

STUDY DESIGN'S PLANNING HORIZON IS FLEXIBLE

Josephine County's Justice System & Public Safety Services Problem/Issue Planning Horizon

Hugo JS&PSS Exploratory Committee
Hugo Neighborhood Association & Historical Society



Draft October 6, 2015

Outline

Introduction

- I. JUSTICE SYSTEM & PUBLIC SAFETY SERVICES STUDY DESIGN: 2015
- II. HISTORICAL TIME FRAME OF JS&PSS ISSUE: 1937 - 2000
- III. SRS ACT REAUTHORIZED: 2015 - 2017
- IV. STUDY DESIGN'S PLANNING HORIZON IS FLEXIBLE: 2015 - 2020
 - A. Flexible
 - B. Short-Term
 - C. Long-Term
 - D. Unknown Future
- V. RESEARCH OPPORTUNITIES WITHIN PLANNING HORIZONS
- VI. STUDY DESIGN'S PRODUCTS
 - A. Major Study Design Planning Projects
 - B. Major Study Design Products
- VII. AUTHORS

Appendices

- Appendix A. Web References For *Justice System & Public Safety Services Study Design: 2015*
- Appendix B. Why Support Another Safety Study?

STUDY DESIGN’S PLANNING HORIZON IS FLEXIBLE

Josephine County’s Justice System & Public Safety Services Problem/Issue Planning Horizon

Introduction

Understanding the Josephine County’s (JO CO’s) Justice System & Public Safety Services (JS&PSS) problem/issue, identifying alternatives, and assessing solutions are complicated tasks as there are substantial differences between Oregon counties in terms of their geographic and demographic characteristics, priorities, historic crime rates, willingness to tolerate certain levels of crime, and past and present funding of various public safety services.

The *Justice System & Public Safety Services Study Design: 2015* (Study Design) project will document a comparison of the publicly identified range of alternative solutions for the JS&PSS Issue. The Study components include the following: 1. the publicly identified issues, range of alternative solutions, and affected conditions; and 2. analyzing the impacts of each alternative evaluated by condition indicators and standards through a combination of citizen input and professional expert investigations (Appendix A).

I. *JUSTICE SYSTEM & PUBLIC SAFETY SERVICES STUDY DESIGN: 2015*

Arguments For Supporting Study Design (in Study Design; Appendix B)

Chapter II. Purpose (in Study Design)

II. HISTORICAL TIME FRAME OF JS&PSS ISSUE: 1937 - 2015

The JO CO JS&PSS Issue is partially driven by the history of revenue sharing from the federal government. The most significant historical revenue sharing method to JO CO was the 1937 O&C Act which established the timber management and revenue distribution scheme to the O&C counties. It lasted over 60 years until 2000 and the Secure Rural Schools (SRS) and Community Self-Determination Act (SRS Act; P.L. 106-393), which was a temporary, optional program of payments based on historic, rather than current, revenues. The SRS, which decoupled timber harvests from county revenue, provided direct payment to counties from the federal government in lieu of taxes. The 2000 SRS Act originally expired in 2006, was renewed for one year in 2007, for four more years in 2008, and one more year in 2012, though each renewal was at reduced spending levels.

The 2012 expiration of federal SRS payments to JO CO, used mostly for public safety services, resulted in four tax levies as solutions. They all failed. However, there is a high probability for another levy to be on a future ballot. This is reasonable, as public safety services are needed, even though the form and the cost are issues.

1. May 15, 2012 JO CO-wide Primary Election Measure 17 - 43, Criminal Justice System Operations Four Year Local Option Tax (i.e., \$1.99 per \$1,000 of assessed value), failed 57 - 43 percent, Voter Turnout - Total 52.59%; 25,405 votes for Measure 17 - 43/ 49,561 registered voters = 51%.
2. May 21, 2013 JO CO-wide Special Election Measure 17 - 49, Criminal Justice and Public Safety Three Year Local Option Tax (i.e., \$1.48 per \$1,000 of assessed value), failed 51 - 49 percent, Voter Turnout - Total 51.97%; 26,331 votes for Measure 17 - 49/ 50,944 registered voters = 52%.
3. May 20, 2014 JO CO-wide Primary Election Measure 17 - 59, Criminal Justice and Public Safety Three Year Local Option Tax (i.e., \$1.19 per \$1,000 of assessed value), failed 53 - 48 percent, Voter Turnout - Total 56.51%; 27,991 votes for Measure 17 - 59/ 50,655 registered voters = 55%.
4. May 19, 2015 JO CO-wide Special Election Measure 17-66, For Patrol, Jail, Shelter of Abused Youth; Five Year Levy (i.e., \$1.40 per \$1,000 of assessed value), failed 54 - 46 Percent, Voter Turnout - Total 50.65%; 25,824 votes for Measure 17 - 59/ 51,143 registered voters = 51%.

See Chapter V, History in Study Design.

III. SRS ACT REAUTHORIZED: 2015 - 2016

In April 2015, the Secure Rural Schools (SRS) and Community Self-Determination Act was reauthorized, and the JO CO public safety services will continue to operate at a funded level that is a combination of federal payments and local timber harvest revenues. Then, two years down the road when federal payments are scheduled to end again, the voters will have to decide whether what they have meets their needs, or they may desire to consider other available alternatives.

An issue is that Congress had repeatedly sent messages that federal payments would be phased out, and this was intended to give counties *time to plan for the change*. The payments had been to eligible counties for 1. loss of property tax revenue, which resulted from an inability to impose taxes on federally owned forest lands, and 2. reduction in the amount of logging planned on federal forest lands. Our aspiration is that the final Study product of the Study Design project be considered part of this needed planning. It will document a comparison of the publicly identified range of alternative solutions for the JS&PSS Issue (Chpt I).

IV. STUDY DESIGN'S PLANNING HORIZON IS FLEXIBLE: 2015 - 2020

Study Design's planning horizon goal is closely tied to the April 2015 SRC Act's two-year reauthorization after which federal payments are scheduled to end again in 2017. At that time the voters will have to decide whether what they have meets their needs, or they may desire to consider other available alternatives.

A. Flexible

The time frame dialogue for implementing Study Design is flexible with its two parts and time horizons. The two parts are: 1. research studies of the JS&PSS issue addressing some needed components of the final study independent of the final impact study, and 2. the final major socio-economic impact study (i.e., incorporates prior independent studies and/or these research projects remain an independent part of Study Design not part of the final study). The possible time horizons are short-term, long-term, and future unknown.

B. Short-Term

In the short-term the Study Design's time horizon goal is from 6 - 18 months. It is based on the visible tie 2015 SRC Act's two-year reauthorization ending in 2017. The goal is to have several research studies (e.g., content analysis, MALPSS, etc.) completed prior to the final Study being awarded.

C. Long-Term

The long term planning horizon of 2 - 5 years is also based on the visible tie to the 2015 SRC Act's two-year reauthorization, and the potential for future reauthorizations in 2017.

D. Unknown Future

The only constant is the uniqueness of Study Design, and the special value of the final study product over an even longer period of time (Appendix B).

1. Goals The proposed 2015 Study Design has two goals. Goals are long-term achievements. They're future focused and don't include actual steps to accomplish the goal. The JS&PSS Exploratory Committee will accomplish Goal One in some form which is to complete the Study Design. Goal Two is to secure a grant for a professional Study based on the strategy of Goal One. This goal is an optimistic long shot that might have viability because of the authors bureaucratic details approach to researching and writing which might appeal to some elected official, legislator, bureaucratic staffer, or public entity such as the Ford Family Foundation or the Association of Oregon Counties, etc.).

Goal 1. The first goal of the proposed JS&PSS Study Design is to provide grass roots opportunities to JO CO citizens for active citizen involvement (CI), accessibility to

information and education, and to better understand the JS&PSS issue, which is partially driven by the history of revenue sharing from the federal government.

Objectives The objectives of accomplishing Goal One, which is to complete the Study Design, is to: 1. record the publically identified issues, range of JS&PSS alternative solutions and affected conditions, and 2. identify preliminary qualitative impacts of each alternative evaluated by condition indicators and standards by the public. Objectives are specific achievements to help reach the goal. Typically, they're measurable and have a timeline.

Goal 2. A significant aspect of the proposed JS&PSS Study Design is to apply for and secure a sizable grant for a professional impact study for the citizen decision-makers of Josephine County, Oregon (Sec II.B that follows).

Objectives Goal Two has the same content objectives as goal one, but it is to complete a professional Study by: 1. recording the publically identified issues, range of JS&PSS alternative solutions and affected conditions, and 2. analyze the impacts of each alternative evaluated by condition indicators and standards through a combination of citizen input and professional expert analysis.

2. Phases Of Planning The first phase of planning was from 1937 - 2000.

JO CO has been in the second phase of planning for 15 years, since the 2000 SRS Act.

V. RESEARCH OPPORTUNITIES WITHIN PLANNING HORIZONS

A. Publicly Identified Issues

The Study Design approach relies on citizens to provide insight (i.e., public opinion) about how to identify and manage problems, and formulate their own goals and solutions for the future (e.g., voting, writing letters to the editor and guest opinions in *The Grants Pass Daily Courier*, writing arguments in voters' pamphlets, etc.). It emphasizes the importance to citizens of knowing they are being heard, of being the decision-makers that decide their future.

The citizens' identified problems and solutions are the specific potential research opportunities. For example, Study Design's rough content analysis (CA) of letters-to-the-editor identified 11 issues.

PIC&C # 1	Public Safety Should Be Paid By Public.
PIC&C # 2	Mistrust in Government Growing: Honesty, Transparency and Accountability.
PIC&C # 3	Citizens Feel Their Voices Are Not Being Heard. What Part Of "No" Don't They Understand?
PIC&C # 4	Rural Sheriff Patrol Presence Has Not Changed From 2000 - 2015; I Don't Feel More Unsafe Or More Safe.
PIC&C # 5	Not Fair That Only Property Owners Pay.
PIC&C # 6	Opportunities Had Not Occurred To Inform Voters in a Comprehensive Non-Special Interest Fashion: Planning & Business Plan.
PIC&C # 7	Cumulative Assessments Coordinated By JO CO Assessor Office Unaffordable to Many.
PIC&C # 8	Promote Economic Development & Education.
PIC&C # 9	Permanent 58 Cents Per 1,000 JO CO Tax & Current Taxes, Fees, Etc. As Identified By JO CO Assessor's Office.
PIC&C # 10	Income & Opportunities Inequality Affects Ability To Pay Taxes, Fees, Etc.
PIC&C # 11	City and County Residents Should Pay Their Usage Share.

B. Research Opportunities

1. Research Opportunity #1 An expanded scientific CA is one of the critical needs, of many research opportunities, needed prior to the final impact analysis. This need for a CA analysis from credible researchers outside the county is crucial, for the citizens to really understand and have ownership of the issues, within a significant political setting of mistrust in government.

- *You can't find solutions that last if you don't know the specific problems.*

1. Research Opportunity #2 Another research need is a methodology to define “ minimally adequate level of public safety services,” and an independent determination of what it is for JO CO. For example, how would the county seek a declaration of a public safety fiscal emergency from the Governor of Oregon where fiscal conditions compromise the county’s ability to provide a *minimally adequate level of public safety services* (MALPSS; 2013 Oregon HB 3453), and how would the Governor of Oregon proclaim a public safety fiscal emergency? We believe that an opportunity for citizens to understand the standards, and how JO CO could determine whether a MALPSS is being provided, is critical. The practical value is not for an actual declaration, but a definition of the standards, and a applied example of what that declaration looks like.

In conclusion, within the planning horizon, there is an real opportunity for applied research to effect meaningful change in the dynamic world of public policy in JO CO, with its environment of tight budgets, need to produce more with fewer resources, and a political environment of increased public mistrust in government.

3. Other Research Opportunities

See 11 JS&PSS issues above.

VI. STUDY DESIGN'S PRODUCTS

A. Major Study Design Planning

1. Justice System & Public Safety Services Study Design: 2015
2. Grant Writing

B. Major Study Design Products

1. Supporting Research Projects
2. Analysis of Public Situation
3. Final Impact Study

C. Study Grant (see Chapter II of Study Design)

1. Study Grant The study grant (i.e., Proposed Justice System & Public Safety Services (JS&PSS) Study, Josephine County, Oregon) has several purposes and three products.

a) Purposes

- Promote informed decision-making by making "detailed information concerning significant impacts" available to both the public and government leaders.
- A full disclosure document that details the process through which the JS&PSS study project was developed, includes a range of reasonable alternatives, analyzes the potential impacts resulting from the alternatives, and demonstrates compliance with the law, or not.

b) Products

- Final JS&PSS Study Design. The name of the study will be *Justice System & Public Safety Services Study, Josephine County, Oregon*.
- Analysis of the Public Situation (APS)
- Final JS&PSS Study

c) Process The study process will be completed in the following steps.

Scoping: Phase I

1. Very Draft JS&PSS Study Design (i.e., this document is the first "very draft" product).
2. Informal Opportunity for Public to Comment on Very Draft JS&PSS Study Design.
3. Draft JS&PSS Study Design (draft product).
4. Informal Opportunity for Public to Comment on Draft JS&PSS Study Design, Including Draft Analysis of the Public Situation (AS).
5. Final JS&PSS Study Design (final product).

6. Request for Bid of Study Design.
7. Contract Awarded for Study Design.

Scoping: Phase II

8. Official Media Notice of Opportunity for Public to Become Involved.
8. Draft APS (draft product).
9. Formal Opportunity For Public To Comment on Draft APS (i.e., formal notice).
10. Formal Public Comment Period To Comment on Draft APS.
11. Final APS (final product).
12. Final JS&PSS Study (final product).

2. Value If Study Grant Application Fails There is a real risk of failure in accomplishing goal 2. Some of the reasons follow.

- The proposed JS&PSS Study's costs will be substantial.
- The public human values approach may not interest potential funders.
- A future levy passing seemingly negating the short-term issue and the need for the Study.

In the view of the authors there is a 20 - 30% opportunity of the JS&PSS Study being funded. They have no idea how relevant this estimate is as it represent their gut.

At this point the authors remind themselves to focus on the glass is half full rather than half empty, and that failing is a part of the game that is life. We all experience it. We've all failed, and guess what, we will continue to fail, because we absolutely need it to succeed.

Failing is trying. Without trying we never have a shot at succeeding. The quicker we can deal with failure, the quicker we are ready for success. Each failure is a building block to success. Nothing can happen without action. Life is all about action, and taking risks.

“If you've never failed, you've never lived.”

However, even in the face of this worst case failure scenario is the huge accomplishment of the Final JS&PSS Study Design and publicly identified issues, inventories, range of possible alternatives and impacts.

The first goal of the proposed JS&PSS study grant is to provide grass roots opportunities to JO CO citizens for active citizen involvement (CI), accessibility to information and education, and to better understand the JS&PSS issue, which is partially driven by the history of revenue sharing from the federal government. The first important step is the identification of the issues with the goal of ownership of them by citizens.

This accomplishment will serve the citizens of JO CO by providing a substantial baseline of information from where to start their own research of the JS&PSS Issue preparing for future decisions about levies, sales taxes, etc., and/or the ones after that if the 2015 - 2016 anticipated sales taxes or levies passes.

VII. AUTHORS

Mike & Jon, Authors

Justice System & Public Safety Services Study Design: 2015

Mike Walker, Chair

JS&PSS Exploratory Committee

Hugo Neighborhood Association & Historical Society

P.O. Box 1318

Merlin, Oregon 97532

541-471-8271

Email: hugo@jeffnet.org

Web Page: <http://www.hugoneighborhood.org/>

Jon Whalen, Member

JS&PSS Exploratory Committee

Hugo Neighborhood Association & Historical Society

326 NE Josephine Street

Grants Pass, Oregon 97526

541-476-1595

Email: bear46@charter.net

Web Page: <http://www.hugoneighborhood.org/>

APPENDIX A. WEB REFERENCES

For *Justice System & Public Safety Services Study Design: 2015*

Hugo Justice System Exploratory Committee

Justice System & Public Safety Services Study Design: 2015

<http://www.hugoneighborhood.org/justicesystemexploratorycommittee.htm>

- Hugo Justice System & Public Safety Services Exploratory Committee. Draft 2015. *Justice System & Public Safety Services Study Design: 2015*. Hugo Neighborhood Association & Historical Society. Hugo, OR.
- ***Justice System & Public Safety Services Study Design: 2015***
 - Arguments For Supporting Study Design
 - Interested In Becoming Involved?
 - Publicly Identified Problems/Issues
 - Publicly Identified Range of Alternative Solutions
 - Study Design's Planning Horizon Is Flexible
 - Aspiration Letter From Authors Of Study Design
- **Appendix A. Issues**
 - Appendix A1. Being Heard
 - Appendix A2. All Values Are Legitimate
 - Appendix A3. Measures Representing Public Opinion
 - Appendix A3.1. Letters To The Editor As A Measure of Crime Salience
 - Appendix A3.2. Content Analysis. Writing@CSU [Colorado State University]
- **Authority: 2013 *Justice System & Public Safety Services Issue Scope Of Work***

Appendix A. Issues, Supporting *Study Design: 2015*

- Hugo Justice System & Public Safety Services Exploratory Committee. Draft August 20, 2015. *Appendix A. Issues*, supporting *Justice System & Public Safety Services Study Design: 2015*. HNA&HS. Hugo, OR.

Authority: 2013 *Justice System & Public Safety Services Issue Scope Of Work*

- Hugo Justice System & Public Safety Services Exploratory Committee. Draft July 18, 2013. *Justice System & Public Safety Services Issue Scope Of Work*. Hugo Neighborhood Association & Historical Society. Hugo, OR.

APPENDIX B. WHY SUPPORT ANOTHER SAFETY STUDY?

Question Why support or sponsor another study that purports to represent the citizens of Josephine County, Oregon in their efforts to address the county's Justice System & Public Safety Services (JS&PSS) problem/issue?

Answer In a nut shell the proposed study's design basis is based on formal inventories and an impact methodology model which promotes informed decision-making through a unique decision process where the citizens are the decision-makers.

As an introduction we provide some rationale for the uniqueness of the long-range planning Study Design. There are significant unique decision-maker differences between the proposed JS&PSS Study and the usual major information or impact study.

- Study focuses on the human face of citizens in decision-making.
- Study is unique in not representing a singular point of view objective, and in representing strictly citizen values.
- Study flows from "public" identified issues, affected conditions, alternatives, and impact standards. It emphasizes the importance to citizens of knowing they are being heard, of being the decision-makers that decide their future.
- Study is not associated with any specific proposed levy, tax, etc.
- Study is limited to investigating, researching, and evaluating the JS&PSS Issue. Study will not make evaluations of proposals or alternatives as to right or wrong, nor make recommendations to the citizens on how to vote.
- Study is non-political; it will not be used in politics in the sense of lobbying for a particular outcome.
- Study is independent research and education of neighbors the best it can by sharing information publicly through web page publications.
- Study formally acknowledges the public as the designer of the Study and as the decision-maker.
- There will be no Analysis of Management Situation in the proposed JS&PSS Study process; there will be an Analysis of Public Situation.
- There will not be a formal government decision selecting a study alternative or some combination of alternatives as a part of Study Design.
- The end result of the Study is information for informed public decision-making, not a decision by the government.