheriff's Office.

The County and Sheriff's Office employees were asked if the mutual aid agreements with law enforcement agencies in the county ensured good coverage and coordination¹², the response was two to one in the negative. In the Areas for Improvement report, one comment referred to this question in its recommendation to

⁸ Addendum A: Strengths & Areas for Improvement, pgs 3-5

⁹ Addendum A: Strengths & Areas for Improvement, pgs 1-3

¹⁰ Addendum E: Summary of Funding Ideas and Service Levels, pg 5

¹¹ Addendum F: Survey Results from Citizen and Employee Surveys, pg 9

¹² Addendum F: Survey Results from Citizen and Employee Surveys, Pg 3

repair the working relationships within the law enforcement community¹³. The overall tone suggested that it is important to maintain good working relationships with the partners in the community justice system to the benefit of the community, rather than maintain disputes that only benefit individual personalities.

The level of coordination with the schools to ensure safety was viewed evenly by the citizens and insufficient by the Sheriff's Office employees¹⁴. Historically, the school district paid for a dedicated Patrol Deputy to handle crime at the schools, attempt contact with families whose children were not attending school and provide a law enforcement presence at the County schools. This position was dropped due to budget shortfalls. Perhaps some funding for this program can be found from within the community, once they are more aware of the lack of presence that currently exists.

The Sheriff's Office employees indicated by a margin of 10%, that the Standard Operating Guidelines were up to date¹⁵. This is a good indication that the employees feel they can trust the rules set in place that dictate the parameters of their duties and responsibilities. It should be a goal to increase the 10% margin by making compulsory periodic review of the policy a training issue.

Overall, the Administration appears to be appreciated for their efforts, however several areas for improvement have been identified that will need to be addressed. So long as the citizens believe there is positive change occurring, their general support is likely to continue or grow. The most immediate need is to increase the amount of communication with the residents of Josephine County.

Josephine County Sheriff's Office Patrol Division

When most people think of the Sheriff's Office, the image they have in mind is of the Patrol Deputy rather than the Sheriff. Although the Sheriff's Office is still in the process of hiring Patrol Deputies to replace those who left during the last layoff scare, most of the Patrol Deputies have been employed by the Sheriff's Office longer than the current Sheriff. Also, it is generally more common for the citizens to have contact with a Patrol Deputy than with the Sheriff. There were few complaints about the Patrol Deputy's performance, rather, the shortcomings were generally attributed to short staffing and loss of experienced personnel. There was some concern about the amount of training that seasoned personnel receive annually. Several citizens indicated that continuing education was important to keep the employees using innovative ideas to help solve community disputes. Patrol Deputies said that the amount of training they receive is inadequate by a two to one margin¹⁶. Historically,

¹³ Addendum A: Strengths & Areas for Improvement, pg 2 of 8

¹⁴ Addendum F: Survey Results from Citizen and Employee Surveys, Pg 10

¹⁵ Addendum F: Survey Results from Citizen and Employee Surveys, Pg 5

¹⁶ Addendum F: Survey Results from Citizen and Employee Surveys, Pg 6

aside from firearms and self-defense training, only Deputies assigned to specialty positions are afforded regular training. The deputies receiving the training reported it was well planned and of a high quality.

The citizens reported, in a two to one ratio, that the Sheriff's Office response times to high priority incidents were unacceptable¹⁷. The Patrol Deputies disagreed, by the same margin, indicating they respond promptly to high priority incidents. The difference here is likely a lack of clarification of what a "high priority incident" is. Patrol Deputies are likely to attribute that term to a life-threatening situation, verses a citizen who attributes a burglary or car break-in to that same category. Everyone agreed that response times to "low priority incidents" was poor¹⁸. Again, many indicated this was a patrol staffing issue verses a customer service issue.

Most of the top four Service Level Priorities¹⁹ were directly related to patrol services. The top four priorities are:

- Improve patrol staffing levels to decrease response times.
- Provide 24 hour, 7 day per week patrol coverage.
- Improve wages and benefits or offer incentive bonuses to keep experienced personnel and recruit professional personnel
- Increase use of volunteers.

In many of the comments to improve staffing levels, there was a concern over officer safety. When comparisons were made between how many officers per 1000 citizens were recommended by national standards and local practices, the citizens became very concerned about staffing levels for patrol. The data that was collected and shared (note: the # of residents figure is based on the number of residents who the agency has the primary jurisdictional responsibility for):

- National average of # of officers per thousand residents 1.8
- National average of one officer per # of residents 555
- Medford PD avg. of one officer per # of residents 722
- Jackson Co. SO avg. of one officer per # of residents 2,321
- Grants Pass DPS avg. of one officer per # of residents 1,071
- Josephine Co. SO avg. of one officer per # of residents 4,636

Although it is common for Police Departments to have a lower officer per thousand ratio than their local Sheriff's Office, our patrol staff are stretched nearly twice as thin

¹⁷ Addendum F: Survey Results from Citizen and Employee Surveys, Pg 7

¹⁸ Addendum F: Survey Results from Citizen and Employee Surveys, Pg 8

¹⁹ Addendum E: Summary of Funding Ideas and Service Levels, pg 6

as the nearest Sheriff's Office. In Jackson County, the Sheriff's Office provides services to three times the number of residents per officer than its largest police department. In Josephine County, the Sheriff's Office provides services to more than four times the number of residents per officer than its only police department. The Josephine County officer per thousand ratio is 1/9th of the recommended national average.

Another area of serious concern was the number of Patrol Deputies lost to other agencies at times of unstable funding or when other agencies offer better wage and benefit packages. Discussion followed that it is difficult to hire the best candidates for the job when the Grants Pass Department of Public Safety is offering almost \$1000 more, per month, for a Patrol Officer than the Sheriff's Office is offering for a Patrol Deputy. The Administration gathered costs attributed to training a Patrol Deputy to the point where they are performing their duties on their own; the cost was estimated at \$100,000. With 14 current employees at the Grants Pass Department of Public Safety who are former Sheriff's Office employees, the translated cost/loss to the Sheriff's Office is 1.4 million dollars.

Since 1990, the Sheriff's Office has lost almost 10 million dollars losing employees to other agencies. The majority of the employees left because of layoffs. In 2007, everyone in the Sheriff's Office received a "pink slip" notice for the upcoming layoffs. Predictably, many employees sought other employment. When money became available at the last minute (only three days before the actual layoff date), many employees were already gone to other agencies. The citizens ranked the need to improve wages and benefits or offer incentives to keep experienced personnel and recruit professional personnel as the third highest priority for the Sheriff's Office. The incentive idea, spread out over years, was extended by some to include employees who had left the Sheriff's Office and agreed to return²⁰.

Although the citizens were asked to develop their own list of Service Levels, both citizens and employees were asked to rank some standardized Service Levels²¹. The provided patrol related Service Levels were ranked in the following manner:

1. Maintaining a good response time to calls for service.
2. The number of available patrol units to handle calls for service.
3. The availability of patrol units to provide back-up for Officer safety.
4. The amount of time to properly handle calls for service.

²⁰ Addendum E: Summary of Funding Ideas and Service Levels, pg 10 of 29

²¹ Addendum F: Survey Results from Citizen and Employee Surveys, Pg 12

5. The amount of proactive time in the field to adequately address crime issues.
6. The amount of time for Patrol Deputies to conduct follow-up investigations
7. The utilization of alternate service delivery, i.e. civilians handling lower priority calls, telephone / internet crime reporting, etc.

The overall ranking matches the citizens' ranking of Service Levels. The Patrol Deputies ranked the top three in a different order:

1. The number of available patrol units to handle calls for service.
2. The availability of patrol units to provide back-up for Officer safety.
3. Maintaining a good response time to calls for service.

The difference is likely related to Patrol reporting that their response times to high priority incidents is acceptable, where the citizens disagree. Again, the issue of patrol staffing affecting officer safety is indicated as a high priority. When the Sheriff's Office employees were asked if they have the staff needed to perform safely and effectively during a patrol or jail incident, 96% answered in the negative²².

Josephine County Sheriff's Office Corrections Division

Many citizens don't think about the running of the jail until it affects them directly. There are more guidelines directing the caretaking of inmates than laws regarding arrest procedures. The Corrections Deputies have to organize a careful balance of maintaining order in the jail, often using restrictive measures, while still affording inmates all their due rights, according to state rules and court decisions, with reduced staffing levels. Daily, Corrections Deputies have to prioritize the level of criminals they have in custody and decide which ones should be placed back into the community because there are insufficient staffing levels to maintain a safe jail that is fully occupied. With a fully staffed jail, there is sufficient personnel to allow training programs to provide the inmates some skills in an attempt to reduce the recidivism rate. The citizens were asked if inmate programs to address religious or rehabilitative issues (AA, NAA) are worth the cost for extra staffing to provide the programs, 42% said no while 38% said yes. These types of programs remaining at the jail have been reduced significantly because there is insufficient manpower to run the programs fully.

The citizens and employees were asked to rank standardized Service Levels for the jail²³. The Service Levels were ranked in the following order:

²² Addendum F: Survey Results from Citizen and Employee Surveys, Pg 10

²³ Addendum F: Survey Results from Citizen and Employee Surveys, Pg 12

1. The ability to adequately maintain a safe jail (safe for employees and inmates).
2. The ability to staff a full capacity jail.
3. The ability to adequately maintain a secure jail (no escapes).
4. Maintain a low incidence of “beyond available resources” releases.
5. The amount of time to interact with inmates to prevent developing problems.
6. The amount of time to properly document inmate events.
7. The ability to provide social services to inmates.

The citizens ranked the top two differently:

1. The ability to staff a full capacity jail.
2. The ability to adequately maintain a safe jail (safe for employees and inmates).

Not surprisingly, the citizens' first priority is a full capacity jail. The Corrections Deputies ranked the first four items differently: jail safety, jail security, jail capacity and then inmate interaction to prevent problems. When the Sheriff's Office employees were asked if there was sufficient manpower in the jail to fill the available jail beds, 100% responded in the negative²⁴. Clearly, the citizens want the jail filled with inmates at full capacity and that will require more staffing to operate a safe and secure jail.

There was some indication that planning for jail growth may be necessary. 49% of the citizens and employees indicated the number of jail beds in Josephine County is insufficient²⁵. Unfortunately, there is no way to discern if the survey participants were referring to the number of beds being used or the number of beds available. The question posed should have been more specific. Just the employees were asked if the jail has adequate resources and mutual aid agreements to respond to a mass arrest event. The Corrections Deputies responded in a two to one ratio in the negative. The overall result was 55% said no and 11% said yes²⁶.

The citizens were asked if they believed that inmates are given fair treatment while housed at the Josephine County Jail, 37% agreed that they were and the rest of the citizens were either of no opinion or neutral. There were no negative responses to this²⁷ inquiry.

²⁴ Addendum F: Survey Results from Citizen and Employee Surveys, Pg 5

²⁵ Addendum F: Survey Results from Citizen and Employee Surveys, Pg 4

²⁶ Addendum F: Survey Results from Citizen and Employee Surveys, Pg 9

²⁷ Addendum F: Survey Results from Citizen and Employee Surveys, Pg 7

Josephine County Sheriff's Office Support Services

Support services include Records Clerks, analysts, administrative assistants, control technicians (in the jail), booking clerks and evidence technicians. They perform duties that allow the patrol, corrections and detective divisions to operate effectively. Records Clerks are usually the first contact with the public, taking phone calls and helping citizens to report their crimes thoroughly or referring them to the appropriate agency for non-criminal matters. Records Clerks forward reports to the District Attorney's Office for prosecution, they maintain active warrant files and enter report data so it can be shipped to state and national crime statistic clearinghouses. The crime statistics are important because they are generally the tool other agencies use to measure crime in Josephine County. Lack of reporting crime statistics adversely affects efforts to bring grant funds into the county to turn around crime trends or solve community problems.

While trying to put as many Patrol Deputies on the road to keep the community as safe as possible, the number of Records Clerks has dwindled to half its size in 1997. The result of short staffing in records is years worth of reports that have not been entered into the computer for statistics collection or to help identify stolen property or suspect activity. For instance, a citizen reports a burglary and patrol responds to take a report, gather evidence and collect a list of the property stolen. The Patrol Deputy turns in his report and the Records Clerks are unable to get that report entered for over a year. The suspect gets contacted during a traffic stop and a large amount of electronics are observed in the vehicle, the Patrol Deputy will ask dispatch to run scans to see if the property in the car matches any reported stolen property. The dispatcher will find no match because the report hasn't been entered. The suspect drives away with the stolen property and the link between the suspect and the original burglary is lost. Although answering non-emergent calls for police response is the service level citizens miss most about the reduced staffing of Records Clerks, it is not their most important function. Citizens were asked if answering the non-emergent phones only during business hours to save money on staffing was more important than accessibility for the citizens; the citizens responded more than two to one that it was not worth the savings²⁸.

Looking for a base minimum of efficiency, the upcoming funding measure will have to accommodate more Records Clerks. One comment in the Areas for Improvement report recommended setting a ratio of 3.5 Patrol Deputies to one Records Clerk²⁹. That way when the number of Patrol Deputies increase, thus producing more work for the clerks, then the clerk's staffing levels are automatically adjusted.

²⁸ Addendum F: Survey Results from Citizen and Employee Surveys, Pg 6

²⁹ Addendum A: Strengths & Areas for Improvement, Pg 2 of 8

Josephine County Sheriff's Office Striving to be Proactive

The citizens and the employees were asked if "Community Policing" was a high priority. The citizens responded two to one that it was a high priority for the community. The Sheriff's Office employees answered that it was not a high priority for the department³⁰.

The Sheriff's Office desires to become more proactive; future plans include components that will allow it to become proactive. Unfortunately, at this time the Sheriff's Office isn't sufficiently reactive. There are more urgent calls for service and serious crimes than the Sheriff's Office can effectively investigate. At the reduced rate of staffing, Patrol hopes to stop violence before someone is hurt too badly in between responding to the cold calls received during dayshift. There is insufficient time to conduct follow-up interviews with witnesses and suspects. When asked if there was adequate proactive time on police patrol to effectively address problems in the community, 93% of all Sheriff's Office employees and 100% of Patrol Deputies answered in the negative³¹. Until staffing levels are improved, it is unrealistic to look at Patrol becoming more proactive.

With that said, the Volunteers have stepped in where they could to provide some police presence in problem areas. Volunteers perform security checks at the boat ramps during the summer to prevent car break-ins. Volunteers provide home checks while residents are away on vacation. Volunteers tag, monitor and arrange tows for abandoned automobiles to avoid vehicle vandalism. Volunteers organize the neighborhood watch programs to put neighbors in touch with one another to prevent crime in their communities. Volunteers perform citizen patrols in marked vehicles to be an extra set of "eyes and ears" for the Patrol Deputies. Volunteers enter pawnshop data into the police records system so matches can be made between stolen and pawned property. There are many more areas that the Volunteers assist with, but the proactive efforts were covered here. For a more complete list, turn to Addendum E: Summary of Funding Ideas and Service Levels report, page 7.

Josephine County Sheriff's Office Equipment

The largest equipment purchases for the Sheriff's Office are the patrol vehicles. The citizens agreed, with a 74% response, that the Sheriff's Office vehicles and equipment need to be kept in good condition according to industry standards³². The annual budgets are created to include amounts to replace patrol vehicles periodically, according to national standards for the safety of the Patrol Deputies and the citizens; however, money is often diverted from this expense by the Board of County

³⁰ Addendum F: Survey Results from Citizen and Employee Surveys, Pg 4

³¹ Addendum F: Survey Results from Citizen and Employee Surveys, Pg 8

Commissioners to fund other projects in the County. Only 25% of the Sheriff's Office employees reported that the vehicles and equipment were in good condition³³ while 43% reported they were not.

The employees were asked if the radio system that the Sheriff's Office relies on provides good and reliable coverage. The Sheriff's Office employees responded in the affirmative, 36% "yes" compared to 32% "no"³⁴. The county employees, who also use elements of the same system, responded 33% in the affirmative and only 6% in the negative. For the Sheriff's Office employees, this affects patrol most significantly and their results were two to one in the affirmative, that the radio system is sufficient.

Josephine County Sheriff's Office Training

The citizens and County employees were asked if they believed the Sheriff's Office employees receive an adequate amount of training. Overall, they were evenly divided³⁵. This is in contrast to the discussions during the citizen meetings about the need raise the training standards for employees³⁶. Throughout the Sheriff's Office, training is not evenly distributed, so divisions must be considered individually.

- Corrections Division reports by 88%: training is inadequate
- Patrol Division reports by 67%: training is inadequate
- Support Services reports by 63%: training is inadequate

In the Sheriff's Office Strengths report was the commendation that the jail maintains high standards for safety and security, but warned that it would only continue with training³⁷. The Sheriff's Office employees agreed by a two to one ratio that the training they receive is high quality and well planned³⁸.

Josephine County Citizens

The citizens were asked if they had been the victim of a crime within the past year³⁹, of those that answered yes, 50% then answered that they had failed to report a crime within the past year. While it is more difficult to report crime when the non-emergent phones are only answered during business hours, this underreporting will affect the Sheriff's Office ability to accurately plan for future crime and staffing levels. This will also adversely affect the ability to bring grant dollars into the community because it will appear that the crime problem is less than it actually is. As discussed

³² Addendum F: Survey Results from Citizen and Employee Surveys, Pg 11

³³ Addendum F: Survey Results from Citizen and Employee Surveys, Pg 11

³⁴ Addendum F: Survey Results from Citizen and Employee Surveys, Pg 11

³⁵ Addendum F: Survey Results from Citizen and Employee Surveys, Pg 6

³⁶ Addendum E: Summary of Funding Ideas and Service Levels, Pg 6

³⁷ Addendum A: Strengths & Areas for Improvement, Pg 2

³⁸ Addendum F: Survey Results from Citizen and Employee Surveys, Pg 6

³⁹ Addendum F: Survey Results from Citizen and Employee Surveys, Pg 5

previously, community education about the importance of reporting crimes and developing/advertising effective alternate methods of reporting must improve.

Citizens were given the opportunity to describe their contacts with the Sheriff's Office and give their level of satisfaction from the contact⁴⁰. Overall, the contacts were rated between "Good" and "Poor." The one bright note was that the contacts that occurred since the new Administration was in place have an average rating of "Good." That still provides a lot of room for improvement, but it's good to know that the citizens' perceptions are improving.

Josephine County Sheriff's Office Comparisons

Citizens and employees were asked, "Compared to other departments in the region, Josephine County provides high levels of service." The citizens disagreed by a two to one ratio; even more of the Sheriff's Office employees disagreed, with 100% disagreement from Patrol⁴¹. When compared to other Sheriff's Offices in the region, there was an even more resounding "no" to the question of Josephine County having more police resources⁴². One area that adversely affects productivity and officer safety in Josephine County is that it only has one police department. In Jackson County, Deputies can drive to nearly any part of the County and have a Police Department just a few miles away. Jackson County law enforcement agencies frequently provide back-up for one another's Officers. Also, as indicated above under Patrol Division, Jackson County has a much better deputy per citizen ratio, 1 to 2321, which is half of Josephine County's ratio, 1 to 4636. That means when a Patrol Deputy in Jackson County starts his shift he has half as many citizens to provide services to and six times the number of Police Departments available to provide back-up to an Officer in trouble.

Both the citizens and employees agreed that compared to other jails in the region, Josephine County has less corrections resources⁴³. As indicated above under the Patrol Division section, when the Sheriff's Office employees were asked if they have the staff needed to perform safely and effectively during a patrol or jail incident, 96% answered in the negative⁴⁴.

The structure and most of the content of the surveys were created in imitation of a recent survey the Grants Pass Department of Public Safety conducted. The agencies are different; Grants Pass DPS includes a fire department where the Sheriff's Office includes a jail. Still, where possible, questions remained the same so they could be compared at this time.

⁴⁰ Addendum G: Contacts with the Sheriff's Office, Pg 1

⁴¹ Addendum F: Survey Results from Citizen and Employee Surveys, Pg 2

⁴² Addendum F: Survey Results from Citizen and Employee Surveys, Pg 2

⁴³ Addendum F: Survey Results from Citizen and Employee Surveys, Pg 3

⁴⁴ Addendum F: Survey Results from Citizen and Employee Surveys, Pg 10

Areas of agreement (the majority of responses are the same):	PD	SO
• Residents view our department as a high priority	82%	50%
• We don't have the staff needed to perform safely and effectively during police incidents	65%	96%
• We are not keeping up with growth in our community	78%	100%
• The quality of training is adequate	66%	57%
• The training we receive is well planned and organized	72%	54%
• Our standard operating guidelines are up to date	76%	46%
• Our radio system provides good and reliable coverage	49%	36%
• We don't have adequate proactive time on police patrol to effectively address problems in the community	82%	93%

Areas lacking agreement (majority of responses differ):	PD	SO
• Our agency provides a high level of service to the community	92%	25%
• Compared to other agencies in the region, our agency provides a high level of service	84%	4%
• Our response times to high priority incidents are good	64%	36%
• Our response times to low priority incidents are good	50%	14%
• The amount of training is adequate	66%	25%
• Compared to other agencies in the region, our agency has more resources	46%	7%
• We are provided with timely information to effectively target police related problems in the community	64%	11%
• There is good coordination of effort among the schools to effectively handle police related problems and ensure safety	54%	29%
• Community policing is a high priority for the department	86%	29%

Looking at the issues where the employee's opinions differ, more changes than just competitive wage and benefit packages will be necessary to improve job satisfaction levels. Following years of budget cutbacks, losing skilled employees to layoffs, trying to provide the same services to a growing population with shrinking staffing levels the Sheriff's Office employees are left with little to be proud of. Those who have worked for the Sheriff's Office during this decline must be commended for their efforts to work through the problem to its eventual solution. Although stable funding will correct many problems, attention will need to be paid to the differences listed above if the Sheriff's

Office wants to keep its seasoned employees and truly provide the best service to the community.

Josephine County Sheriff's Office Service Levels

The numeric break-down of the ranking of the Service Levels tells its own story and shows the level of importance the issues have with the citizens.

Service Levels ranked as first or second most important	R1	R1 %	R2	R2 %	Total	Over-All %
Improve patrol staffing levels / decrease response times	16	34%	15	32%	31	33%
24 hour / 7 day per week patrol coverage	16	34%	2	4%	18	19%
Improve wages / benefits or offer incentive to keep experienced personnel and recruit professional personnel	3	6%	4	9%	7	7%
Increase use of volunteers	3	6%	4	9%	7	7%
Communicate more effectively with citizens / develop PR position	3	6%	3	6%	6	6%
Provide transparent budget information	2	4%	4	9%	6	6%
Increase traffic enforcement	1	2%	3	6%	4	4%
Raise training standards	1	2%	3	6%	4	4%
Create mid level investigative position to support patrol and dets (cold case, crime scene, etc.)	0	-	2	4%	2	2%
Answer nonemergent phone lines more hours by increasing number of Records staff	0	-	2	4%	2	2%
Develop Community Oriented Policing programs	1	2%	1	2%	2	2%
Increase number of inmates housed by increasing jail staffing levels	0	-	2	4%	2	2%
Improve customer service	1	2%	1	2%	2	2%
Increase Neighborhood Watch programs	0	-	1	2%	1	1%
Total:	47		47		94	
Note: the percentages listed do not total 100% due to rounding the percentages to fit in this small table.						

In the column identified as R1, meaning the number of times the listed theme was ranked number one or most important, by a wide margin, patrol staffing issues were the dominant priority for the attendees. To clarify the distinction between the top two service levels, patrol staffing deals with how many Deputies are on duty during a shift. More patrol Deputies on duty allow strategic placement of units to reduce response times for emergent calls. Twenty-four hour, seven day per week patrol coverage deals with when patrol Deputies are on duty. These two issues combined were ranked number one 68% of the time. Notice, in the first level of ranking they are equal. It isn't until participants choose their second most important service levels that a clear priority emerges, increase in patrol staffing. There was a greater distribution of ideas for the second most important service level.

The way the citizens ranked these issues support the current practice of putting the severely understaffed patrol division onto one shift with adequate staffing for at least 10 hours of the day. The 24 hour, seven day per week patrol coverage is clearly

important to the citizens, but not as important as reducing response times during life-threatening incidents.

As discussed above, under Patrol Division, it is a priority for the citizens to correct the pattern of employees being hired by the Sheriff's Office, trained at great expense and then released due to layoffs to seek employment with another agency. Stabilizing the funding will correct the layoff problem, but employees will continue to be drawn to other agencies offering much better wage and benefit packages. The differences in pay, benefits and agency stability also affect the ability to attract qualified, professional applicants. The citizens provided a variety of ideas but the primary theme was to increase the wages and benefits to the local agencies who are vying for the same employees.

The use of Volunteers in the Sheriff's Office has become a hot topic during elections. It's a common theme to want full services at no cost to the recipient. Historically, the O&C funding process has developed an expectation for a high level of service that is not directly paid for by the citizens of Josephine County. Based on election diatribe, one might conclude that the citizens demand that all Sheriff's Office services be provided by Volunteers to avoid personnel costs. When citizens, County employees and Sheriff's Office employees were asked to rank 7 patrol related service areas, each group ranked "Utilization of alternate service delivery, (i.e., civilians handling lower priority calls, telephone / internet crime reporting, etc.) in last place⁴⁵. The conclusion is that Volunteers should be used at the Sheriff's Office, but not to replace personnel providing valued services.

During the citizen meetings, there were discussions about what services the Volunteers are currently providing and many residents were unaware of most of the duties performed by Volunteers⁴⁶. The primary issue pertaining to Volunteers isn't what they can do or can't do; it is a lack of advertising the services they currently provide. Again, the development of a Public Relations position could alleviate this misconception.

Josephine County Sheriff's Office Funding

The attendees expressed that they want to be presented transparent budgeting details and summarized costs for service levels⁴⁷. For example, determine the cost of one Patrol Deputy (ratios used are for example only):

⁴⁵ Addendum F: Survey Results from Citizen and Employee Surveys, Pg 12

⁴⁶ Addendum E: Summary of Funding Ideas and Service Levels, Pg 7

⁴⁷ Addendum E: Summary of Funding Ideas and Service Levels, Pgs 6,3 and 4 of 29

wages, taxes and benefits for 1 Deputy	valueA
20% of a supervisor's costs (1 to 5 ratio)	valueB
20% of a detective's costs (1 to 5 ratio)	valueC
30% of a support staff's costs (1 to 3.5)	valueD
5% the cost for dispatching services	valueE
vehicle and equipment costs for 1 Deputy	valueF
Actual cost per Patrol Deputy	Sum of Values A-F

Once the citizens understand how that total is obtained, they can apply that cost to their need for 24 hour per day, 7 day per week patrol coverage. They can apply the same cost to effective staffing levels (aided by the Administration) to provide improved response times to emergent and nonemergent calls for service.

Comparing common themes ranked as first or second most important, the citizens attending the planning meetings ranked the top four Funding Priorities⁴⁸ as:

- Taxing District, as described by Sheriff Gilbertson
- Seek stable funding, stop relying on federal funds for basic services
- Charge inmates or the arresting agencies for jail costs
- Municipal Court with traffic team as a self-sustaining program

Although the second highest ranked priority, to seek stable funding, doesn't specify a means to collect revenue, its goal is met with the taxing district plan which provides a guaranteed level of funding to the Sheriff's Office. The taxing district plan described to the citizens at the meetings is described in detail in Addendum E: Summary of Funding Ideas and Service Levels, pages 3 and 4. Several of the funding ideas provided, like priorities three and four (listed above) would only pay for a program or are a means to save money. Of the funding ideas that could pay for the operation of the whole Sheriff's Office, (taxing district, sales tax, taxing levies and harvesting lumber on public lands), the taxing district was ranked highest twice as often as any of the other plans.

Of the funding ideas to pay for programs or save money, the two most popular and highest ranked were programs to charge inmates for their incarceration costs and a Municipal Court / traffic team program. Many ideas were presented for methods to charge the inmates, such as: adding incarceration costs to the fines imposed during sentencing, charging agencies for the costs of the inmates they bring to the jail, adding to the terms of Probation that incarceration costs must be paid in full before Probation

⁴⁸ See Addendum E: Summary of Funding Ideas and Service Levels, pg 2

is completed, developing a work-release program where inmates pay to participate which raises enough money for the personnel to run the program. All of these ideas require coordination and support from our partners in the Community Justice System.

The second idea, to create a Municipal Court, was propelled by the fact that the local fines from traffic citations are sent to the State of Oregon; only 7% of those funds received are sent back to the County of jurisdiction. With a Municipal Court, the funds stay in Josephine County. Jackson County recently created a Municipal Court that is self-sustaining and pays for all of the costs for a Jackson County Sheriff's Office traffic team. In the planning stages of Jackson County's Municipal Court / traffic team program, it was estimated that the County would have to bear the costs of the program for up to three years before the program became self-sustaining. Their program became self-sustaining sooner than expected and is a premier organization within the region. Given the dangerous road classifications in Josephine County, a traffic grant may be able to fund a portion, if not all, of the start-up costs to a Municipal Court program. If Jackson County's model is followed, the grant application could reasonably point to the success of their program, especially if their result is fewer serious accidents.

There were two citizen meeting attendees, from different meetings, who shared concerns about developing a system where Patrol Deputies were issuing citations to pay for their positions. They were concerned that this could create a mindset not conducive to fair and ethical handling of traffic issues. Specifically, they were concerned that the Administration might create quotas or pressure the traffic unit to "find more revenue." This is a commonly debated issue among law enforcement professionals and both sides of the issue have merit. When a citizen oversight committee was recommended to look at citizen complaints and citation patterns for the traffic unit, most attendees thought this would compensate for the concerns raised.

During the citizen meetings, several attendees mentioned that they did not vote for the last levy because they believed too much was being requested. The attendees admitted they did not have a good idea what level of service was being offered for the amount requested by the levy, but their impression was that the Sheriff's Office was trying to grow too much. Perhaps, not enough community education was done with transparent reporting about what the levy would pay for and why it was needed. It will be important not to overlook this lesson.

Conclusion:

The citizens clearly want more services and want to pay for them locally, but will only do so if they can understand the details of the proposed funding mechanism. The taxing district plan, as described by Sheriff Gilbertson is the most desirable method of obtaining stable funding for the Sheriff's Office.