

# ***VERY DRAFT STUDY DESIGN***

*Very Draft Under Development June 15, 2015  
Updated July 22, 2015; August 11, 2015*

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

**All Voters Of “*We The People*” Are Legitimate  
All Votes By “*We The People*” Are Legitimate  
All Values By “*We The People*” Are Legitimate**



### ***Hugo Justice System & Public Safety Services Exploratory Committee***

**Mike Walker, Chair  
Jon Whalen, Member**

**Hugo Neighborhood Association & Historical Society**

**2015**

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

## Outline

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Federal Legislation

Oregon Legislation

Josephine County Legislation: Tax Levies

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### ABBREVIATIONS

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## XVII. AUTHORS

- A. Hugo JS&PSS Team Members
- B. Authors
- C. Author Resumes
- D. Volunteer Consultant

## BIBLIOGRAPHY

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## ACRONYMS

AC	Affected Conditions
AV	Assessed Property Value
AOC	Association of Oregon Counties
APS	Analysis Of Public Situation
BLM	Bureau of Land Management
CI	Citizen Involvement
DA	or D.A., District Attorney
DDLC	Document Development Life Cycle
EA	Environmental Assessment
EIS	Environmental Impact Statement
ESA	Endangered Species Act (PL 93-205), enacted in 1973.
FFP	Governor's Task Force On Federal Payments
FTE	Full Time Equivalent
FY	Fiscal Year
FFY	Federal Fiscal Year
GP	Grants Pass, Oregon
GPrin	Guiding Principals
HB	House Bill
HJSEC	Hugo JS&PSS Exploratory Committee
HNAHS	Hugo Neighborhood Association & Historical Society
ICG&PSIA	Interorganizational Committee on Guidelines and Principles for Social Impact Assessment
ID	Interdisciplinary
IS	Impact Standards
IpS	Impact Studies
JO CO	Josephine County
JS&PSS	Justice System & Public Safety Services
LTTE	Letters-To-The-Editor
LOS	Level of Service
MALPSS	Minimally Adequate Level of Public Safety Services
NEPA	National Environmental Policy Act
NPS	National Park Service
OAR	Oregon Administrative Rules
OC	Operational Capacity of Jail
OCJC	Oregon Criminal Justice Commission
O&C	Oregon & California
ORS	Oregon Revised Statutes
OSU	Oregon State University
OSU RSP	Oregon State University Rural Studies Program
PILT	Payments In Lieu of Taxes
PRMP	Proposed Resource Management Plan
PSSE	Public Safety Services Emergency
PTR	Permanent Tax Rate
ROS	Recreation Opportunity Spectrum
SA	Standards & Authorities
SB	Senate Bill
SIA	Social Impact Assessment
SME	Subject-Matter Expert(s)
SRS	Secure Rural Schools and Community Self-Determination Act (SRS) as part of the Emergency Economic Stabilization Act of 2008 (Public Law 110-343)
TGPDC	The Grants Pass Daily Courier
USDA	United States Department of Agriculture
USDI	United States Department of Interior
USFS	United States Forest Service

WOPR Western Oregon Plan Revisions for O&C lands issued by the BLM in 2008.  
WSRA Wild and Scenic Rivers Act

## ABBREVIATIONS

Alts	Alternatives
Br	Brochure
Chpt	Chapter
D.A.	District Attorney
Draft AC	Draft Affected Conditions Document
Draft APS	Draft Analysis Public Situation Document
Draft JS&PSS Study Design	Draft JS&PSS Study Design
Econ	Economic
FFP	OR Governor’s Task Force On Federal Payments
FFP & CS	OR Governor’s Task Force On Federal Forest Payments And County Services
FFP Task Force	OR Governor’s Task Force On Federal Payments (FFP) And County Services
FFP Task Force Final Report	OR “Governor’s Task Force On Federal Forest Payments And County Services”
Final AC	Final Affected Conditions Document (Final JS&PSS Study)
Final JS&PSS APS	Final JS&PSS Analysis Public Situation Document
Final JS&PSS Study Design	Final JS&PSS Study Design Document
Final JS&PSS Study	Final JS&PSS Study Document
Hugo Neighborhood	Hugo Neighborhood Association & Historical Society
ID Team	Interdisciplinary Team
JO CO JS&PSS Program	Budgeted Josephine County JS&PSS Program
Scope	Justice System & Public Safety Services Issue Scope Of Work
Scope of Work	Justice System & Public Safety Services Issue Scope Of Work
Scoping	
Study	Justice System & Public Safety Services Study
JS&PSS Committee	Hugo Justice System & Public Safety Services Exploratory Committee
JS&PSS Exploratory Committee	
JS&PSS Issue	Hugo Justice System & Public Safety Services Exploratory Committee
JS&PSS Study	Justice System & Public Safety Services Issue
O&C Act	Justice System & Public Safety Services Study
O&C Counties	1937 O&C Act
Sec	Section
Stabilization Act	Emergency Economic Stabilization Act of 2008 (Public Law 110-343)
Table Talk	First Stage of Brainstorming

## LEGISLATION (Chpt V)

### Federal Legislation

- 1916 Chamberlain-Ferris Act
- 1926 Stanfield Act
- 1937 O&C Act
- 2000 Secure Rural Schools and Community Self-Determination Act (SRS; P.L. 106-393)
- 2008 SRS Reauthorized Through 2011
- 2012 On July 6, 2012, the Secure Rural Schools and Community Self-Determination Act of 2000 was reauthorized for federal fiscal year (FY) 2012 as part of Public Law 112-141.
- 2015 In April 2015, the Secure Rural Schools and Community Self-Determination Act was reauthorized as a part of the Medicare Access and CHIP Reauthorization Act of 2015 (Public Law 114-10).

### Oregon Legislation

- 2009 OR SB 77. The 2009 Oregon Senate Bill 77 established the process to declare a public safety services emergency in a fiscally distressed county. Codified at ORS 203.095 and 203.100 & Repealed.
- 2012 OR HB 4176. Oregon House Bill 4176 (2012). Relating to counties in fiscal distress; creating new provisions; amending ORS 203.095 and 203.100; repealing ORS 203.095 and 203.100; appropriating money; limiting expenditures; and declaring an emergency. **Repealed?**
- 2013 OR HB 2924 (2013) - Declare Bankruptcy Authorizes local governments and special government bodies to file for relief under federal bankruptcy law. Died In Committee.
- 2013 OR HB 3453. Oregon House Bill 3453 (2013). Provides that the Governor of Oregon may proclaim public safety fiscal emergency for one or more counties where fiscal conditions compromise county ability to provide minimally adequate level of public safety services. **Amended ORS 203.095 and 203.100?**
- 2015 OR House Joint Resolution 21. Oregon House Joint Resolution 21 proposes an amendment to Oregon Constitution that provides that rate of ad valorem property taxes imposed by county for any property tax year may not be less than \$2.00 per thousand dollars of assessed value and excepts \$2.00 per thousand dollars minimum from compression under Ballot Measure 5 (1990). Refers proposed amendment to people for their approval or rejection at next primary election.

### Josephine County Legislation: Tax Levies

- 2012 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%.
- 2013 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%.
- 2014 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%.
- 2015 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%.

## **AUTHORITY**

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

Justice System Exploratory Committee  
Hugo Neighborhood Association & Historical Society  
<http://www.hugoneighborhood.org/justicesystemexploratorycommittee.htm>

## **PUBLIC INTEREST**

As of July 22, 2015 this document was in the development phase represented three overlapping stages of the document development life cycle: 1. Requirement Analysis, 2. Designing, and 3. Developing Content. This document has been web published for the convenience of the authors in reviewing its requirements, designing, and content (Chpt XVI).

At this stage it's form is not final, nor is it edited for public review and comment. However, those interested members of the public may provide observations and comments on this document to the authors. Per their inclination, and if they are interested in becoming involved with the work of the Hugo JS&PSS Exploratory Committee, they may apply for committee membership with the authors (Chpt XVII).

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

### **ARGUMENTS FOR SUPPORTING STUDY DESIGN** (Table Talk - See Chpt XVI)

**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) 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. The answer is based on several factors: 1. Authors' Core Beliefs, 2. Purpose of Study, 3. Uniqueness of Study, and 4. Citizen Decision-Makers.

**1. Hugo Neighborhood's Core Beliefs** The answer for supporting the Study is in line with the core philosophies of the Hugo Neighborhood Association & Historical Society and of its committee, the Hugo Justice System & Public Safety Services Exploratory Committee (Committee). These core beliefs are the foundation for their interest and volunteer work on the JS&PSS issue.

- Freedom of speech and the right to vote.
- All citizens, voters, and votes are legitimate.
- Fair Representation.

The Study is to be researched and written from a neutral point of view, meaning representing fairly, proportionately, and, as far as possible, without bias, all public views that have been published by reliable sources on a topic.

Verifiability means that people reading the Study can check where the information comes and make their own determination if it is reliable. The Committee's goal is not to try impose "the truth" on its readers, and does not ask that they trust something just because they read it. Its goal is to empower citizens through educational materials that can be checked in order for neighbors to find their own truth.

The importance of verifiability is significant because truth isn't always something as clear and unquestionable as desired. In many cases, such as in topics related to social sciences, there is no "truth" but simply opinions and assumptions. Which is the best political system? Was this or that government a good or bad one? There are very few "true" answers to such questions. There are facts, opinions, facts about opinions and opinions about opinions. In most controversies there are more than truths and lies under the sun: there are half-truths, lack of context, words with double or unclear meaning, logical fallacies, cherry-picked pieces of information to lead the reader to a predetermined conclusion, inadvertent reuse of someone else's lies, even misunderstandings. A statement may fail to adequately convey the state of affairs regarding some topic, without that statement being an actual lie. In other cases, accuracy itself is under

dispute: a certain question may indeed have a "true" answer, but lack of complete information leads to people supporting a variety of possible answers.

**2. Purpose Of Study** Make no mistake, understanding the JS&PSS Issue and designing the JS&PSS Study are major complicated tasks starting with understanding the values of neighbors. At the heart of a community is a group of people who live in a certain area, and whose common and diverse interests involve the area itself and the people who live there.

There are substantial differences between Oregon counties in terms of their geographic and demographic characteristics, historic crime rates and their willingness to tolerate certain levels of crime and their past and present funding of various public safety services. Given these, and other, substantial differences, understanding how to determine whether Josephine County is providing “minimally adequate public safety services” is a difficult task indeed.

The purpose of the proposed JS&PSS Study is to provide grass roots opportunities to county citizens for active citizen involvement (CI), accessibility to information and education, and to better understand the JS&PSS Issue as the decision-makers.

Just as important are purposes that are not part of the Study. The purpose of the Study is NOT to recommend an alternative or a decision for citizens of JO CO and/or county government. It is to identify the public issues, range of JS&PSS alternatives, the affected conditions, and the impacts of each alternative evaluated by condition indicators and standards. The Study will not have a proposed action, preferred alternative, environmentally preferred alternative, citizen alternative, government alternative, or recommended decision. It will have a range of alternative actions identified by the public.

The identification of the preliminary issues for why the levies failed has merit in its own right as a standalone summary of the problem as viewed by the majority of county citizens - ***You can't find solutions that last if you don't know the specific problem(s).***

A significant Study compliance standard is for the Study team to use an impact methodology model. The most important concept of the "impacts methodology" is that it uses the scientific method - it is not rocket science, but the process is logical, and traceable, and is available to the public, agencies, and governments for review. It will also identify the process to determine whether an impact is significant, or not, and the rationale to support the significance determination.

The Study Design's goal is independence of a direct government controlled agenda toward the objectives of credibility addressing all concerns, both those of citizens and government.

The author of the awarded study will be independent of funders, government, and citizens in the final analysis and conclusions of the Study.

For the purpose of the Study, the decision-makers are the voters of the county.

**3. Study Process Unique** There are significant unique decision-maker differences between the proposed JS&PSS Study and the usual major information or impact study. The authors doubt that the proposed JS&PSS Study is the only one of its kind. However, it is distinctive and unlike anything in their knowledge base. They feel it is special and certainly unique in modern local county politics.

- 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 Design flows from “public” identified issues, affected conditions, impact standards, and alternatives.
- Study purpose 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.
- Non-political: Study will not be used in politics in the sense of lobbying for a particular outcome.
- Independently research the JS&PSS issue and publicly provide analysis through web page publications; Study’s mission limited to educating neighbors the best it can and sharing this information publicly.
- 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 from the Study.
- The end result of the Study is information for informed public decision-making, not a decision by the government.
- The proposed Study formally acknowledges the public as the designer of the Study and as the decision-maker.

**4. Citizen Decision-Makers** Grassroots process design is the key. This approach relies on citizens to provide insight about how to identify and manage problems and formulate their own goals and solutions for the future. It emphasizes the importance of citizens being the decision-making body that decides its future. As active participants, people at the grassroots level gain ownership of JS&PSS information processes and become "stakeholder" decision-makers in the solutions.

The Study has a goal to put a “human face” on the citizens who ultimately make the decisions and bear the effects of government policies. What are the human values for why the four levies failed? These values are all the citizen voices, including the diverse range of pro and con values.

The point is that the registered county voters are the decision-makers, and the reductions of federal payments’ studies have generally not focused on them and their diverse range of human values (i.e., human face of decision-making) influencing decisions and receiving the impacts of those decisions. Values can be defined as broad preferences concerning appropriate courses of action or outcomes. As such, values reflect a person's sense of right and wrong or what "ought" to be. "Equal rights for all", "Excellence deserves admiration", and "People should be treated



with respect and dignity" are representative of values. Values tend to influence attitudes and behavior.

Purposefully the proposed Study Design strategy does not include Josephine County, Oregon as a potential funder, but does identify it as a potential sponsor. The county needs the Study and it needs the county, but the Study is not about the county, it is about representing the diverse range of public values.

In summary, the decision-makers are the voters of the county when they vote in the next levy, and/or on other tax, fee, assessment, etc. policies.

## **EXECUTIVE SUMMARY**

Goal is a paragraph or two on each Study Design chapter; long chapters a bit more.

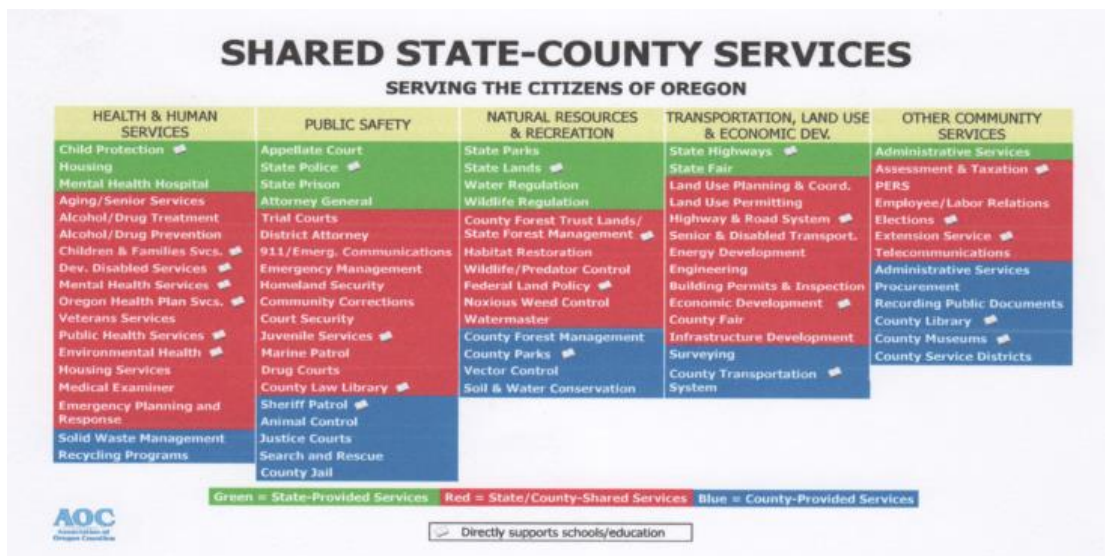
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- XV. DECISION-MAKERS
- XVI. PUBLIC INTEREST
- XVII. AUTHORS

# I. BACKGROUND

## A. County and State Relationships

Counties play a key role in providing government services, and even precede Oregon’s statehood. Once “Oregon Country” and its counties were carved into states, Oregon transitioned from having a provisional government to a territorial government, and finally to a state government. This evolution was mirrored at the county level as well, starting with four counties in 1843, with further dividing through the years to the current 36 counties in 1917 (Financial Condition, pps. 3-4).

Originally, all counties functioned almost exclusively as agents of state government; all their activity had to be either authorized or mandated by state law. Under the provisional government, they were responsible for tracking property, probating estates, overseeing minor judicial functions, enforcing laws, operating jails, and conducting elections. The territorial government added some responsibility for “poor relief”, public health, and agricultural services. In 1958 an amendment to the Oregon Constitution authorized counties to adopt “home rule” charters, and a 1973 state law granted all counties the power to exercise broad home rule authority. Nine have adopted home rule charters wherein voters have the power to adopt and amend their own county government organization (Financial Condition, p. 3). Josephine County has a home rule charter.



**Figure I-1. Shared State-County Services**  
*Courtesy of Association of Oregon Counties*

Today’s counties provide a wide range of public services including: public health, mental health, community corrections, juvenile services, criminal prosecution, hospitals, nursing homes, airports, parks, libraries, land-use planning, building regulations, refuse disposal, elections, air pollution control, veterans services, economic development, urban renewal, public housing, vector control, county fairs, museums, animal control, civil defense, and senior services. Some of these services are supported with local taxes, whereas others rely in part upon state and

federal revenue for support such as public health and senior services. As shown in Figure I-1, the Association of Oregon Counties (AOC) and the Oregon Secretary of State have identified major services provided by the Oregon State, counties, and by both entities, including public safety services (Financial Condition, p. 3; Table I-1).

<b>Table I-1 Shared State-County Justice System &amp; Public Safety Services</b>	
Oregon State Provided Service	Appellate Court
	State Police
	State Prison
	Attorneys General
State & County Shared Services	Trial Courts
	District Attorney
	911/Emergency Communications
	Emergency Management
	Homeland Security
	Community Corrections
	Court Security
	Juvenile Services
	Marine Patrol
	Drug Courts
	County Law Library
County - Provided Services	Sheriff Patrol
	Animal Control
	Justice Courts
	Search and Rescue
	County Jail
<p>Sources:</p> <p>1. Oregon Secretary of State. May 2012. <i>Oregon's Counties: 2012 Financial Condition Review</i>. Report Number 2012-17, Secretary of State Audit Report Kate Brown, Secretary of State Gary Blackmer, Director, Audits Division. Salem, OR.</p> <p>2. Association of Oregon Counties. October 1, 2010. <i>Task Force on Effective and Cost-Efficient Service Provision</i>. Rep. Nancy Nathanson, Chair.</p>	



**1. Loss Of SRS Payments** (Governor's FFP & CS, pps. 16 - 22) Aggregate statewide data mask the real impacts of the loss of SRS payments. The actual impacts will be far greater where the reductions will occur – in the rural counties where federal forest predominate.

- Table I-2 shows the effects on counties' discretionary general fund revenues (FFP Task Force Final Report, p. 19).
- Table I-3 shows the effects on counties' discretionary road fund revenues (FFP Task Force Final Report, p. 20).

Table 3.A Impacts To Oregon Counties From Loss Of SRS Revenues General Fund Discretionary* Revenue Actual FY 2008 Revenue, Assumes 2007-08 Level of Forest Receipts					
GENERAL FUNDS					
County	Total County General Fund Discretionary* Revenue	Total County General Fund Discretionary* Revenue/Capita	Revenue Loss to County General Funds without PL 106-393	Total County General Funds without PL106-393 Per capita	General Fund Percent Loss without PL106-393
Baker	\$4,972,787	\$302.57	\$174,419	\$291.96	3.5%
Benton	\$18,813,781	\$220.56	\$2,789,595	\$187.86	14.8%
Clackamas	\$113,481,769	\$304.84	\$6,093,124	\$288.47	5.4%
Clatsop	\$10,997,778	\$293.74	\$0	\$293.74	0.0%
Columbia	\$8,950,608	\$188.18	\$2,099,262	\$144.04	23.5%
Coos	\$15,890,695	\$252.03	\$6,710,548	\$145.60	42.2%
Crook	\$7,185,236	\$263.36	\$330,254	\$264.82	-0.6%
Curry	\$6,271,310	\$292.03	\$3,826,348	\$113.85	61.0%
Deschutes	\$23,319,493	\$145.01	\$503,638	\$141.88	2.2%
Douglas	\$37,300,023	\$356.34	\$24,129,748	\$125.82	64.7%
Gilliam	\$1,391,358	\$738.12	\$0	\$738.12	0.0%
Grant	\$2,480,093	\$327.19	\$721,497	\$232.00	29.1%
Harney	\$2,893,552	\$376.76	\$317,298	\$335.45	11.0%
Hood River	\$6,674,077	\$310.86	\$96,366	\$306.37	1.4%
Jackson	\$50,281,878	\$248.54	\$16,853,042	\$165.24	33.5%
Jefferson	\$6,226,152	\$282.62	\$86,824	\$278.68	1.4%
Josephine	\$18,869,281	\$229.02	\$12,708,756	\$ 74.77	67.4%
Klamath	\$12,715,066	\$193.19	\$3,064,138	\$146.64	24.1%
Lake	\$3,001,639	\$396.78	\$425,612	\$340.52	14.2%
Lane	\$55,395,600	\$161.44	\$17,880,996	\$109.33	32.3%
Lincoln	\$17,416,857	\$390.25	\$1,072,230	\$366.23	6.2%
Linn	\$31,142,062	\$284.87	\$3,300,534	\$254.68	10.6%
Malheur	\$5,527,277	\$174.80	\$0	\$174.80	0.0%
Marion	\$58,314,416	\$187.46	\$2,002,678	\$181.03	3.4%
Morrow	\$5,035,641	\$408.24	\$11,388	\$407.32	0.2%
Multnomah	\$273,622,871	\$385.37	\$1,215,403	\$383.66	0.4%
Polk	\$10,329,324	\$153.02	\$2,134,142	\$121.40	20.7%
Sherman	\$2,107,579	\$1,136.16	\$0	\$1,136.16	0.0%
Tillamook	\$12,720,978	\$492.20	\$715,036	\$464.54	5.6%
Umatilla	\$12,117,719	\$167.73	\$51,270	\$167.02	0.4%
Union	\$4,688,443	\$185.68	\$158,665	\$179.40	3.4%
Wallowa	\$2,105,373	\$295.28	\$141,929	\$275.38	6.7%
Wasco	\$7,169,771	\$297.19	\$111,770	\$292.56	1.6%
Washington	\$126,398,161	\$247.32	\$638,880	\$246.07	0.5%
Wheeler	\$1,041,228	\$663.20	\$71,762	\$617.49	6.9%
Yamhill	\$17,111,548	\$183.83	\$847,756	\$174.72	5.0%
Total/ Average	\$993,961,422	\$320.44	\$111,284,907	\$282.43	11.2%

\* Discretionary does not include funds that are dedicated to a specific project or service  
\*\* Clackamas County Permanent Rate Authority: 2.9766 Rural; 2.4042 City  
\*\*\* Includes Local Option Levy  
Association of Oregon Counties

**Table I-2. Impacts To Oregon Counties From Loss Of SRS Revenues  
General Fund Discretionary\* Revenue: 2008**  
Actual FY 2008 Revenue, Assumes 2007-08 Level Of Forest Receipts  
(Table I-2 is Table 3.A. in Original Report)  
*Courtesy of Oregon Governor's Task Force On Federal Forest Payments And County Services*



Table 3.B Impacts To Oregon Counties From Loss Of SRS Revenues Road Fund Discretionary* Revenue Actual FY 2008 Revenue, Assumes 2007-08 Level of Forest Receipts					
ROAD FUNDS					
County	Total County Road Fund Discretionary* Revenue	Revenue Loss to County Road Funds without PL 106-393	\$\$ Per Road Mile Funds with PL 106-393	\$\$ Per Road Mile Funds without PL 106-393	Road Fund Percent Loss without PL 106-393
Baker	\$1,974,145	\$758,075	\$5,173	\$3,187	38.4%
Benton	\$4,498,126	\$308,216	\$22,527	\$20,983	6.9%
Clackamas	\$26,788,463	\$4,357,143	\$42,029	\$35,193	16.3%
Clatsop	\$4,664,141	\$0	\$43,598	\$43,598	0.0%
Columbia	\$2,817,977	\$0	\$13,331	\$13,331	0.0%
Coos	\$4,903,069	\$481,103	\$17,800	\$16,053	9.8%
Crook	\$4,787,441	\$2,304,475	\$12,557	\$6,512	48.1%
Curry	\$5,061,107	\$3,280,457	\$36,537	\$12,855	64.8%
Deschutes	\$11,526,518	\$2,759,391	\$25,647	\$19,507	23.9%
Douglas	\$24,872,149	\$13,484,472	\$28,813	\$13,192	54.2%
Gilliam	\$1,029,407	\$0	\$7,101	\$7,101	0.0%
Grant	\$8,903,130	\$5,936,104	\$23,780	\$7,925	66.7%
Harney	\$3,713,633	\$2,637,692	\$6,347	\$1,839	71.0%
Hood River	\$5,134,716	\$1,685,929	\$58,777	\$39,478	32.8%
Jackson	\$14,618,832	\$3,753,728	\$28,981	\$21,539	25.7%
Jefferson	\$1,944,597	\$499,477	\$9,192	\$6,831	25.7%
Josephine	\$6,933,650	\$1,794,189	\$27,528	\$20,404	25.9%
Klamath	\$18,818,331	\$10,181,926	\$37,399	\$17,164	54.1%
Lake	\$5,043,436	\$3,531,662	\$13,358	\$4,004	70.0%
Lane	\$36,290,845	\$20,765,142	\$42,864	\$18,338	57.2%
Lincoln	\$6,347,538	\$3,243,032	\$38,217	\$18,692	51.1%
Linn	\$14,127,803	\$6,926,654	\$31,112	\$15,858	49.0%
Malheur	\$3,388,769	\$6,810	\$5,930	\$5,918	0.2%
Marion	\$15,809,256	\$2,440,256	\$35,753	\$30,234	15.4%
Morrow	\$3,169,902	\$205,716	\$10,425	\$9,748	6.5%
Multnomah	\$37,638,732	\$645,220	\$221,613	\$217,814	1.7%
Polk	\$3,314,327	\$7,136	\$16,268	\$16,233	0.2%
Sherman	\$1,302,016	\$0	\$9,824	\$9,824	0.0%
Tillamook	\$3,872,755	\$1,734,453	\$19,432	\$10,729	44.8%
Umatilla	\$4,616,321	\$562,543	\$13,116	\$11,517	12.2%
Union	\$2,319,011	\$598,742	\$10,176	\$7,549	25.8%
Wallowa	\$1,658,116	\$841,116	\$6,689	\$3,296	50.7%
Wasco	\$3,436,889	\$1,821,698	\$8,452	\$3,972	53.0%
Washington	\$29,443,070	\$0	\$64,400	\$64,400	0.0%
Wheeler	\$990,028	\$741,911	\$8,375	\$2,099	74.9%
Yamhill	\$5,957,056	\$481,384	\$28,820	\$26,491	8.1%
Total/ Average	\$331,715,300	\$98,775,850	\$28,665	\$21,761	24.1%

\* Discretionary does not include funds that are dedicated to a specific project or service  
\*\* Clackamas County Permanent Rate Authority: 2.9766 Rural; 2.4042 City  
\*\*\* Includes Local Option Levy  
Association of Oregon Counties

**Table I-3. Impacts To Oregon Counties From Loss Of SRS Revenues  
Road Fund Discretionary\* Revenue: 2008**  
Actual FY 2008 Revenue, Assumes 2007-08 Level Of Forest Receipts  
(Table I-3 is Table 3.B. in Original Report)  
*Courtesy of Oregon Governor's Task Force On Federal Forest Payments And County Services*



Ten “hard hit” general fund counties were found to face revenue losses of 20 percent or more of their discretionary general fund revenues. Those “hard hit” counties, in order of greatest initial general fund revenue impact follow (Table I-4).

<b>Table I-4. Hard Hit General Fund Counties With Revenue Losses Of 20% Or More: 2008</b>		
<b>Counties</b>	<b>Percent (%)</b>	<b>Dollars</b>
Josephine	-67%	-\$12.7 million
Douglas	-65%	-\$24.1 million
Curry	-61%	-\$ 3.8 million
Coos	-42%	-\$ 6.7 million
Lane	-32%	-\$17.9 million
Jackson	-34%	-\$16.9 million
Grant	-29%	-\$ 0.7 million
Klamath	-24%	-\$ 3.1 million
Columbia	-24%	-\$ 2.1 million
Polk	-21%	-\$ 2.1 million
Oregon Governor’s Task Force On Federal Forest Payments And County Services. January 2009. <i>Oregon Governor’s Task Force On Federal Forest Payments And County Services</i> . p. 30. Salem, OR.		

**2. Four-Year Ramp Down Of Federal Forest Payments: FY08 - FY11** (Governor’s FFP & CS, pps. 8 - 11) In September 2008, the U.S. Congress passed and the President subsequently signed into law a belated reauthorization of the Secure Rural Schools and Community Self-Determination Act (SRS) as part of the Emergency Economic Stabilization Act of 2008 (Public Law 110-343; FFP Task Force Final Report, p. 8).

In its previous iterations, SRS had provided safety net payments to counties and schools in 42 states to make up for reduced harvest receipts from curtailed logging on federal forest lands. Those payments, which were first authorized in 2000, had been expected to expire prior to the 2008-09 fiscal year (FFP Task Force Final Report, p. 8).

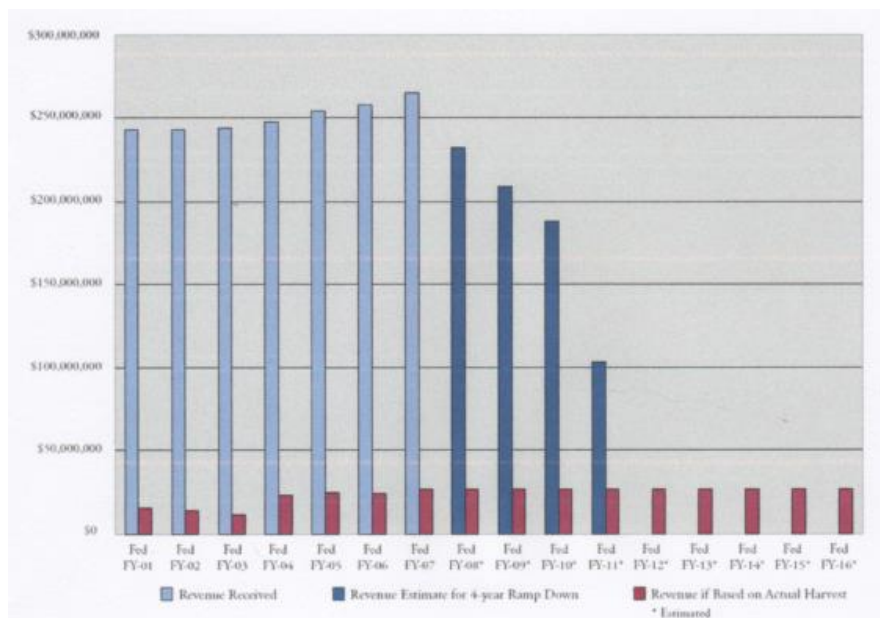
The belated 2008 reauthorization averted a major fiscal crisis for the majority of Oregon counties that depend on the SRS payments for sizable portions of their general fund and road fund budgets. But, by establishing a four-year phase-out of these payments, the Stabilization Act created a fiscal challenge that, if ignored, will reach a crisis point in the 2011-13 biennium. By then, Oregon’s hardest hit counties will face revenue losses proportionately greater than the

losses experienced by state government during the recession of 2001-03 and, based on current estimates, the most recent recession that began in 2008 (FFP Task Force Final Report, p. 8).

If SRS federal forest payments had ceased in FY 2008 - 09, Oregon counties would have lost \$210.1 million in annual revenues, and school districts statewide would have lost \$32.9 million. Those revenue losses would have occurred more gradually, as SRS payments phased down according to the following schedule (Figure I-2; FFP Task Force Final Report, p. 8).

- 2008-09 = 90 percent of the amount received in the federal fiscal year ending Sept. 30, 2006 (FFY 2006);
- 2009-10 = 81 percent of the FFY 2006 amount;
- 2010-11 = 73 percent of the FFY 2006 amount; and,
- 2011-12 = 40 percent of a new formula-based amount that is estimated to yield between 40 and 50 percent of the FFY 2006 amount.

Under that scenario, upon cessation of the SRS payments in 2012-13, counties would have reverted to reliance on harvest receipts, which averaged about ten percent of the 2008 level of safety net payments (FFP Task Force Final Report, p. 8).



**Figure I-2. Four-Year Ramp Down  
Of Federal Forest Payments: FY08 - FY11**  
*Courtesy of Oregon Governor's Task Force  
 On Federal Forest Payments And County Services*

**3. Challenges and Limits of Economic Growth in Rural Counties** (FFP Task Force Final Report, pps. 36 - 39) In general, the counties that will be hardest hit by the loss of federal forest payments are smaller, rural counties that have lower wages and income levels, higher rates of poverty and unemployment and have experienced the greatest challenges to economic growth in recent years.

Most of the hard hit counties continue to confront the need to sustain and rejuvenate their traditional industries, such as forestry and agriculture, and the longer term imperative to diversify their economic bases.

Rural counties' greatest asset is their natural resources. And a good amount of this is not available to them.

**a) Limited Land Bases** Only 44 percent of Oregon's land base is private land available for residential and economic development. Publicly owned land, which comprises 56 percent of Oregon, is not subject to property tax assessment nor available for residential and economic development. Management of these lands once provided the wealth that drove the economy of the state, but active management of federal lands has been sharply reduced. Of the 24 hard-hit counties, 16 are at least 46 percent publicly owned.

**b) Constrained Property Tax Bases** More than 90 percent of Oregon's privately owned land operates under some type of special assessment, most commonly farm and forest lands. Specially assessed property has significantly lower tax assessments than residential, commercial, and industrial properties. Consequently, owners of specially assessed property pay substantially less taxes than owners of other property of equal assessed value.

**c) Federal Control of Resource Lands** Federal policies affecting the protection, management and development of federal resource lands, primarily federal forests, are contentious. But, regardless of perceived problems with the balance struck between the protection of species, habitat and wild lands and the use of these lands for economic benefits, the state is largely stuck on the sidelines when it comes to setting policy.

**4. Economic Growth Does Not Yield Proportionate Revenue Growth** (Governor's FFP & CS, pps. 39 - 40) Federal forest payments have masked more systemic problems within Oregon's public finance system, caused by constitutional restraints on the property tax system and statutory preemptions of local governments' and voters' ability to fund public services by certain means.

Oregon's Property Tax System Compounds the Counties' Fiscal Problems. Constitutional Measures 5 (1990) and 50 (1997) have made Oregon's property tax system more stable and predictable for taxpayers at the expense of complexity and rigidity for local governments. Measure 5 imposed limits on property tax rates for local governments (\$10.00 per \$1,000) and schools (\$5.00 per \$1,000) without affecting the valuation of properties subject to those rates. Measure 50 limited total property taxes for each unit of property by fixing valuations, and limiting annual increases in total taxes to three per cent per year, with certain exceptions.

At the time Measure 50's limitations took effect, counties dominated by federal lands and shared federal forest receipts relied significantly less on property taxes than other counties. As a consequence, federal forest counties have relatively low tax rates, e.g., Josephine at \$0.59 per \$1,000 of assessed valuation; Curry \$0.60; Coos \$1.08; Douglas \$1.11, compared to the statewide average of approximately \$2.80. Under Measure 50, these became their permanent property tax rates, subject to "local option" increases with the approval of their voters only for temporary periods of time.

Adding to the complexity is the changed property ratio (CPR). Under Measure 50, when new construction is put on the tax roll, it is not taxed at full market value (as in California). Instead, each county has its own CPR, which is determined by the average maximum assessed value (MAV) divided by the average real market value (RMV) of that class of property in that county.

Thus, growth in the taxable value of real property in Oregon counties has been severely constrained by the constitutional property tax limitations of Measure 50. As a result, the revenue-generating potential of future economic growth for local governments is limited.

With these constraints, replacing the lost SRS payments with tax revenues generated by the expansion of a county's private economy is highly challenging. Federal funds are derived from outside the local economy and function similarly to export sales, bringing new revenue into the local economy. Taxing existing county business and residents comes at a price to the local economy that makes such tax revenues, although necessary for the health of a community, less valuable to its economy. Theoretically, the best revenue strategies for a county suffering the loss of SRS payments would be to promote the growth of its wealth generating economy, by attracting new businesses and helping existing businesses to expand. But Oregon's property tax system severely constrains the revenue-generating potential of such strategies.

## II. PURPOSE

### A. Human Face Of Justice System & Public Safety Services Study Design

This 2015 Study Design project is itself part of a program to research the Josephine County (JO CO), Oregon Justice System & Public Safety Services issue (JS&PSS Issue; 2013 *Justice System & Public Safety Services Issue Scope Of Work*).

- 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.
- 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.

After the 4<sup>th</sup> levy failure in as many years, members of the Hugo Justice System & Public Safety Services Exploratory Committee (JS&PSS Exploratory Committee) asked the question, “*What can we do to shed some light on the issues?*” It decided to document “listening” which wouldn’t be scientific; it was just listening to fellow citizens. This strategy fit with one of its core beliefs, “*All citizens, voters, and votes are legitimate.*” It was also a pretty good match with the JO CO citizen voting patterns, which were not 50/50, but with a point spread from 2 - 14, the JS&PSS Committee each time had felt that year’s levy could go either way (Table II-1.; Sec. III.B).

Table II-1. Josephine County, Oregon Levy <sup>1</sup> Votes						
Levy <sup>2</sup>	Voters <sup>3</sup>	Votes <sup>4</sup>		Percentages <sup>5</sup>		Points <sup>6</sup>
		Yes	No	Yes	No	
2012	49,561	10,901	14,504	57	43	14
2013	50,944	12,883	13,448	51	49	2
2014	50,655	13,291	14,700	48	53	5
2015	51,143	11,868	13,956	54	46	8

Footnotes: 1. Justice system & public safety service levies, 2. Year of levy, 3. Registered voters in Josephine County, Oregon, 4. Number of registered voters voting yes or no, 5. Percentage of registered voters voting yes or no., and 6. Percentage point spread for registered voters voting yes or no. The source is Josephine County Clerk, Josephine County, Oregon. <http://www.co.josephine.or.us/Page.asp?NavID=754>.

The proposed 2015 Study Design has two goals. The first one the JS&PSS Exploratory Committee will accomplish in some form. The second goal is an optimistic long shot that might have viability because its bureaucratic details approach to researching and writing 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. The first important step is the identification of the issues with the goal of ownership of them by citizens.
- Goal 2. A significant aspect of the proposed JS&PSS Study Design is to apply for a sizable grant for a professional impact study for Josephine County (Sec II.B that follows).

The goal of the Exploratory Committee at this stage is to continue researching toward the most accurate inclusive list of citizen issues for why the four levies failed. Research is focused on a question (Appendix A).

***What is your opinion of the reasons why the majority of the registered JO CO voters that voted, voted no on the four levies?***

The proposed Study Design goes beyond state aggregations (e.g., 2009 *Oregon Governor's Task Force On Federal Forest Payments And County Services* [FFP Task Force Final Report, etc.], and the more human face of OSU's 2009 *Changing Federal County Payments and Rural Oregon Counties: Analysis of Policy Impacts and Responses from Loss of Secure Rural School Funding in Selected Oregon Counties* [Changing]).

The fact that property taxes is the normal government funding mechanism could have led to the above opinion question earlier as creating new tax districts and sales taxes and proposing property tax increases, that require voter approval, are the main thrust being considered as local options (i.e., JO CO levies with four failing from 2012 - 2015).

The point is that the registered JO CO voters are the decision-makers, and previous studies have generally not focused on them as reflecting human values (i.e., human face of decision-making) influencing decisions and receiving the impacts of those decisions. Values can be defined as broad preferences concerning appropriate courses of action or outcomes. As such, values reflect a person's sense of right and wrong or what "ought" to be. "Equal rights for all", "Excellence deserves admiration", and "People should be treated with respect and dignity" are representative of values. Values tend to influence attitudes and behavior.

- Adams, V. March 2009. *Local Government Responses to Fiscal Stress: How do Oregon Counties Compare?*. Rural Studies Program Working Paper Series. Corvallis, OR.

Governor's Task Force Recommendations. The Governor's Task force on Federal Forest Payments and County Services has identified actions that local governments in Oregon should take to help themselves in anticipation that Secure Rural Schools funding will phase down and expire after FY 2011. **The first recommended action is utilizing what tax capacity that remains within the constraint of Measure 5. The second is creating tax districts for essential services such as law enforcement and emergency services. The third is utilization of option levies** (emphasis added, p. 10).

Service districts and option levies both require approval by voters. **It is noteworthy that the Governor's Task Force's primary recommendations are for property tax increases and creating new tax districts that require voter approval. Both are likely to meet stiff voter resistance, particularly in the most severely affected counties that have relatively low property tax rates and have had low rates for many years** (emphasis added). The Task Force does not see much opportunity for further spending and service cuts, or much further revenue potential in policy actions that are easier to implement and that counties have used in the past four years: drawing down fund balances and fee increases (p. 10).

Conclusion. For decades prior to the anticipated termination of the Secure Rural Schools funding in 2008, many Oregon counties had been experiencing fiscal stress brought on by expanding populations and voter-approved limits on the property tax system. It is clear from the OSU SRS Survey of 2008 that, for at least the past four years, counties have been adopting strategies to raise non-tax revenue, cut and reorganize services and create new institutional arrangements for county service delivery. It is also clear from our review of studies of responses to fiscal stress in other states that Oregon counties have adopted many of the strategies used in other states. While some policy responses in another states may not be either feasible or possible in Oregon local governments, counties may wish to take another look at some of these alternatives (p. 11).

The proposed Hugo JS&PSS Study Design does have a common goal with the OSU's "Changing" study, and that is to put a "human face" on the citizens who ultimately make the decisions and bear the effects of government policies. The Changing study employed a qualitative design using a case study approach for three Oregon counties: Josephine, Grant, and Wallowa. In qualitative inquiry, the researcher seeks to understand report and evaluate the meaning of events for people in particular situations. Its goal for part of the study was to analyze the impacts on and responses of businesses, institutions, and residents to changes in the three county's service levels due the loss of federal forest payments, to allow for comparisons in the way that particular policies work in places with a range of circumstances (Sec IV.B.1.b) - Human Face On Impacts To Businesses, Institutions, & Residents).

The proposed JS&PSS Study focuses on the JO CO citizens by putting a human face on impacts to them by identifying and analyzing the human values for why the four levies failed, this is all the citizen voices, including the diverse range of pro and con values.

All Voters Of "*We The People*" Are Legitimate  
All Votes By "*We The People*" Are Legitimate  
All Values By "*We The People*" Are Legitimate

## **B. Justice System & Public Safety Services Study, Josephine County, Oregon**

**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).



Scoping Phase I started in 2013 with the identification of preliminary issues (Appendix A) and studies and information (Appendix B2). Scoping Phase II, the second phase of public and government involvement would commence immediately after the official media notice to identify the major and important issues for consideration during the study. Public involvement and government coordination would continue throughout the entire process.

**2. Funding** This is the Hugo JS&PSS Exploratory Committee's first major research effort where it will seek funding for a study. Who are the potential funders and sponsors, information sources, and authors of the proposed JS&PSS Study (Appendix F2)?

The JS&PSS funding strategy was to start contacting all known funders of relevant studies and/or their staff, all known authors of relevant studies and/or their staff, and all known legislators, and/or their staff, for any interest in the proposed JS&PSS study grant, and/or any contacts they know that might be interested in the concept of the proposed JS&PSS study grant.

Purposefully the proposed JS&PSS Study Design strategy does not include Josephine County, Oregon as a potential funder, but did identify it as a potential sponsor. The county needs the Study and it needs the county, but the Study is not about the county, it is about representing the diverse range of public values.

The following is an example of a potential funder in the record. Historically, since 2006, the Ford Family Foundation has been active in directly or indirectly funding planning efforts and citizen involvement (CI) to advance collaboration and information for the JS&PSS Issue that provided planning information to address the problem/issue.

- 2006. *A Guide to Oregon Community Indicators: Social, Economic and Environmental.*
- 2008. *Federal Land Management and County Government: 1908-2008 - A Report of the "Changing Federal County Payments Policy and Rural Oregon Counties: Impacts and Options" Project.*
- 2009. *Economic Impacts on Oregon Counties of the Termination of the Secure Rural Schools and Community Self-Determination Act: An Update.*
- Adams, V. March 2009. *Local Government Responses to Fiscal Stress: How do Oregon Counties Compare?*
- 2009. *Changing Federal County Payments and Rural Oregon Counties: Analysis of Policy Impacts and Responses from Loss of Secure Rural School Funding in Selected Oregon Counties.*

The JS&PSS Committee believes in the Ford Family Foundation's view that there are several key elements that promote community capacity. The major elements are leadership, shared direction and action, strong organizations and networks, an engaged citizenry, and effective community communication.

**3. Schedule** There will be no firm schedule until a Final JS&PSS Study Design has a request for bids and a contract awarded. Until then the JS&PSS Study Design process schedule will proceed at a "volunteer" organization's pace as influenced by public interest.

Prior to that point the schedule will be a set of changing interim time post goals.

**4. 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.

### III. JUSTICE SYSTEM & PUBLIC SAFETY SERVICES ISSUE SCOPE OF WORK

Chapter III addresses the core philosophies of the Hugo Neighborhood Association & Historical Society (i.e., HNAHS, or Hugo Neighborhood) and the Hugo Justice System & Public Safety Services Exploratory Committee (JS&PLSS Committee). They are the foundation for their interest and volunteer work on the Justice System & Public Safety Services issue (JS&PSS Issue).

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

Web: *Justice System & Public Safety Services Issue Scope Of Work* (draft July 18, 2013)  
Justice System Exploratory Committee  
Hugo Neighborhood Association & Historical Society  
<http://www.hugoneighborhood.org/justicesystemexploratorycommittee.htm>

#### A. Hugo Neighborhood Association & Historical Society

- Protect Hugo's rural quality of life by promoting an informed citizenry in decision-making (Scope, p. 2).
- Non-political: will not be involved in politics in the sense of lobbying for the outcome of a public vote of the issues or officials to be elected (Scope, p. 2).
- Believes there is a high probability for another JS&PSS levy to be on a future ballot (Scope, p. 3).
- Believes another JS&PSS levy is reasonable as adequate public safety services (Table I-1) are needed, even though the form and the cost are issues (Scope, p. 3).
- The ultimate goal is an adequate justice system and public safety services. Is it possible to have a higher level of service for a lower cost (Scope, p. 4)?
- HNA&HS's & HJSEC Core Beliefs.
  - All citizens, voters, & votes are legitimate (Scope, p. 7).
  - Sanctity of freedom of speech and the right to vote (Scope, pps. 3 & 7).
  - Regardless that freedom of speech does not require respect, promote ethics of respect during citizen dialogs of the JO CO JS&PSS Issue (Scope, p. 7).
    - No Personal Attacks.
    - Passionate Oral & Written Exchanges of Critical Testimony on Issues.
    - We All Listen and Share Other's Points of View.
    - Safe Environment For Others to Share Their Values and Provide Opinions.
  - All Voters Of "*We The People*" Are Legitimate (Scope, p. 7).
  - All Votes By "*We The People*" Are Legitimate (Scope, p. 7).
  - All Values By "*We The People*" Are Legitimate.

## **B. Hugo Justice System & Public Safety Services Exploratory Committee**

The Hugo Exploratory Committee is part of a larger organization, the Hugo Neighborhood. It is one of several committees or teams, each aimed at addressing a different issue or goal of the HNA&HS. The Committee's first standard is compliance with all applicable standards of its parent, the HNA&HS. It has the authority of the HNA&HS to operate independently, and except of fiscal commitments, does not have to gain approval from the Hugo Neighborhood before taking any action.

The JS&PSS Committee's purpose is unique in not representing a singular point of view objective, and in representing strictly citizen values.

- All citizens, voters, votes, and values are legitimate (Scope, p. 7).
- Sanctity of freedom of speech and the right to vote (Scope, pps. 3 & 7).
- Purpose is limited to investigating, researching, and evaluating the JS&PSS issues. Committee will not make evaluations of proposals as to "right or wrong", nor make recommendations to the citizens on how to vote.
- Non-political: will not be involved in politics in the sense of lobbying for the outcome of a public vote of the issues or officials to be elected.
- Independently research the JO CO JS&PSS issue and publicly provide its analysis through web page publications; mission limited to educating its members the best it can and sharing this information publicly.
- Formally acknowledge the public as the decision-maker.

Additional purposes follow.

- Purpose is to gather information adequate enough to understand the JS&PSS issues. This includes educational outreach efforts (Scope, p. 4).
- Purpose is to evaluate the effectiveness of understanding what is being proposed (e.g., proposed levies, HB 3453, citizen recommendations, other alternatives, etc.) (Scope, pps. 4 - 5).
- Purpose is limited to investigating, researching, and evaluating the JS&PSS issues. It will not make evaluations of legislative proposals as to "right or wrong", nor make recommendations on how to vote (Scope, p. 4).
- Outside scope/mission is to recommend how the citizens should vote on any new ballot pertaining to the issue (Scope, p. 4).

Big picture study ideas include the following (Scope, p. 3).

- Identifying the JS&PSS Issue.
- Identifying the JS&PSS sub-issues for research and analysis.
- Identifying a range in level of services
- Identifying a range of costs for services.
- Identifying revenues for services.

Adequate information for the proposed JS&PSS Study is the standard. An adequate information assessment/analysis has several elements and a conclusion of adequacy (Scope, p. 6).

- Information Is Understood Or Not
  - Supporting Arguments Are Made Or Not
  - Standard(s) of Review
  - Applicable Evidence/Facts
  - References and Sources of Information
  - Compliance With Adequacy Information Analysis Elements Or Not
- 
- The first job is to define a potential list of issues for analysis. The list will be refined and evolve (Scope, p. 3).
  - Recognize that the issues will evolve (Scope, p. 8).
  - Independently research the JO CO JS&PSS issue and publicly provide its analysis through web page publications; mission limited to educating its members the best it can and sharing this information publicly (Scope, p. 3).
  - Information researched and gathered will be made available to others for their own evaluation (Scope, p. 3).
  - Consensus is expected as all minority views can be expressed in planning documents, just as the consensus and majority views in a web published paper or educational brochure (Scope, p. 4).
  - A strength is an evolving more comprehensive coverage of the components of the JS&PSS issue. This comprehensiveness increases almost every time a member of the HJSEC talks to a fellow citizen (Scope, p. 8).
  - Comprehensive coverage of issues and other components of analysis web published.
  - Comprehensiveness in published educational materials may sometimes appear in conflict with each other (i.e., a lack of a unified position), but it is in fact probably reflecting the different views of citizens (i.e., pros and cons research and web publishing is encouraged) which is part of the mission (Scope, p. 8).

## C. Being Heard & All Values Are Legitimate

### 1. Being Heard (see Appendix A1)

**2. All Values Are Legitimate** (Appendix A2). Reexamining the purpose of the JS&PSS grant is also an opportunity to view the four levy failures as a function of the identified issues translated into citizen involvement (CI) principles where all values are legitimate. This analysis was conducted for three of the specific issues/reasons believed for the failures (Sec IV.C).

- Issue 6. Citizens Feel Their Voices Are Not Being Heard.
- Issue 7. Lack of Transparency.
- Issue 8. Opportunities Had Not Occurred To Inform Voters in a Comprehensive Non-Special Interest Fashion.

The above three problems/issues were translated into the proposed study's guiding principals (GPIn) of CI. All values are legitimate.

- CI GPIn 1. "Being Heard" means that a significant number of the active citizens feel their concerns and issues have been seriously considered in the Study, along with their recommendations for affected condition (AC) components, alternatives (Alts), and standards for estimating impacts (i.e., impact standards (IS)).
- CI GPIn 2a. Transparency. This accessibility or transparency principle is that the project be a comprehensive assessment/analysis document accessible to all through web publishing, including its two principle components, the Analysis of the Public Situation (APS) and Study.
- CI GPIn 2b. Transparency. All relevant written (pdf format) citizen comments on the draft APS will be web published, along with a response either in the APS or the Study. This means comments are encouraged and will be responded to until the end of the public comment period on the web published draft APS.
- CI GPIn 3. Comprehensive Treatment. The Study will ultimately address and document all citizen's concerns, for and against the historically proposed solutions as expressed in the last four levies (i.e., problems/issues, AC, Alts, and IS) submitted per the APS comment schedule in a pdf format in a complete and comprehensive fashion.

The Study design's goal is independence of a direct government controlled agenda toward the objectives of credibility addressing all concerns, both those of government and citizens in the identification of issues and components of the AC, design of Alts., IS, and environmental impacts of those Alts.

The Study is not expected to significantly affect the first four issues (Sec IV.C). However, it is optimistically believed that the successful completion of the Study will positively impact the way involved citizens feel about issues 6 - 8, and in understanding, and hopefully empathy, if not ownership, for all the identified issues. Issue 9 is the responsibility of JO CO government.

Just as important, it is believed there will be positive impacts for active citizens involved in identifying and designing their own alternative management programs and standards for addressing the impacts of the alternatives: direct, indirect, and cumulative.

The concepts of the future JS&PSS grant application process, solutions, and work to improve local conditions are provided here as resources for those citizens that take the opportunity to share their issues, ideas, and solutions. The JS&PSS Committee feels that, even though the normal citizen is frustrated to even hating government regulations and studies (i.e., they are tools of government not resources for citizens), citizens that apply bureaucratic language effectively will have a greater opportunity to be heard and influence, as well as in sharing their ideas.

**3. Measures Representing Public Opinion** For the last four years the authors of the *Justice System & Public Safety Services Study Design: 2015* had been reading letters-to-the-editor (LTTE) on the JS&PSS Issue in The Grants Pass Daily Courier (TGPDC). Their opinion is that LTTE in the TGPDC represents public opinion on the safety issue, including several other public opinion mechanisms.

**3a) Background** They identify LTTE and guest opinions in the TGPDC as providing the most credible public opinion reason sources. The following are the Study Design's informal measures used to represent public opinion for the JS&PSS Issue.

- Registered JO CO Voters Voting
- LTTE in the TGPDC
- Guest Opinions in the TGPDC
- News Articles in the TGPDC
- Special Interest Groups
- Public Written Communications (i.e., informal public comments on the evolving Study Design and formal public comments on the Analysis of the Public Situation)
- Arguments in the JO CO Voters' Pamphlets.
- Informal Telephone Interviews

What Is Public Opinion? Public opinion is recognized for its power, but it is ever changing, hard to measure, harder to predict, and nearly impossible to control. Public opinion is the aggregate of individual attitudes or beliefs about certain issues or officials, and it is the foundation of any democracy (Gateways).

- Geer, John; Schiller, Wendy; Segal, Jeffrey; and Herrera, Richard. January 1, 2015. *Gateways to Democracy: An Introduction to American Government*, (Gateways) 3rd Edition. Chapter 6, Public Opinion. Cengage Learning.

### **3b) Public Opinion: Informal & Formal**

The formal academic study of public opinion is relatively new but the practical study of public opinion is not new at all. Governments have paid attention to public opinion as long as there have been governments.

The methods of learning public opinion fall into two general classes: informal and formal methods. The informal are very important but they do not involve any formal explicit research methodologies. Formal methods involve definite research designs and formal research methodologies.

Most of the public opinion coverage uses formal research methods, especially survey research. However, the 2015 Study Design focuses on how opinions held by members of the public get translated into public policy - primarily through the “informal” methods. How do governmental decision makers view public opinion? In the real world of politics, the correct understanding of public opinion is crucial, and governmental leaders try to find out about people’s opinions in a variety of ways, both informal and formal.

**3c) LTTE** Initially, the Study Design authors were a bit uneasy because in general they thought there was a preference for formal survey designs to determine public opinion. This was because of the public's probable greater acceptance of "scientific" findings, and funding sources' preference for proposals that reflect "rigid," "scientific" procedures. However, some research found scientific controversies on the issue. Dupre and Mackey found that there were a number of advantages in utilizing LTTE as a data source (Appendix A3).

- Dupre, Michael E. and Mackey, David A. 2001. *Crime In The Public Mind: Letters To The Editor As A Measure of Crime Salience*. Michael E. Dupre, Saint Anselm College; David A. Mackey, Framingham State College *Journal of Criminal Justice and Popular Culture*, 8(1) (2001) 1-24.

Dupre and Mackey found that over the past decade newspapers have experienced a significant increase in the number of LTTE they receive, providing a good source of information about citizen concerns. Unlike most survey questionnaires, which provide data from specific responses via fixed-alternative or closed-ended items, content analysis of LTTE provide data from subjects who have utilized an open-ended format to volunteer their concerns. LTTE can provide first hand insights into one's attitudes and perceptions regarding the saliency of crime as a central concern of their immediate environment. Since the task of writing a letter involves an expenditure of time and effort, a letter-to-the-editor should reflect a reader's strong concern about a particular matter. Most citizens have an opinion about crime and justice, and LTTE provide insights regarding the prioritizing of community issues, as well as the identification and articulation of specific crime concerns among letter writers.

Dupre and Mackey had not overlooked the concerns raised when LTTE had been used as data sources. They found that early studies focused on several areas of concern: the demographic representativeness of letter writers; the representativeness of letters as a barometer of public opinion; and the motivational components of letter writing.

- Letter writers were overwhelmingly older, primarily male, above average in formal education, native white American, and white-collar.
- Letter writers had more children, were more likely home owners, did not listen to television or radio, were well-read and more likely belonged to the Republican party.
- As a barometer of public opinion LTTE were tied to propaganda effects, with newspaper stories, editorials, and other letters most frequently conveying the stimulus to write a LTTE.



- Political attitudes and interests of published LTTE were more a reflection of newspaper editors' gatekeeping than sentiments found in the community, or with the majority of letters writers.
- Certain topics were more likely to get published than others - letters dealing with local, controversial issues had a better chance of being published.
- The safety valve function has been cited as the primary motivation for writing letters to the editor. Most letters were negative, "agin" something or somebody
- The letter column gave the irate, the antagonist, the displeased a chance to speak out and be heard.
- LTTE are of a contentious nature, which do not represent reasoned, logical approaches to problems.

In response to these criticisms Dupre and Mackey observed that an explanation for these concerns may lie with the narrowness of the studies, which focused on politically orientated letters. Moreover, assessments of information validity have been based upon the degree of writers' conformity to mainstream political ideologies. They also found that mindfulness of a self-section process in writing LTTE and the demographic bias of letter writers has not discouraged use of letters as a data source. Finally, Dupre and Mackey found that more recent studies have challenged earlier contentions that letter writers are emotionally and politically extreme, and that LTTE are an unreliable measure of public opinion.

- One more recent study concluded that letter writers were not a politically distinct group compared to the larger population.
- Another study found letter opinions in major American dailies regarding the Equal Rights Amendment were very similar to that found in public opinion polls.
- In two studies of LTTE regarding opinions on establishing a Martin Luther King Holiday, that LTTE were not just the province of crackpots, providing them with a safety valve for blowing off steam, but under certain conditions were also a vehicle that provided an accurate gauge of public thinking on controversial issues.
- In another they noted that much of the evidence critical of letters as a reliable and valid thermometer of public opinion was dated, and most of these studies focused on the characteristics of letter writers rather than on the content of the letters they write.

**Dupre and Mackey concluded that LTTE are not intended to be representative measures of public opinion; rather, they were measures representing public opinion.** Accordingly, they recommended that more investigations of LTTE. Increased utilization of new technology such as e-mail and voice-mail, which allows opinions to be more easily submitted to editors, broadens the popularity of citizen communication with their dailies. The traditional safety valve function of letters to the editor should be revisited to determine if the role and function have changed over time.

The Study Design authors concluded that LTTE in the TGPDC represented credible public opinion (Appendix A3).

### **3d) Content Analysis (Appendix A3-2)**

Content analysis is a research tool used to determine the presence of certain words or concepts within texts or sets of texts. Researchers quantify and analyze the presence, meanings and relationships of such words and concepts, then make inferences about the messages within the texts, the writer(s), the audience, and even the culture and time of which these are a part. Texts can be defined broadly as books, book chapters, essays, interviews, discussions, newspaper headlines and articles, historical documents, speeches, conversations, advertising, theater,

informal conversation, or really any occurrence of communicative language. Texts in a single study may also represent a variety of different types of occurrences, such as Palmquist's 1990 study of two composition classes, in which he analyzed student and teacher interviews, writing journals, classroom discussions and lectures, and out-of-class interaction sheets. To conduct a content analysis on any such text, the text is coded, or broken down, into manageable categories on a variety of levels--word, word sense, phrase, sentence, or theme--and then examined using one of content analysis' basic methods: conceptual analysis or relational analysis (*Content Analysis. Writing@CSU*).

- Carol Busch, Paul S. De Maret, Teresa Flynn, Rachel Kellu, Sheri Le, Brad Meyers, Matt Saunders, Robert White, and Mike Palmquist.. (1994 - 2012). *Content Analysis. Writing@CSU*. Colorado State University. Available at <http://writing.colostate.edu/guides/guide.cfm?guideid=61>.

Content analysis has been defined as a systematic, replicable technique for compressing many words of text into fewer content categories based on explicit rules of coding. A broad definition of content analysis is, "any technique for making inferences by objectively and systematically identifying specified characteristics of messages." (Stemler, Steve. 2001).

- Stemler, Steve. 2001. *An Overview of Content Analysis. Practical Assessment, Research & Evaluation*. <http://pareonline.net/getvn.asp?v=7&n=17>.

Content analysis is "a wide and heterogeneous set of manual or computer-assisted techniques for contextualized interpretations of documents produced by communication processes in the strict sense of that phrase (any kind of text, written, iconic, multimedia, etc.) or signification processes (traces and artifacts), having as ultimate goal the production of valid and trustworthy inferences." (Wikipedia).

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Content analysis is a research tool used to determine the presence of certain words or concepts within texts or sets of texts. Researchers quantify and analyze the presence, meanings and relationships of such words and concepts, then make inferences about the messages within the texts, the writer(s), the audience, and even the culture and time of which these are a part. To conduct a content analysis on any such text, the text is coded, or broken down, into manageable categories on a variety of levels--word, word sense, phrase, sentence, or theme--and then examined using one of content analysis' basic methods: conceptual analysis or relational analysis (*Content Analysis. Writing@CSU*).

The goal is that Content Analysis would be used in support of the proposed JS&PSS Study.

#### **D. Concepts Of Citizen Involvement JS&PSS Study Process Unique**

There are significant decision-maker differences between the proposed JS&PSS Study and the usual major impact study. The authors doubt that the proposed JS&PSS Study is the only one of its kind, and it is distinctive and unlike anything in their knowledge base. They feel it is special and certainly unique in modern local JO CO politics. Having fun, some neighbors might consider it too individual in a special idiosyncratic way too peculiar for a decision-making process.

*The best minds are idiosyncratic and unpredictable  
as they follow the course of scientific discovery.*

1. Study focuses on the Human Face of the Public in Decision-Making (Sec II.A).
2. There will be no Analysis of Management Situation (AMS) in the proposed JS&PSS Study process; there will be an Analysis of Public Situation (APS).
3. Study design flows from “public” identified issues, affected conditions, impact standards, and alternatives.
4. There will not be a formal government decision selecting a study alternative or some combination of alternatives from the Study.
5. The end result is information for informed public decision-making, not a decision by the government.

#### **E. Planning Element Concepts Toward Solutions**

- Will build capacity across the community for present and future collective action.
- Is guided by a shared community set of values: vision, priorities, and goals.
- Active CI is evidence of effective leadership.
- Planning strategies are collaborative and extend beyond a single organization.
- Evidence of extensive and thoughtful planning.
- Significant potential of broad community/regional support.
- Anticipated outcomes evident within two to four years after Study officially starts.

#### **F. New Program Of Work Concepts To Improve Local Conditions**

- Assist a new program of work that will focus on supporting rural communities as they take action to improve local conditions such as improving social, economic, and physical conditions.
- Objective: Through the proposed Study a representative cross-section of the community has come together to identify and work on a problem, and has identified the assets that the community can be built upon.
- Objective: Through citizen planning, there is strong evidence of community engagement and commitment to the work.
- Objective: The proposed Study and anticipated work is designed to bring together private, nonprofit, civic, and public actors.
- Objective: The proposed Study outcomes that are sought are clear and are linked to vision of long-term community well-being.
- Objective: The JS&PSS Exploratory Committee, HNA&HS, is committed to sustaining the work over time.

## IV. PROBLEMS/ISSUES

The highlights of Chapter IV, Problems/Issues, are from Appendix A.

### A. Introduction

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 and Community Self-Determination Act (SRS; 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 solution (e.g., levy, sales taxes, etc.) 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%.

After the 4<sup>th</sup> levy failure in as many years, the JSEC JS&PSS Committee asked the question, *“What can we do to shed some light on the issues?”* They believed that the first important step was the identification of the preliminary issues for why the levies failed. The reasons for the levy failures are complex and unknown as facts. However, it is believed the following issues played some significant part, and that attempting to understand human values in decision-making through the identification of citizen issues, is the most important step in developing a successful study design.

## B. Changing JS&PSS Program

### 1. Changes In Funding Levels

**a) Hard Hit & Critical Oregon Counties** The Oregon Governor's FFP & CS analyzed all counties in the state and then focused on 24 hard hit counties (Chpt I).

- Br. III.H.6.1.1 OR Governor's Task Force Findings, Impacts of No Action Alternative
- Br. III.H.6.1.2 OR Governor's Task Force Findings, Impacts of No Action Alternative
- Br. III.H.6.1.3 OR Governor's Task Force Findings, Impacts of No Action Alternative

Table I-2 shows the effects on counties' discretionary general fund revenues.

Table I-3 shows the effects on counties' discretionary road fund revenues.

Table I-4 shows the ten "hard hit" general fund counties found to face revenue losses of 20 percent or more of their discretionary general fund revenues.

- Table I-2. Impacts To Oregon Counties From Loss Of SRS Revenues, General Fund Discretionary Revenue: 2008
- Table I-3. Impacts To Oregon Counties From Loss Of SRS Revenues, Road Fund Discretionary Revenue: 2008
- Table I-4. Hard Hit General Fund Counties With Revenue Losses Of 20% Or More: 2008

The above tables were all from the study entitled, *Oregon Governor's Task Force On Federal Forest Payments And County Services*.

- Oregon Governor's Task Force On Federal Forest Payments And County Services. January 2009. *Oregon Governor's Task Force On Federal Forest Payments And County Services* [FFP Task Force Final Report]. Salem, OR.

Table V-1 on federal funding history was from Oregon/Washington BLM & Partnership for Rural America Campaign

- Table V-1. Josephine County Justice System Public Safety Services Funding History: 2000 - 2012
- Oregon/Washington BLM. Downloaded July 9, 2013. Official Payments Made to Counties: 2000 - 2011. Washington, DC (<http://www.blm.gov/or/rac/ctypaypayments.php>).
- Partnership for Rural America Campaign. Downloaded July 9, 2013. *Oregon SRS Payments by County*. JO CO - O&C Payments (SRS Payments) & JO CO National Forest Payments). ([http://www.partnershipfornaturalamerica.org/States/Oregon/State\\_Oregon.shtml](http://www.partnershipfornaturalamerica.org/States/Oregon/State_Oregon.shtml))

### Conclusion?

**b) Human Face On Impacts To Businesses, Institutions, & Residents** The following information is from *Changing Federal County Payments and Rural Oregon Counties: Analysis of Policy Impacts and Responses from Loss of Secure Rural School Funding in Selected Oregon Counties* [Changing].

- Gaid, Dawn Marie, October 2009. *Changing Federal County Payments and Rural Oregon Counties: Analysis of Policy Impacts and Responses from Loss of Secure Rural School Funding in Selected Oregon Counties* [Changing]. RSP 09-04. (134 pages). OSU's Rural Studies Program. Working Paper Series. Corvallis, OR.
- Br. III.H.5.5 Changes in Funding, Staff and Service Levels from Loss of Federal Forest Payments (FFP): Policy Decisions by JO CO: 2005 - 2009
- Br. III.H.5.5.1 JO CO Funding Changes from Loss of FFP: 2005 - 2009
- Br. III.H.5.5.2 JO CO Staff Changes from Loss of FFP: 2005 - 2009
- Br. III.H.5.5.3 JO CO Service Level Changes from Loss of FFP: 2005 - 2009

Aggregate statewide data mask the real impacts of the loss of SRS payments. The actual impacts will be far greater where the reductions will occur – in the rural counties where federal forest predominate. There is little research addressing impacts at a micro level, particularly those emphasizing an individual perspective, and none found that specifically address the impacts from the loss of county payments and changes in services levels. This research [Changing] represents a new area of study that may be useful for the State, local governments and their representative organizations, and Oregon Congressional delegation as they seek out and consider alternatives to address this critical issue, for others interested in this issue or other rural studies, or for those interested in understanding the structural constraints of political behavior and sources of political stability or change. It puts a human face on the situation and gives voice to those who ultimately bear the effects of government policies (Changing, p. 10).

To meet the objectives of the Changing study, a qualitative design was employed using a case study approach for three Oregon counties: Josephine, Grant, and Wallowa. In qualitative inquiry, the researcher seeks to understand, report, and evaluate the meaning of events for people in particular situations (Changing, p. 10). The goal of this part of the study is to analyze the impacts on and responses of businesses, institutions, and residents to changes in county service levels due the loss of federal forest payments for selected Oregon counties, to allow for comparisons in the way that particular policies work in places with a range of circumstances (Changing, p. 11).

The following tables address federal forest payments and changes to the counties road and public safety funds, including by JO CO departments.

- Table 7: *Federal Forest Payments – Average of FY 04-05 to FY 07-08* (Changing, p. 43)
- Table 8: *Josephine County – General/Road Fund Changes, FY 04-05 to FY 08-09* (Changing, p. 47)
- Table 9: *Josephine County – General/Public Safety Fund, FY 04-05 to FY 08-09* (Changing, p. 49)
- Table 10: *Josephine County – General/Public Safety Fund by Dept, FY 04-05 to FY 08-09* (Changing, p. 50)

**Federal Forest Payments** Table IV-1 presents a comparison of average federal forest payments for FY 2004-2005 thru FY 2008-2009.

- Table IV-1: *Federal Forest Payments – Average of FY 04-05 to FY 07-08* (Changing, p. 43)

The percentage and productivity of federal land, and the revenue-sharing policies applicable to each county are the predominant factors in the differences between the three counties. All three counties receive payments from NFS lands. Only Josephine County receives money from O&C

**Table 7: Federal Forest Payments – Average of FY 04-05 to FY 07-08**

	Josephine	Grant	Wallowa
1. Total SRS pmts to County	\$14,743,630	\$6,977,839	\$979,481
2. To General Fund	\$12,812,625	\$562,798	\$87,282
3. To Road Fund	\$ 1,931,005	\$6,415,041	\$892,198
4. Total SRS pmts to BLM/USFS RAC	\$ 1,511,053	\$1,098,199	\$122,646
5. Total SRS pmts to State School Fund	\$ 643,668	\$2,138,347	\$297,399
6. Total SRS payments <sup>a-h</sup>	<b>\$16,898,352</b>	<b>\$10,214,384</b>	<b>\$1,399,527</b>
County Status	Critical	Hard Hit	Critical

*Note.* Averages were calculated using data from the sources listed below. No SRS payments were included in FY 2008-09 budget which was implemented prior to 4 year reauthorization and ramp-down. Reauthorization amounts may be found at <http://www.fs.fed.us/srs/docs/2009-counties-allts-18-1.xls>, Oregon tab for USFS and <http://www.blm.gov/or/rac/files/Secure%20Rural%20Schools%20Payments%20--%20One-Year%20Extension%2011-07.pdf> for BLM payments.

<sup>a</sup>BLM SRS Title I, II, III Payments to Counties FY 2005 ([http://www.blm.gov/or/files/County\\_official\\_2004\\_payments.pdf](http://www.blm.gov/or/files/County_official_2004_payments.pdf))

<sup>b</sup>USFS SRS Title I, II, III Payments to States 2004

([https://wwwnotes.fs.fed.us/r4/payments\\_to\\_states.nsf/b21825ca706c908d88256ccb007255e6/2006553a9825ba36882574e50048dc31/\\$FILE/ASR%2018%20FY04%204th%20year.pdf](https://wwwnotes.fs.fed.us/r4/payments_to_states.nsf/b21825ca706c908d88256ccb007255e6/2006553a9825ba36882574e50048dc31/$FILE/ASR%2018%20FY04%204th%20year.pdf), p. 60)

<sup>c</sup>BLM SRS Title I, II, III Payments to Counties FY 2006 (<http://www.blm.gov/or/rac/files/Official%202006%20payments.pdf>)

<sup>d</sup>USFS SRS Title I, II, III Payments to States 2005

([https://wwwnotes.fs.fed.us/r4/payments\\_to\\_states.nsf/b21825ca706c908d88256ccb007255e6/d8a7a982dd54f9f6882574e5004896d6/\\$FILE/2005.PNF-ASR-18-1.pdf](https://wwwnotes.fs.fed.us/r4/payments_to_states.nsf/b21825ca706c908d88256ccb007255e6/d8a7a982dd54f9f6882574e5004896d6/$FILE/2005.PNF-ASR-18-1.pdf), p. 48)

<sup>e</sup>BLM SRS Title I, II, III Payments to Counties FY 2007 (<http://www.blm.gov/or/rac/files/Official%202007%20payments.pdf>)

<sup>f</sup>USFS SRS Title I, II, III Payments to States 2006

([https://wwwnotes.fs.fed.us/r4/payments\\_to\\_states.nsf/b21825ca706c908d88256ccb007255e6/ce33a591f6abc7c88825725f005956ac/\\$FILE/2006.PNF-ASR-18-1.pdf](https://wwwnotes.fs.fed.us/r4/payments_to_states.nsf/b21825ca706c908d88256ccb007255e6/ce33a591f6abc7c88825725f005956ac/$FILE/2006.PNF-ASR-18-1.pdf), p. 48)

<sup>g</sup>BLM SRS Title I, II, III Payments to Counties FY 2008 (<http://www.blm.gov/or/rac/files/Secure%20Rural%20Schools%20Payments%20--%20One-Year%20Extension%2011-07.pdf>)

<sup>h</sup>USFS SRS Title I, II, III Payments to States 2007

([https://wwwnotes.fs.fed.us/r4/payments\\_to\\_states.nsf/b21825ca706c908d88256ccb007255e6/7f23a739f0fc61c0882573e6005583f7/\\$FILE/2007.18.1.all.states-Final.xls](https://wwwnotes.fs.fed.us/r4/payments_to_states.nsf/b21825ca706c908d88256ccb007255e6/7f23a739f0fc61c0882573e6005583f7/$FILE/2007.18.1.all.states-Final.xls), Oregon tab)

**Table IV-1. Federal Forest Payments – Average of FY 04-05 to FY 07-08**

(Table IV-1 is Table 7 in Original Report)

*Changing Federal County Payments and Rural Oregon Counties: Analysis of Policy Impacts and Responses from Loss of Secure Rural School Funding in Selected Oregon Counties*

lands. Because of the unique history of the O&C lands, JO CO is entitled to a larger share of the money from federal timber sales than is provided by the revenue sharing formula that applies to NFS lands. Additionally, because the O&C payments may be used for discretionary purposes, payments to the General Fund represent a significantly higher proportion of the total than does the Road Fund. JO CO has a designated status of “critical.” Josephine County stands to lose 26

percent of their county road funds, approximately \$1.8 million, and 68 percent of their general funds, approximately \$9.0 million (Changing, pps. 41 - 42).

In JO CO, federal forest payments come from two sources – O&C lands administered by the BLM and NFS lands administered by the USFS. Federal forest payments have made significant contributions to General Fund and Road Fund revenues in Josephine County. Between FY 2004-2005 and FY 2007-2008, an average of \$17 million in total SRS payments was distributed for JO CO (line 6 of Table IV-1). Of this, the county received on average \$14.7 million of Title I/III funds (line 1) of which an average of \$12.8 million contributed to General Fund revenues (line 2), and an average of \$1.9 million to Road Fund revenues (line 3). An average of \$650,000 of Title I funds was redirected to state school fund for redistribution under the equalization formula (line 5). And, the Resource Advisory Committees for the BLM/USFS received an average of \$1.5 million for Title II fund for federal forest restoration projects (line 4). In FY 2005-2006, BLM O&C Title I/III payments contributed 39.4 percent of General Fund revenues and 13.8 percent of all revenues. Because of the large amounts of discretionary money the county has received from federal forest payments on the BLM O&C lands, the Governor's Task Force on Federal Forest Payments identified the status of JO CO as "critical" in its recently released final report. Critical is a designation used in the report to describe counties that will face severe general fund shortfalls or whose road funding will be limited to gravel road standards within one to two years after the loss of SRS payments.



**General/Road Fund Changes** Josephine County began making significant changes in anticipation of the loss of SRS payments beginning with the FY 2005-2006 budget.

- Table IV-2: *Josephine County – General/Road Fund Changes, FY 04-05 to FY 08-09* (Changing, p. 47)

FY 2004-2005, therefore, is considered the baseline year for the purposes of the Changing study in JO CO. Reorganization of county management structure through the reduction and elimination of positions and departments, reduction of benefits, privatization of programs, and the proposal of bond levy options and tax districts to voters were among the actions taken by the county. The county began building reserves in the General Fund (Changing, p. 46).

**Table 8: Josephine County – General/Road Fund Changes, FY 04-05 to FY 08-09**

	FY 2004-05 <sup>a,c</sup>	FY 2005-06 <sup>b,c</sup>	FY 2006-07 <sup>b,c</sup>	FY 2007-08 <sup>b,d</sup>	FY 2008-09 <sup>b,d</sup>	% Chg
<b>General Fund*</b>						
Revenues	\$34,458,099	\$30,583,979	\$22,937,215	\$13,103,265	\$11,212,000	-68%
From SRS Title I	\$11,537,016	\$11,802,368	\$11,920,391	\$11,895,928	-	
% of revenues	33%	39%	52%	91%	-	
Expenditures	\$26,151,123	\$26,448,324	\$17,511,792	\$9,304,507	\$11,212,000	-57%
<b>Road Fund**</b>						
Revenues	\$11,524,194	\$8,027,545	\$9,006,478	\$5,806,669	\$6,157,000	-47%
From SRS Title I	\$1,889,743	\$1,933,207	\$1,952,539	\$1,948,532	-	
% of revenues	16%	24%	22%	34%	-	
Expenditures	\$7,252,879	\$6,611,703	\$8,241,928	\$6,518,856	\$6,486,000	-11%

*Note.* Revenues include federal forest payments, as well as property tax revenues and state and federal grants  
*Note.* No SRS payments included in FY 2008-09 budget which was implemented prior to 4 year reauthorization and ramp-down. Reauthorization amounts may be found at <http://www.fs.fed.us/srs/docs/2009-counties-allts-18-1.xls>, Oregon tab for USFS and <http://www.blm.gov/or/rac/files/Secure%20Rural%20Schools%20Payments%20-%20One-Year%20Extension%2011-07.pdf> for BLM payments.  
<sup>a</sup>Josephine County Financial Summaries 04-05 and 05-06 comparisons (<http://www.co.josephine.or.us/files/financial%20summaries.pdf>)  
<sup>b</sup>Josephine County Finance Office, GF Fund and Public Safety Fund, Schedule of Revenues and Expenditures 7/05-6/09 (Internal document 09/08/08)  
<sup>c</sup>Josephine County Comprehensive Financial Reports, Statement of Revenues Expenditures and Changes in Fund Balance (Search Oregon Secretary of State Audits Division, Local Government Audit Reports, <http://egov.sos.state.or.us/muni/public.do>)  
<sup>d</sup>Road Fund revenue from 08-09 adopted budget, Public Works Fund (<http://www.co.josephine.or.us/files/4%20Public%20Works%20Fund.pdf>)  
 \*Includes beginning fund balances  
 \*\*Does not include carryover/reserves

**Table IV-2. Josephine County – General/Road Fund Changes, FY 04-05 to FY 08-09**  
 (Table IV-2 is Table 7 in Original Report)

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Since the General Fund receives the greatest share of the SRS payments, it has also been subject to the greatest changes. Between FY 2004-2005 and the FY 2008-2009 budget, the General Fund revenues declined by 68 percent and expenditures by 57 percent, while Road Fund revenues declined by 47 percent and expenditures by 11 percent. The changes to the General and Road funds are summarized in Table IV-2 (Changing, pps. 46 - 47).

**General/Public Safety Fund** The decline in expenditures reflects a number of actions taken by JO CO in anticipation of the loss of SRS payments, particularly those impacting the General Fund. Through FY 2005-2006, Public Safety (i.e., sheriff, district attorney and community justice – juvenile and adult) and Health and Human Services (i.e., public and mental health) were primarily in the General Fund (Table IV-3; Changing, p. 47).

• Table IV-3: *Josephine County – General/Public Safety Fund, FY 04-05 to FY 08-09* (Changing, p. 49)

In FY 2006-2007, a new Public Safety Fund was established that consolidated into one fund the departments of Sheriff, District Attorney and Community Justice. The largest source of revenue

Table 9: *Josephine County – General/Public Safety Fund, FY 04-05 to FY 08-09*

	FY 2004-05 <sup>a,b</sup>	FY 2005-06 <sup>c</sup>	FY 2006-07 <sup>c</sup>	FY 2007-08 <sup>c</sup>	FY 2008-09 <sup>c</sup>	% Chg 04-05 to 08-09
<b>General Fund*</b>						
Revenues	\$ 34,458,099	\$ 30,583,979	\$ 22,937,215	\$ 13,103,265	\$ 11,212,000	-67%
Expenditures	\$ 26,151,123	\$ 26,448,324	\$ 17,511,792	\$ 9,304,507	\$ 11,212,000	-57%
Carryover	\$ 8,306,976	\$ 4,135,655	\$ 5,425,423	\$ 3,798,758		
<b>Public Safety</b>						
Revenues**	\$ 5,389,611	\$ 5,355,518	\$ 20,449,687	\$ 21,483,512	\$ 14,180,000	-31%
GF transfer	\$ -	\$ -	\$ 12,040,605	\$ 4,800,000	\$ 3,900,000	
Expenditures	\$ 16,030,652	\$ 15,977,601	\$ 18,892,887	\$ 15,717,078	\$ 14,180,000	-12%
Carryover	\$(10,641,041)	\$(10,622,083)	\$ 1,556,800	\$ 5,766,434		
<b>Total GF and PS</b>						
Revenues	\$ 34,458,099	\$ 30,583,979	\$ 43,386,902	\$ 34,586,777	\$ 25,392,000	-26%
Expenditures	\$ 26,151,123	\$ 26,448,324	\$ 36,404,679	\$ 25,021,585	\$ 25,392,000	-3%
Carryover	\$ 8,306,976	\$ 4,135,655	\$ 6,982,223	\$ 9,565,192		

<sup>a</sup>Josephine County Financial Summaries 04-05 and 05-06 comparisons (<http://www.co.josephine.or.us/files/financial%20summaries.pdf>)  
<sup>b</sup>Public Safety part of General Fund for FY 2004-2005 and 2005-2006; shown broken out in Public Safety rows  
<sup>c</sup>Josephine County Finance Office, GF Fund and Public Safety Fund, Schedule of Revenues and Expenditures 7/2005-6/2009 (Internal document dated 09/08/08)  
\*includes beginning fund balances  
\*\*includes revenue transferred from GF

**Table IV-3.** *Josephine County – General/Public Safety Fund, FY 04-05 to FY 08-09*

(Table IV-3 is Table 9 in Original Report)

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for this fund is the O&C portion of SRS, which is transferred from the General Fund. Other revenues are primarily charges for services and various federal and state grants. In FY 2007-2008, Community Justice was reorganized into two divisions – Adult Corrections and Juvenile Justice. Adult Corrections was formed from several related programs within Community Justice and is fully supported by grants from the State with no General Fund support. Juvenile Justice remains in the Public Safety Fund, along with the Sheriff and the District Attorney. In FY 2008-2009 the primary source of resources to operate the offices in the Public Safety Fund is

approximately half of the \$12 million one-year (2007-08) extension of O&C funds carried over from FY 2007-2008 and a transfer of \$3.9 million from the General Fund. Public Safety is projected to receive \$3 million from the General Fund for FY 2009-2010 through FY 2012-2013. The changes to General Fund/Public Safety Fund are summarized in Table IV-3.

**General/Public Safety Fund by JO CO Dept** Change in JO CO revenues and expenditures for FY 2004-2005 through FY 2008-2009 for the departments referenced in the previous discussion, that received or previously received General Fund support, are summarized in Table IV-4.

- Table IV-4: *Josephine County – General/Public Safety Fund by Dept, FY 04-05 to FY 08-09* (Changing, p. 50)

	FY 2004-05 <sup>a</sup>	FY 2005-06 <sup>b</sup>	FY 2006-07 <sup>b</sup>	FY 2007-08 <sup>b</sup>	FY 2008-09 <sup>b</sup>	% Chg
<b>Sheriff</b>						
Expenditures	\$ 10,247,940	\$10,534,657	\$ 9,829,947	\$ 10,272,748	\$ 8,926,500	-13%
Revenues*	\$ 2,826,683	\$ 2,698,985	\$ 2,519,634	\$ 2,288,450	\$ 2,141,000	-24%
Revenue (shortfall)**	\$ (7,421,257)	\$ (7,835,672)	\$ (7,310,313)	\$ (7,984,298)	\$ (6,785,500)	-9%
<i>Rev shortfall, % of Exp</i>	72%	74%	74%	78%	76%	
<b>District Attorney</b>						
Expenditures	\$ 1,981,287	\$ 1,888,636	\$ 1,544,515	\$ 1,599,001	\$ 1,736,200	-12%
Revenues*	\$ 639,874	\$ 688,384	\$ 426,377	\$ 367,618	\$ 566,200	-12%
Revenue (shortfall)**	\$ (1,341,413)	\$ (1,200,252)	\$ (1,118,138)	\$ (1,231,383)	\$ (1,170,000)	-13%
<i>Rev shortfall, % of Exp</i>	68%	64%	72%	77%	67%	
<b>Juvenile Justice</b>						
Expenditures	\$ 2,470,926	\$ 2,302,490	\$ 2,235,743	\$ 2,226,338	\$ 2,233,200	-10%
Revenues	\$ 865,374	\$ 881,446	\$ 839,048	\$ 654,607	\$ 1,022,500	18%
Revenue (shortfall)**	\$ (1,605,552)	\$ (1,421,044)	\$ (1,396,695)	\$ (1,571,731)	\$ (1,210,700)	-25%
<i>Rev shortfall, % of Exp</i>	65%	62%	62%	71%	54%	
<b>Adult Corrections</b>						
Expenditures	\$ 1,330,499	\$ 1,251,818	\$ 3,742,210	-	-	-100%
Revenues	\$ 1,057,680	\$ 1,086,703	\$ 4,224,846	-	-	-100%
Revenue (shortfall)**	\$ ( 272,819)	\$ ( 165,115)	\$ 482,636	-	-	-100%
<i>Rev shortfall, % of Exp</i>	21%	13%	(13%)			
<b>Public Health</b>						
Expenditures	\$ 3,460,049	\$ 3,266,638	\$ 647,562	\$ 86,785	-	-100%
Revenues	\$ 2,742,174	\$ 2,759,905	-	-	-	-100%
Revenue (shortfall)**	\$ ( 717,875)	\$ ( 506,733)	\$ ( 647,562)	\$ ( 86,785)	-	-100%
<i>Rev shortfall, % of Exp</i>	21%	16%				

*Note.* Figures rounded to the nearest whole number  
<sup>a</sup>FY 2005-2006 Operation Budget, County Sheriff (<http://www.co.josephine.or.us/files/criminal%20justice%20budget.pdf>, p. 163, 173)  
<sup>b</sup>Finance Office, GF Fund and Public Safety Fund, Schedule of Revenues and Expenditures 7/05-6/09 (Internal document 09/08/08)  
\*Department-generated revenues - includes fees and charges for service plus state and federal grants.  
\*\*Revenue shortfall funded by carryover reserves and/or transfer from General Fund.

**Table IV-4.** *Josephine County – General/Public Safety Fund by Dept, FY 04-05 to FY 08-09*

(Table IV-4 is Table 10 in Original Report)

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**2. Changes In Staff Levels** JO CO staff levels declined along with revenues and expenditures between FY 2004-2005 and FY 2008-2009, reflecting the efforts by JO CO to adjust to the loss of SRS payments. During this time period, full-time equivalencies (FTE) declined from 615 to 384, a 38 percent change.

- Gaid, Dawn Marie, October 2009. *Changing Federal County Payments and Rural Oregon Counties: Analysis of Policy Impacts and Responses from Loss of Secure Rural School Funding in Selected Oregon Counties.* RSP 09-04. (134 pages). OSU’s Rural Studies Program. Working Paper Series

- Hugo Justice System Exploratory Committee. Draft July 25, 2013. *JO CO Staff Changes from Loss of FFP: 2005 - 2009.* Br. III.H.5.5.2, Justice System & Public Safety Services Series. Hugo, OR.

- Sheriff
- District Attorney
- Juvenile Justice
- Adult Corrections
- Public Health
- Public Works

	FY 04-05	FY 05-06	FY 06-07	FY 07-08	FY 08-09	% Chg
Public Safety	140	139	146	142	121	-14%
Sheriff	89	86	88	87	79	-11%
D.A.	21	22	23	22	22	5%
Juvenile Justice	30	31	35	33	31	3%

Information from Table 13 of 2009 *Changing Federal County Payments and Rural Oregon Counties: Analysis of Policy Impacts and Responses from Loss of Secure Rural School Funding in Selected Oregon Counties.*

**Sheriff** Reductions in staff level began as early as 2000 when the department had 118 FTE; in FY 2004-2005, there were 89 FTE compared to 79 FTE in FY 2008-2009, a decrease of 11 percent (Table IV-5). While most of the units in the department have experienced declines in

staffing, most notable are the patrol and jail units. The patrol unit decreased by 7 percent between FY 2004-2005 and FY 2008-2009, from 21 to 18 FTE, respectively. The adult jail staff has decreased by 18 percent, from 40 to 33 FTE, for the same time period.

Date	Deputies	to	Deputies
May 16, 2012	25	to	1
May 29, 2012	21.5	to	3
Oct 17, 2012	Cut	to	3
June 6, 2013	Cut	to	0
June 29, 2013	Cut	to	0
July 5, 2013	22	to	1
2012 - 2013	19	to	0

Hugo Justice System Exploratory Committee. Draft July 25, 2013. *JO CO Staff Changes from Loss of FFP: 2005 - 2009.* Br. III.H.5.5.2, Justice System & Public Safety Services Series. Hugo, OR.

**May 16, 2012** Layoff notices to 70 of 98 Sheriff’s Office employees; 20 of 30 Juvenile Department employees and eight of 24 District Attorney employees (Table IV-6). The sheriff’s 28-person patrol division is expected to be cut to four: the sheriff and three deputies under contract for patrol (The Grants Pass Daily Courier. May 16, 2012. *Budget-Building, Layoffs, Jail Releases Ahead.* Grants Pass, OR).



- Hugo Justice System Exploratory Committee. August 20, 2013. *JO CO Sheriff's "Rural Patrol."* Br. III.D7.2.2, Justice System & Public Safety Services Series. Hugo, OR (Table IV.B.2-3 & Figure IV.B.2-1).

**May 29, 2012** The number of JO CO patrol deputy positions will drop from 24.5 to six. Three of those are contract deputies. That leaves two deputies and a sergeant for the rest of the county.<sup>2A</sup>

**October 17, 2012** O'BRIEN, Ore. -- The JO CO Sheriff's Office has been reduced by budget cuts to three deputies on **patrol** eight hours a day, five days a week.<sup>3</sup>

**May 11, 2013** JO CO Sheriff Gilbertson cut his staff from 98 to 37. Deputies are only on **patrol** between 8 a.m. and 4 p.m. on weekdays.<sup>4</sup>

**May 16, 2012** Layoff notices to 70 of 98 Sheriff's Office employees; 20 of 30 Juvenile Department employees and eight of 24 District Attorney employees. The sheriff's **28-person patrol** division is expected to be **cut to four**: the sheriff and three deputies under contract for patrol.<sup>5</sup>

**May 16, 2012** Sheriff Gilbertson said he himself

Work Unit	2011	2012	Percent
Sheriff's Office	98	18	18%
Administration	3	2	67%
Detectives	4	0	0%
Patrol	22	0	0%
Contract	4.5	3	%
Civil	3.5	2	%
Support	13	2.5	%
Evidence	1.5	1	%
Juvenile Dept	30	20	%
District Attorney	24	16	%

Hugo Justice System Exploratory Committee. Draft July 25, 2013. *JO CO Staff Changes from Loss of FFP: 2005 - 2009*. Br. III.H.5.5.2, Justice System & Public Safety Services Series. Hugo, OR.

will respond to calls, with possible backup from three deputies obligated by outside contracts.<sup>6</sup>

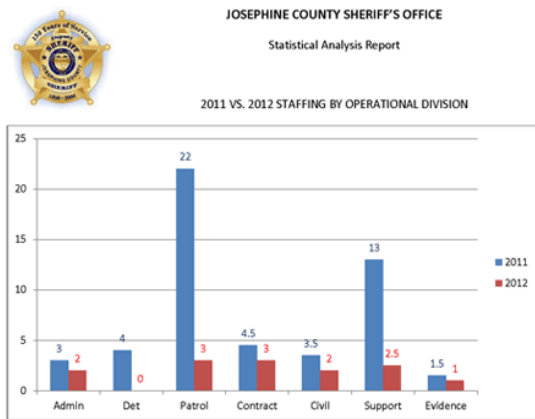
In the following analysis the 3 contact deputies are a wash and normally not available for rural private property patrol (i.e., not included in analysis).

**June 29, 2013** JO COP has rolled law enforcement staffing back to the point that 911 calls receive responses that amount to, "Good luck taking care of yourself." Already, the CO has long stretches of time **without patrol coverage**.<sup>8</sup>

**July 5, 2013** With the fiscal year that started on July 1, the JO CO Sheriff's Office now has exactly one deputy left available for general calls in a county of 83,000 people — down from a high of 22 at full staffing a few years ago.<sup>9</sup>

**2012 - 2013** JO CO rural patrol positions was technically from 22 to 3. The 3 contracted patrol

deputies for the City of Cave Junction, rivers, and federal forests are not for private property Rural Patrol. Therefore, Rural Patrol for rural private property went from 19 personnel to 0 (zero) (Figure IV-1; Table IV-7).



The above chart show staffing by section/unit within the Operations Division for FY2011 and FY2012, the total reduction from 2011 to 2012 was 38 employees. (The above information does not include jail staffing)

**Figure IV-1. 2011 vs. 2012 Staffing By Operational Division Of The JO CO Sheriff's Office**  
(Statistical Analysis Report)

## Footnotes

1. Hugo Neighborhood Association & Historical Society (HNA&HS). July 9, 2013. *Justice System Exploratory Committee*. Hugo, OR.
2. HNA&HS. July 24, 2013. *Government Needs Support*. Hugo, OR.
- 2A. Mortenson, Eric. May 29, 2012. *Josephine County Begins Dismantling its Sheriff's Office in Response to May Defeat of Tax Levy*. "Oregonian." Portland, OR.
3. Barnard, Jeff October 17, 2012. *'Citizens Against Crime,' O'Brien Oregon Civilian Force, Organizes Via Facebook After Budget Cuts*. For The Huffington Post.
4. Mapes, Jeff. May 11, , 2013. *Financially Troubled Oregon Counties Face Critical Turning Point Locally, in Legislature and in D.C.*. Oregon Live"Oregonian." Portland, OR.
5. The Grants Pass Daily Courier. May 16, 2012. *Budget-Building, Layoffs, Jail Releases Ahead*. Grants Pass, OR.
6. Hall, Shawn, Reporter. May 16, 2012. *Voters Squash Criminal Justice Levy*. "The Grants Pass Daily Courier". Grants Pass, OR.
7. Monaghan, Brendan, Guest Columnist. June 6, 2013. *Brendan Monaghan: Federal Timber Policy Sows Discomfort in Southern Oregon*. "Oregonian." Portland, OR.
8. Oregonian Editorial Board. June 29, 2013. *Lawmakers Expect To Sine Die: Oregon Legislatures Today*. "Oregonian." Portland, OR.
9. The New York Times. July 5, 2013. *In Oregon, a Demand for Safety, but Not on Their Dime*.

### 3. Changes In Service Levels

- Gaid, Dawn Marie, October 2009. *Changing Federal County Payments and Rural Oregon Counties: Analysis of Policy Impacts and Responses from Loss of Secure Rural School Funding in Selected Oregon Counties*. RSP 09-04. (134 pages). OSU's Rural Studies Program. Working Paper Series
- Hugo Justice System Exploratory Committee. Draft July 25, 2013. *JO CO "Service Level" Changes From Loss of FFP: Policy Decision 2005 - 2009*. Br. III.H.5.5.3, Justice System & Public Safety Services Series. Hugo, OR.

**a) Sheriff's** ability to be responsive to the community's needs had been greatly diminished. Currently the patrol unit only operates one 12 hour shift from early evening through early morning, whereas in the past they had been able to provide 24 hour service.

<ul style="list-style-type: none"><li>• Sheriff</li><li>• District Attorney</li><li>• Juvenile Justice</li></ul>	<ul style="list-style-type: none"><li>• Adult Corrections</li><li>• Public Health</li><li>• Public Works</li></ul>
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The dispatch center now operates using a triage approach, prioritizing calls into those that are life-threatening (priority one) and those that are imminent (priority two). All other calls (e.g. reports of theft) may not receive a response for

hours or several days. The adult jail has a 262 bed capacity but is considered full when at 80 percent capacity, or 210 beds. In FY 2004-2005, the county had funding for 140 beds compared with 100 in FY 2008-2009 (Table IV-8). If the budget is reduced by 50 percent in FY 2009-2010, the number of beds would be reduced to 50, which could impact revenues from the state. The civil unit has become backlogged from an increase in orders making it difficult to turn work around within the specified time frame. Restraining or stalking orders may take more than the typical 24 or 48 hours to be served. Concealed weapons permits are taking up to 4 weeks to process instead of the typical 2 weeks. Currently there is no one to do intelligence research on drug cartels and gangs.

**b) District Attorney (DA)** – The level of service (LOS) that the DA is able to provide is directly related to the changes taking place in the Sheriff's office. With a reduction in law enforcement there are fewer cases ready for prosecution. This impacts the flow of cases to circuit courts and could, in return, impact funding for the county jail and community correction services. With limited funds, the DA will likely target resources on high-priority crimes and may decline to prosecute nonviolent property crimes, minor drug crimes, and misdemeanors. In addition, the loss of human capital, when more experienced attorneys leave and are placed with less experienced attorneys, has the potential to impact the flow of work.

**c) Juvenile Justice** – Although the department has taken cuts in their budget and personnel have taken on some additional responsibility, they have been relatively successful providing the same level of service to the county. Without the passage of the public safety tax districts, however, and with an expected 69 percent reduction in support from the General Fund for FY 2009-2010, the juvenile shelter would be eliminated to reduce costs, and the number of detention beds reduced to 2. Currently detention has the capacity to support 14 beds. The loss of an intake officer is going to reduce the amount of time that is spent on informal and diversion assessment with lower risk youth so that the focus can be on personal misdemeanors like assaults and felony offenses. The youth that would normally be detained while going through the court process would likely be released into the community. The loss of FTE in the court & field unit will



reduce the number of probation officers in the field to two and the ability to provide service on on-site and on-school. With possible future funding from OYA, a treatment program could be provided instead of just hold for safety/security and for court, and the detention center could be saved.

**d) JO CO Sheriff's Office Jail: 2006 - 2012**

The 262-bed Jail was built in 2000 and in 2012 was able to house a maximum of 30 Contract Inmates and 69 Local Inmates for a total of 99.

- Hugo Justice System Exploratory Committee. August 27, 2013. *JO CO Sheriff's Office Jail: 2006 - 2012*. Br. III.D.1.10.1, Justice System & Public Safety Services Series. Hugo, OR.
- Hugo Justice System Exploratory Committee. August 27, 2013. *JO CO Sheriff's Office Jail: 2013*. Br. III.D.1.10.2, Justice System & Public Safety Services Series. Hugo, OR.

**Oregon Sheriff's Jail Command Council (OSJCC)** <http://www.osjcc.org/> JO CO's jail is designed for 262 beds. It operational capacity (OC) from 2006 - 2011 was 140 beds. OC was reduced to 99 in 2012 through the first part of 2013.

**Jail Beds, Admissions, Prison Commitments, Total Crime per 1,000 Population: 2006 - 2012** (See OSJCC's web site).

**JO CO Jail Statistics: 2006 - 2011**

- Population of JO CO: 80,000 - 84,000
- Booking per 1,000 population: 34.9 - 70.5
- Total Bookings: 2,886 - 5,808
- Forced Release: 293 - 789
- Jail Design Capacity: 262
- Jail Operational Capacity: 140

**JO CO Jail Statistics: 2012**

- Population of JO CO: 82,775
- Booking per 1,000 population: 40.7
- Total Bookings: 3,368
- Forced Release: 277
- Jail Design Capacity: 262
- Jail Operational Capacity: 99

Year	Pop <sup>1</sup> JO CO	BP <sup>2</sup> 1,000	TB <sup>3</sup>	FR <sup>4</sup>	JJB: DC <sup>5</sup>	JJB: OC <sup>6</sup>
2012	82,775	40.7	3,368	277	262	99
2011	82,775	34.9	2,886	304	262	140
2010	83,665	57.6	4,816	327	262	140
2009	83,665	63.2	5,285	293	262	140
2008	83,290	50.5	4,210	307	262	
2007	82,390	70.5	5,808	789	262	140
2006	80,761	63.6	5,140		262	140
2012 OCA <sup>7</sup>	107,882	49.3	5,156	595	243 ?	

1. Population of Josephine County, Oregon (Pop JO CO) (estimated by Portland State University)  
 2. Booking per 1,000 population (BP 1000).  
 3. Total Bookings (TB)  
 4. Number of Forced Released (No FR)  
 5. Sheriff's Jail Beds: Design Capacity (JJB:DC)  
 6. Sheriff's Jail Beds: Operational Capacity (JJB:OC) (jail budget in 2007 was \$4,000,000; in 2006 was \$4,200,000).  
 7. 2012 Oregon County Average (OCA)

### e) JO CO Jail Statistics: 2013

- Jail Operational Capacity: 99
- After Grants Pass rented beds 119 - 129  
July 17, 2013

In 2013 the jail was able to house a maximum of 30 Contract Inmates and 69 Local Inmates for a total of 99.

**On July 17, 2013** the City of Grants Pass rented 20 jail beds per day from the CO at \$100 per bed, with the option of using an additional 10 beds if needed.

**07/09/13** Grants Pass City Councilors reaffirmed intent to pay JO CO for “city jail beds” at the CO jail.

**07/10/13** Grants Pass councilors are negotiating with CO to buy jail bed space.

**07/16/13** Proposed contract would dedicate 20 jail beds per day for city prisoners at \$100 each with an additional 10 beds per day, if available, at the city’s discretion.

**07/17/13** Those beds would be for offenders who currently are cited and released in the city for crimes such as second-degree burglary, criminal trespassing,

**07/19/13** City council approved contract. It allocated a little more than \$1 million which runs through 06/30/14.

**07/19/13** City officials are going to approach the “Local Public Safety Coordinating Council” for a better understanding of the jail costs.

**08/02/13** Two weeks ago the city voted to spend \$1 million for jail beds over the next 11 months.

**08/02/13** The contract dedicates 20 jail beds per day to the city at \$100 per bed, with the option of using an additional 10 beds if needed.

**08/07/13** Between the permanent tax rate and supplemental public safety tax, city residents pay more than \$5.00 per \$1,000 of assessed value for city services, with the lion’s share of that money going to public safety.

**08/07/13** The jail space dedicated to the city is specifically for offenders of crimes such as second-degree burglary, criminal trespassing, disorderly conduct, and some drug possession charges.

**08/08/13** The CO’s JS was severely reduced in the spring of 2012 to 99 jail beds after a federal subsidy ended and voters rejected a tax increase to offset it. Until 07/17/13 the jail OC had been capped at 69 beds for local inmates.

### News From *The Grants Pass Daily Courier*

- *GP Grapples With Options For Funding Justice System.* 07/09/13. Jim Moore. *The Daily Courier (TDC)*, Front Page News (FPN).
- *Councilors: Send Your Money To Help Jail.* 07/10/13. Jim Moore. TDC, FPN.
- *GP, County Gear Up For Jail Bed Rental Deal.* 07/16/13. Jeff Duewel. TDC, FPN.
- *GP, County Inking Jail Bed Rental Contract Draft.* 07/17/13. Jim Moore. TDC, FPN.
- *Grants Pass City Council Steps Up For Public Safety.* 07/19/13. Dennis Roler, Editor’s Opinion.
- *County OKs Jail Bed Rental.* 07/24/13. Stacy D. Stumbo. TDC, FPN.
- *Grants Pass Pays A Hefty Price For Renting Jail Beds.* 08/02/13. Jim Moore. TDC, FPN.
- *GP Uses First Three Rented Beds In Jail.* Jim Moore. 08/02/13. TDC, Community News (CN), Page 3A.
- *City Residents Pay Plenty, Then Have To ‘Rent’ Beds Also.* 08/07/13. Kevin Widdison. Editor’s Opinion, TDC.
- *No More Free Passes for Scofflaws As Jail Beds Open Up For GP Police.* Jim Moore. 08/07/13. TDC, CN, Page 3A.
- *County To Expand Employee Rolls At Jail.* 08/08/13. Stacy D. Stumbo. FPN.
- *Police Happy To Have Extra Jail Space.* Shaun Hall. 08/08/13. CN, Page 3A.
- *Rental Of Jail Beds Already Paying Off In More Peace Of Mind For Residents.* 08/11/13. Dennis Roller. Editor’s Opinion, TDC.

## C. 2013 Justice System Public Safety Service Issue

**1. JO CO JS&PSS Tax Levies** The 2012 expiration of federal funding in JO CO, used mostly for public safety services, resulted in JO CO proposing two tax levies as solutions. They both failed.

**2. Crime** State Rep. Wally Hicks talked about a rising tide of crime in JO CO in the wake of widespread layoffs in the criminal justice system nearly a year ago. The layoffs are the result of declining revenue from timber harvests on federal land, the loss of federal subsidies originally intended to replace the lost timber revenue, and voter defeat of a public safety tax in May 2012 — a tax that was meant to replace the federal subsidy.

**3. 90 Employees Laid Off** In 2012 federal subsidies expired which had been in place for about 20 years and provided the county with millions of dollars annually. Worsening the situation, a serial tax meant to fill the gap failed. With no new source of revenue, more than 90 employees, most from the Sheriff's Office, were laid off.

**4. Man Not Jailed** The fact the man was not jailed, despite having a warrant out for his arrest in a drug-delivery case, is an example of what has happened to JO CO's criminal justice system in the wake of deep budget cuts that took effect last spring and summer, when nearly 90 deputies, prosecutors, Juvenile Department workers and support staff lost their jobs. The cuts have had widespread effects.

### 5. By the Numbers

- 50: % > in reported burglaries last year GP, compared with 2011 (602 vs. 401).
  - 31: % > in reported assaults last year in GP, compared with 2011 (470 vs. 359).
  - 26: % > in reported thefts last year in GP, compared with 2011 (2,834 vs. 2,254).
  - 45: % > in reported burglaries last year in rural JO CO, compared with 2011 (447 vs. 309).
  - 99: # of inmates typically held at the 262-bed JO CO jail, down from 150 early last year.
  - 860: # of cases prosecuted by the JO CO District Attorney's Office in a nine-month period beginning in July 2012, compared with 1,771 cases prosecuted during the same period of the previous year.
  - 6: # of JO CO Sheriff's Office patrol deputies, including three contract deputies currently assigned to patrol Cave Junction, rivers and federal forests. Down from 28 the previous year.
  - 1,003: # of incidents and investigations that typically would have been handled by the JO CO Sheriff's Office, but were instead handled by Oregon State Police, in the second half of last year.
  - 10: # of juvenile cases referred since July to JO CO Juvenile Justice by the JO CO Sheriff's Office, compared with an estimated 200 juvenile cases referred in the previous year.
  - 0: # of children housed in shelter at the JO CO Juvenile Justice Center since June 15, compared with 54 served the previous year. The shelter program closed last June.
  - 86: # of children held at some time in detention since June 15 by JO CO Juvenile Justice, compared with 233 the previous year. JO CO's 14-bed detention facility closed last June, and the county now contracts to hold up to three children at a time in a Medford detention facility.
- Hugo Justice System Exploratory Committee. July 9, 2013. *Justice System Public Safety Service Issue*. Brochure III.A.1, Justice System & Public Safety Services Series. Hugo, OR.

#### **D. Preliminary June 14, 2015 JS&PSS Issues (Voters & Non-Voters)**

The identification of the preliminary issues for why the levies failed has merit in its own right as a standalone summary of the problem as viewed by the majority of JO CO citizens. This list was initially developed by the JS&PSS Exploratory Committee. It would be as supplemented by the Exploratory Committee with information from a non-random set of informal interviews of JO CO citizens, and articles from The Grants Pass Daily Courier (e.g., citizen guest opinions and letters to editor, reporter articles, etc.). The final list that follows was developed by the JS&PSS Committee.

This preliminary list of issues, not listed in order of importance, will probably change considerably prior to the date of actually submitting an application for a study grant. The test of reality is to first provide a preliminary June 2015 list, a second supplemented list, and a final list at the time of grant application (Appendix A).

1. Costs of JS&PSS would increase back to the 2000 level Prior to SRS (i.e., pro levy supporters want the old status quo).
2. Rural Patrol Presence Has Not Changed From 2000 - 2015.
3. Mistrust in Government Growing.
4. Cumulative Assessments Coordinated By JO CO Assessor Office Unaffordable to Many.
5. Citizens Can Provide Their Own Protection.
6. Citizens Feel Their Voices Are Not Being Heard.
7. Lack of Transparency.
8. Opportunities Had Not Occurred To Inform Voters in a Comprehensive Non-Special Interest Fashion.
9. No JS&PSS Business Plan From JO CO Government.

## **E. Research**

The goal of the Exploratory Committee at this stage is to continue researching toward the most accurate inclusive list of citizen issues. Appendix A addresses letter-to-the-editor, newspaper coverage, and the informal interviews of JO CO citizens by members of the JS&PSS Committee, including the general interview script used. [add section on methods of measuring public opinion]

**1. Media** The problems/issues list was initially developed by the JS&PSS Committee as supplemented by a non-random set of informal interviews of JO CO citizens, and articles from The Grants Pass Daily Courier (e.g., citizen guest opinions and letters to editor, reporter articles, etc.). The information from guest opinions and letters to the editor may not be quotes.

**a) The Grants Pass Daily Courier** The Grants Pass Daily Courier is an independent daily newspaper published in Grants Pass, Oregon, United States. The Courier covers Grants Pass and the surrounding area and is delivered throughout Josephine County, as well as parts of Jackson and Douglas counties. It was established in 1885 and is owned by Courier Publishing Company. The Courier is an evening paper published every day except Sunday and Monday. Its circulation is approximately 16,000.

**(1) Guest Opinions** (From The Grants Pass Daily Courier)

**(2) Letters To The Editor** The following approximately 60 letters to the editor (i.e., April 10 - June 12, 2015) are not nearly the comprehensive set (Present - March 8, 2013) in the archives of the JS&PSS Committee, HNA&HS. They are examples to illustrate what citizens are writing and as a quality control check on the June 14, 2015 preliminary list of issues developed by the JS&PSS Committee (Appendix A). Letters to the editor could be added or subtracted from this section, per decisions and available time of the JS&PSS Committee.

**(3) Opinions Editor** Opinions from the editor of The Grants Pass Daily Courier are not nearly the comprehensive set in the archives of the JS&PSS Committee, HNA&HS. They are examples to illustrate what the editor was writing and as a quality control check on the June 14, 2015 preliminary list of issues developed by the JS&PSS Committee (Appendix A).

**(4) Reporter Coverage/Other** Reporter articles from The Grants Pass Daily Courier are not a comprehensive set in the archives of the JS&PSS Committee, HNA&HS. They are examples to illustrate what reporters were covering as a quality control check on the June 14, 2015 preliminary list of issues developed by the JS&PSS Committee Appendix A).

### **b) Other News**

**2. Voters' Pamphlet** Additional volunteer will result in a more comprehensive analysis (Appendix A). For example, one job additional volunteers will address is the analysis of the four voters' pamphlets for arguments against levies. This will result in a more comprehensive coverage, and therefore, better quality control.

## **F. Summary Of Preliminary July 15, 2015 JS&PSS Issues**

The Hugo JS&PSS Exploratory Committee believes the identification of the preliminary issues for why the levies failed has merit in its own right as a standalone summary of the problem as viewed by the majority of JO CO citizens (i.e., you can't find solutions that last if you don't know the specific problem(s)). The issues identified by the committee were supplemented primarily with information from a non-random set of informal interviews of JO CO citizens, and articles from The Grants Pass Daily Courier (e.g., citizen guest opinions and letters to editor, reporter articles, etc.).

This list of preliminary issues, not listed in order of importance, will probably change further prior to the date of actually submitting an application for a study grant. They are categorized by two ideas identified by the public.

1. Consider a range of public safety funding and service level alternatives, both dollars and staff, and range of type of taxpayer, and
2. Public involvement consultation and criteria issues that should be considered in the design of alternatives.

As food for thought, not quite fitting the two ideas is one citizen's overall impression.

In reflection, what did the majority of voters seem to say about themselves on this issue [after failure of 4<sup>th</sup> levy]? 1. We are too poor to pay for more sheriff's deputies and an adequate jail staff; 2. We will always be too poor for these priorities; 3. We are pessimistic about our economic future; 4. We think the federal government should pay for county government; 5. We think that unregulated mining and timber cutting is the answer to our poverty, so long as we don't have to live in the mess or look at it; 6. We don't trust any form of government that asks anything more of us. If you come to JO CO, you are entering a place where the voting majority feels under siege. . . A place where saying no to future responsibility is easier than saying yes to possibilities for growth. Where a gun is the answer to any question.

Another citizen's thoughts on considering a range taxpayer type funding alternatives follows.

Josephine County commissioners only funding solution was the easy pickin's property tax instead of other alternatives, such as an in-county-only lottery.

Everyone I know who voted no on the levy did so as they felt there should be other alternatives sought other than placing the entire burden on the homeowner. Pretty narrow thinking. I for one would be glad to attend a forum to discuss possible alternatives to a property tax. There are people who own homes who are on fixed incomes, and they could lose their homes as a result of the considerable taxes the levy would have created. Many people forget that folks who live in the county have to pay for their fire protection in addition to their property tax. I pay nearly \$600 per year and it goes up every year.

Time for both the county commissioners and the Grants Pass City Council to host a series of joint forums to get real input from concerned citizens, especially those that voted no on the past four levies. Please realize riding the property tax owners backs is dead on arrival. Estimate the cost each of the proposed solutions and present that information to the public. Need real input from folks that realize more money is needed but continue to vote no on a property tax only solution.

Many citizens asked for a range of public safety funding and service level alternatives, both dollars and staff, and range of type of taxpayer. Some asked for a consideration of a mix of taxpayer types funding the safety program.

The two ideas identified by the public were transformed into two ranges of alternatives and a set of public involvement consultation criteria (Appendix A).

### **1a. Ideas**

Idea 1. Consider a range of public safety funding and service level alternatives, both dollars and staff, and range of type of taxpayer, and

Idea 2. Public involvement consultation and criteria issues that should be considered in the design of alternatives.

### **1b. Alternatives**

1a. Range of Public Safety Funding and Service Level Alternatives

1b. Range of Alternative Types of Taxpayers Funding Public Safety Program

### **1c. Citizen Involvement**

Public Involvement Consultation and Criteria Considered In Design of Alternatives

### **1d. Major Sources Of Revenue?**

1. Permanent tax rate of 58 cents per \$1,000 of assessed value: \$3 million or so.
2. Percent of receipts from federal timber sales (2 + 3 = approximately \$2 million).
3. Payments In Lieu of Taxes (2 + 3 = approximately \$2 million).
4. SRS payments: federal county payments extension with about \$4.6 million available during the fiscal year that begins July 1, 2015 and another \$4.3 million for the fiscal year that begins on July 1, 2016. Historically they averaged about 12 million.

Property tax for county services is 82 cents per \$1,000 — 58 cents permanent, 15.8 cents for the voter-approved jail bond, and 8 cents for three years for an Animal Control levy.

## **1e. List of Citizen Identified Range of Public Safety Funding and Service Level**

**Alternatives** Rough dollar estimates are identified in Appendix A (i.e., from an enhanced alternative greater than the maximum annual average federal SRS payments to an alternative with zero SRS payments).

1. Adult Jail Beds
  2. Juvenile Justice Center
  3. District Attorney's Office
  4. Court Services
  5. Rural Patrol Deputies
  6. Criminal Investigations & Related Sheriff's Office Support Services (1 or 2 services?)
  7. Animal Protection
  8. Cost Per \$1,000 Assessed Property Value
- Costs of JS&PSS Increase Significantly Above Old Status Quo 2000 level Prior to SRS: More Than \$15 Million Alternative?
  - Costs of JS&PSS May 15, 2012 Levy Measure 17 - 43, \$1.99 per \$1,000 Assessed Value: \$14 Million Alternative?
  - Costs of JS&PSS would increase back to the Old Status Quo 2000 level Prior to SRS: Approximately \$12 Million Alternative?
  - Costs of JS&PSS May 21, 2013 Levy Measure 17 - 49, \$1.48 per \$1,000 Assessed Value: \$10 Million Alternative?
  - 2015 Session of Oregon Legislature, House Joint Resolution 21. Proposing amendment to Oregon Constitution relating to the property tax rates of counties. Proposes amendment to Oregon Constitution that provides that rate of ad valorem property taxes imposed by county for any property tax year may not be less than \$2.00 per thousand dollars of assessed value and excepts \$2.00 per thousand dollars minimum from compression under Ballot Measure 5 (1990).
  - Costs of JS&PSS May 19, 2015 Levy Measure 17-66, \$1.40 per \$1,000 Assessed Value: Approximately \$9 million - \$10.5 Million Alternative?
  - Costs of JS&PSS May 20, 2014 Levy Measure 17 - 59, \$1.19 per \$1,000 Assessed Value: \$8.3 Million Alternative.
  - No Action Alternative - Live Within Your Budget Alternative: Approximately \$7.6 Million?
  - Citizens Can Provide Their Own Protection At Current Funding Alternative: No SRS Federal Payments: Approximately 3 Million Dollars?
  - Unknown Timber Program Future: Approximately 5 - ? Million Dollars?
  - Minimally Adequate level of public safety services Alternative (Oregon House Bill 3453 criteria).
  - Declare Bankruptcy Alternative (i.e., like the 2013 OR HB 4176 that died in committee).
  - State Implements Oregon House Bill (HB) 3453 Alternative.
  - Sales Tax Alternative.
  - O&C Revenues: Wyden Bill.
  - O&C Revenues: County take back the O&C lands as they used to be in private ownership paying taxes.
  - O&C Revenues Federal government pay JO CO the equivalent of what private rural commercial timber companies presently pay, on a per-acre basis.



- City and County Residents Pay Their Usage Share Alternative (i.e., city and county special taxing districts).
- New Combinations of Alternatives.

### **1f. Range of Alternative Types of Taxpayers Funding Public Safety Program**

- Property Taxes.

The vast majority of counties in the U.S. fund law enforcement with property taxes. If there was another, better way, these other counties likely would have found it by now.

- Sales Tax.
- Flat Taxes. Flat income tax on the county residents or flat income tax on all income not derived from Social Security or pensions.
- Volunteer Payments.
- In-County-Only Lottery.
- Mix Of Types of Taxpayers.
- Permanent Tax District(s).
- O&C Revenues: Wyden's bill: U.S. Senate Holds Hearing on Oregon Senator Wyden's O&C Bill to Double Timber Harvests, Protect Oregon's Treasures.
- O&C Revenues: County take back the O&C lands as they used to be in private ownership paying taxes.
- O&C Revenues Federal government pay JO CO the equivalent of what private landowners pay, on a per-acre basis.

## **2. Public Involvement Consultation and Criteria Considered In Design of Alternatives**

Summaries of the public involvement consultation and criteria considered in design of alternatives follow.

- Public Safety Should Be Paid By Public. Summary Paragraph.
- Mistrust in Government Growing: Honesty, Transparency and Accountability. Summary Paragraph.
- Citizens Feel Their Voices Are Not Being Heard. What Part Of “No” Don’t They Understand? Summary Paragraph.
- Rural Patrol Presence Has Not Changed From 2000 - 2015; I Don’t Feel More Unsafe Or More Safe. Summary Paragraph.
- Not Fair That Only Property Owners Pay. Summary Paragraph.
- Opportunities Had Not Occurred To Inform Voters in a Comprehensive Non-Special Interest Fashion: Planning & Business Plan. Summary Paragraph.
- Cumulative Assessments Coordinated By JO CO Assessor Office Unaffordable to Many. Summary Paragraph.
- Not Fair That Only Property Owners Pay. Summary Paragraph.
- Promote Economic Development & Education. Summary Paragraph.
- Permanent 58 Cents Per 1,000 JO CO Tax & Current Taxes, Fees, Etc. As Identified By JO CO Assessor’s Office. Summary Paragraph.
- Income & Opportunities Inequity Affects Ability To Pay/Multiple Overlapping Socio-Economic Issues Affect Ability to Pay Taxes, Fees, Etc. Summary Paragraph.
- City and County Residents Should Pay Their Usage Share. Summary Paragraph.

### **G. Preliminary Grant Application JS&PSS Issues: Unknown Date**

## **V. HISTORY**

### **A. Introduction: TGPDC View**

- Widdison, Kevin, Opinions Editor. May 3, 2015. *Public Safety Levy Reasonable, Given Current Situation*. The Grants Pass Daily Courier (TGPDC). Grants Pass, OR.

In the 1980s Josephine County was in the enviable position of paying for all of its government services using timber money from harvests on federal land. There was plenty of money to go around, for law enforcement, libraries, parks and more. Then along came the '90s, when harvests declined dramatically. As the harvests dwindled, so did revenue in Josephine and other timber counties. The federal government, recognizing that its own environmental policies contributed to this situation, stepped in with subsidies to make up for lost revenue (i.e., SRS, etc.). At the time, there was probably a presumption the ship would eventually right itself and the subsidies would only be temporary. Things didn't work out that way. As the years went by, harvests never rebounded to anywhere near the 1980s level, and the subsidies from Washington, D.C., just kept rolling in. It was a nice run while it lasted.

But then in 2008, legislation to renew the subsidy included language requiring that the payments get smaller with each successive year. This approach was intended to give timber-dependent counties time to develop new funding plans. Unfortunately, at the end of the four-year phase-out, we in Josephine County had done nothing except hope for another renewal of the subsidies. With each successive renewal, we've been told the federal money is nothing more than a "bridge" to get us to a future that does not include federal county payments. Sooner or later, Congress will make good on this promise.

Regardless of whether such a judgment is fair, many congressmen in other parts of the nation see county payments as a form of pork barrel spending, and they have little motive to support the program. The amount coming our way in the most recent renewal is one-third of what we once received. Eventually, it will disappear altogether.

### **B. Historical Funding (Appendix B2)**

#### **1. JO CO JS&PSS Funding History: 2000 - 2012**

The information in Section IV.A. is from the Hugo JSEC's July 9, 2013 educational brochure - *Justice System Public Safety Services Funding History: 2000 - 2012*.

- Hugo Justice System Exploratory Committee. July 9, 2013. *Justice System Public Safety Services Funding History: 2000 - 2012*. Funding From Secure Rural Schools and Community Self-Determination Act (SRS; P.L. 106-393) Disappears. Brochure IIID.2 Justice System & Public Safety Services Series. Hugo, OR.

**1916 O & C Lands And County Funding** The 1916 "Chamberlain-Ferris Act" which vested the O&C lands to the government distributed timber sale revenues to the O&C Railroad, the federal treasury, and the O&C Counties, such as Josephine County. In 1926 the "Stanfield Act" redistributed the funds, authorizing lump-sum transfers of \$7 million to the O&C Counties at a rate of \$500,000 per year. But this was not satisfactory to the O&C counties because they felt the acts did not mandate enough cutting and they didn't get enough revenue.

**The 1937 O&C Act** overhauled the timber management and revenue distribution scheme. It allowed the federal government to pay fifty percent of gross timber revenues directly to the O&C counties, plus twenty five percent (for unpaid Railroad property taxes). In 1953 Congress directed 25% of the revenue to road building and other capital improvements on the O&C lands, leaving only 50% paid to counties. These payment schemes tied timber harvests to county revenues and made county government a champion of increased logging.

**2000 Secure Rural Schools and Community Self-Determination Act (SRS; P.L. 106-393)**

The 1937 funding arrangement lasted until the 2000 SRS which was a temporary, optional program of payments based on historic, rather than current, revenues. Because of decreased timber revenues (most of the old-growth was cut and there were T& E issues on O&C lands), The O & C counties pushed to decouple timber harvests from county revenue. The SRS provides direct payment to counties from the federal government in lieu of taxes.

**2008 SRS Reauthorized Through 2011** Many counties are compensated for the tax-exempt status of federal lands. Counties with national forest lands and with certain Bureau of Land Management lands have historically received a percentage of agency revenues, primarily from timber sales. However, timber sales have declined substantially—by more than 90% in some areas. The 2008 reauthorization had a four year ramp-down in funding to expire 2012.

**Table V-1. Josephine County Justice System Public Safety Services Funding History: 2000 - 2012**

**SRS Payments\***

2000	\$12,524,049.92
2001	\$12,723,541.55
2002	\$12,393,868.10
2003	\$12,554,988.38
2004	\$12,843,753.12
2005	\$13,885,138.51
2006	\$14,023,989.89
2007	\$13,995,208.93

**SRS Payments<sup>5</sup>**

2008	\$12,621,591
2009	\$11,359,432
2010	\$10,237,513
2011	\$5,777,421
2012	\$5,488,568

**NFS Payments\*\***

\$2,756,526
\$2,480,873
\$2,235,849
\$1,654,373
\$1,589,434

\*. Oregon/Washington BLM. Downloaded July 9, 2013. Official Payments Made to Counties: 2000 - 2011. Washington, DC (<http://www.blm.gov/or/rac/ctypaypayments.php>).

\*\* Partnership for Rural America Campaign. Downloaded July 9, 2013. *Oregon SRS Payments by County*. JO CO - O&C Payments (SRS Payments) & JO CO National Forest Payments). ([http://www.partnershipforruralamerica.org/States/Oregon/State\\_Oregon.shtml](http://www.partnershipforruralamerica.org/States/Oregon/State_Oregon.shtml))

**2012** On July 6, 2012, the Secure Rural Schools and Community Self-Determination Act of 2000 was reauthorized for federal fiscal year (FY) 2012 as part of Public Law 112-141. This one-year reauthorization of the SRS Act made some significant changes to the previous reauthorization in Public Law 110-343.

**In summary**, 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.

## **2. JO CO JS&PSS Funding History: 2013 - 2015 (Appendix B2)**

Official Secure Rural Schools Payments Made to Counties  
USDI, Bureau of Land Management  
<http://www.blm.gov/or/rac/ctypaypayments.php>  
Downloaded July 6, 2015

In May 2015, the BLM made payment to 18 counties in western Oregon eligible under the Secure Rural Schools and Community Self-Determination Act extension. The amount paid to the Oregon & California (O&C) counties was \$20,290,958.71. In February 2015, the BLM previously paid the O&C Counties \$18,000,344.15 for Fiscal Year 2014. The total amount paid to the O&C counties is \$38,291,302.

In April 2015, the Secure Rural Schools and Community Self-Determination Act was reauthorized as a part of the Medicare Access and CHIP Reauthorization Act of 2015 (Public Law 114-10). The new language in the reauthorization of the Secure Rural Schools and Community Self-Determination Act extension locked-in the allocation elections made by counties for Fiscal Year 2013 for two fiscal years. The deadline to initiate a Title II or Title III project has been extended to September 30, 2017, and the deadline to obligate Title II or Title III funds has been extended to September 30, 2018.

**Table V-2. Josephine County Justice System Public Safety Services Funding History: 2013 - 2015**

**FY15**

COUNTY	Title I*	Title II**	Title III	Grand Total
Josephine	2,174,441.57	2,998,917.08	449,857.27	5,623,215.92
	* February 13, 2015			
	** May 29, 2015			

**FY2013 Receipts Distributed in FY2014**

COUNTY	Title I	Title II	Title III	Grand Total
Josephine	\$4,858,134.61	\$457,236.20	\$400,081.67	\$5,715,452.48

**FY2012 Receipts, Distributed in FY2013**

COUNTY	Title I	Title II	Title III	Grand Total
Josephine	241,938.06	22,770.64	19,924.31	284,633.01

## C. Oregon Legislation

**1. Oregon Senate Bill 77 (2009)** Relating to fiscally distressed counties; declaring an emergency. The 2009 Oregon Senate Bill 77 established the process to declare a public safety services emergency in a fiscally distressed county. The bill had been codified at ORS 203.095 and 203.100. Under this bill the Oregon Criminal Justice Commission (OCJC) was identified as the agency to establish the process to declare a public safety services emergency in a fiscally distressed county. The bill had been codified at ORS 203.095 and 203.100. The JS&PSS found it work sound, especially its summation of the difficulty of reviewing and analyzing public safety services provided by the county to determine whether the county is providing a “minimally adequate level of public safety services.” It had the task of writing the regulations to implement the law (i.e., OAR 213-070-000).

- Br. III.E.1.6.3.3 OR Criminal Justice Commission’s & OR Senate Bill 77

**These counties suffer from a multiplier effect of structural features which could negatively affect public safety in these counties if that funding ends:** (1) they have substantial percentages of their general funds dependent on the SSR funds (40-70%), (2) most of their general funds are dedicated to public safety, (3) they have relatively low property tax rates and/or receive a small percentage of the property taxes levied in that county with little legal room, or political opportunity, to increase those rates, and (4) substantial fractions of these counties are federally owned, not subject to taxation.

The last Legislature, concerned about the looming potential loss of SSR funding, enacted SB 77 relating to the declaration of a “public safety services emergency.” **In the face of such a declaration, the OCJC would be required to “review and analyze public safety services provided by the county” to determine whether the county is providing a “minimally adequate level of public safety services.”** There are substantial differences between counties in terms of, among other things, their geographic and demographic characteristics, historic crime rates and their willingness to tolerate certain levels of crime and their past and present funding of various public safety services. Given these, and other, substantial differences, writing rules for how to determine whether a particular county is providing “minimally adequate public safety services” is a difficult task indeed. **A committee of the OCJC is currently at work developing both a conceptual framework as well as draft rules to comply with the legislative directives laid out in SB 77.** The OCJC hopes to finalize the initial draft rule by the end of July, 2010.

**OAR 213-070-000** [2013 Note: The OCJC was successful and OAR 213-070-000 was finalized in 2011]. You are invited and encouraged to participate in this effort by making recommendations to the CJC concerning our efforts to write the rules for determining “minimally adequate” public safety services in an affected county. **What services should be taken into account, what are the key data elements in measuring a particular public safety service and how should they be measured?** The current thought is that the rules should be such that, given the variability in counties, these rules must flexible in application while being based on uniformity in the categories and data categories utilized for any given public safety service. We look forward to your input.

**2. Oregon House Bill 4176 (2012)** Oregon House Bill 4176 (2012). Relating to counties in fiscal distress; creating new provisions; amending ORS 203.095 and 203.100; repealing ORS 203.095 and 203.100; appropriating money; limiting expenditures; and declaring an emergency.

**3. Oregon House Bill 2924 (2013) - Declare Bankruptcy** Authorizes local governments and special government bodies to file for relief under federal bankruptcy law. Died In Committee.

- Br. IIIF.6 Alternative 6: Declare Bankruptcy

**4. Oregon House Bill 3453 (2013)** Oregon House Bill 3453 (2013). Provides that the Governor of Oregon may proclaim public safety fiscal emergency for one or more counties where fiscal conditions compromise county ability to provide minimally adequate level of public safety services.

**5. Oregon House Joint Resolution 21 (2015)** Oregon House Joint Resolution 21 proposes an amendment to Oregon Constitution that provides that rate of ad valorem property taxes imposed by county for any property tax year may not be less than \$2.00 per thousand dollars of assessed value and excepts \$2.00 per thousand dollars minimum from compression under Ballot Measure 5 (1990). Refers proposed amendment to people for their approval or rejection at next primary election. It appears that Resolution 21 is an attempt to implement a FFP Task Force strategy (FFP Task Force Final Report, p. 43).

Oregon House Joint Resolution 21: February 4 2015

OR State Legislature page for HJR21

<https://legiscan.com/OR/bill/HJR21/2015>

Downloaded July 2, 2015

Oregon Joint Resolution: A measure used for proposing Constitutional amendments, creating interim committees, giving direction to a state agency, expressing legislative approval of action taken by someone else, or authorizing a kind of temporary action to be taken. A joint resolution may also authorize expenditures out of the legislative expense appropriations.

Status.

78th OREGON LEGISLATIVE ASSEMBLY--2015 Regular Session

Spectrum: Partisan Bill (? 1-0)

Status: Introduced on February 4 2015 - 25% progression

Action: 2015-06-12 - Referred to Rules by prior reference.

Pending: House Rules Committee

Text: Latest bill text (Introduced)

Summary.

Proposes amendment to Oregon Constitution that provides that rate of ad valorem property taxes imposed by county for any property tax year may not be less than \$2.00 per thousand dollars of assessed value and excepts \$2.00 per thousand dollars minimum from compression under Ballot Measure 5 (1990). Refers proposed amendment to people for their approval or rejection at next primary election.

Sponsors.

House of Delegates Committee On Revenue Committee

*Salem Sets Sights on County Public Safety Funding*

Consider it a shot across the bow: House Joint Resolution 21 would amend the Oregon Constitution to require every county to have a county-government tax rate of at least \$2 per \$1,000 of assessed value. The proposal appears to be in reaction to the situation in Josephine, Curry and some other counties, in which resources are insufficient to properly fund public safety agencies.

- Widdison, Kevin. July 1, 2015. *Salem Sets Sights on County Public Safety Funding*. Opinions Editor, The Grants Pass Daily Courier. Grants Pass, OR.



**OAR 213-070-000** These rules implementing 2009 Oregon Senate Bill 77 were repealed.

**Purpose.** OAR 213-070-0000. The purpose of these rules is to provide guidance about the process and procedures the Criminal Justice Commission (CJC) will employ if the governing body of any CO or the Governor seeks a declaration of a PSS Emergency by requesting that the CJC review and analyze PSS provided by that CO.

**Policy.** OAR 213-070-0005. The resulting guidelines are intended to incorporate factors integral to a reasonable and adequate operation of each area of PSS under consideration, in order to facilitate the ability to evaluate each CO's current level of PSS relative to its own historic standards PSS levels. The CJC recognizes that individual counties have differing priorities and methodologies of providing PSS, and to that end the CJC intends to compare a CO's current provision of PSS to that same county's historic level of services provision, rather than to compare a CO's provision of PSS to that of other COs.

#### **D. Josephine County Levies**

- Br. IIIH.5.3 OSU'S RSP State of Oregon Property Tax Policies

State Of Oregon Property Tax Policies. Property taxes represent the largest source of locally-generated general revenue for local governments, both nationally and in Oregon. Property taxes are collected by local governments to support schools, roads, law enforcement, fire protection, libraries, parks and other services. Oregon's property tax system is uniquely limited by two voter-passed constitutional amendments – Measures 5 and 50.

- Br. IIIH.4.2 OR COs: 2012 Review of Fiscal Indicators (FI) 1 Local Support & 2 Timber Payment Dependence

**Property taxes are one of the most important sources of locally generated revenues for a county.** Property taxes are composed of three primary parts: 1) permanent rate and gap bond levies, 2) local option levies, and 3) bond levies. Most taxing districts can utilize any of these three types of taxes.

Use statement about property taxes normally being the standard.

## 1. Josephine County's Tax Levies over the Years

The county has made several attempts to raise revenues for public safety through local bond levy options. In 2000, voters approved a one-year levy, after rural patrols were cut. But in 2004, a proposed jail operations levy failed, and in May 2007, a proposed county public safety levy failed, both with more than 60 percent of voters against it. In November 2008, the county proposed two public safety tax districts – one for the entire county (including cities) to fund the jail at \$1.80/1,000 and one for the county (outside city limits) to fund patrol at \$1.09/1,000. The service district model was the way the county elected to obtain stable funding, and was based on levels of service seen in FY 2000-2001. They were both rejected by voters in by a two-thirds margin (Changing, p. 52).

- Hugo Justice System Exploratory Committee. Very Draft September 30, 2013. *Josephine County, Tax Levies over the Years*. Brochure Br. III.D.10.4 Justice System & Public Safety Services Series. Hugo, OR.

The 2012 expiration of federal funding for services resulted in four JO CO proposed levies as a solution. The Hugo Justice System Exploratory Committee (HJSEC) believes an informed public will consider the following question when voting on future public safety levies.

***“Is JO CO providing an minimally adequate level of public safety services?”***

The average permanent tax rate (PTR) among Oregon counties is \$2.81 per \$1,000 of assessed property value (AV). Josephine and Curry Counties have the lowest permanent tax rates and are the only counties with rates below \$1.00. Low permanent rates combined with limited taxable property can constrain a county's ability to raise revenues. To illustrate, in 2011 JO CO, with the lowest permanent tax rate of \$0.59 and 62% of its area in non-taxable federal lands, generated the least amount of local revenues at \$191 per capita.

**2. Josephine County's Tax Levies: 2012 - 2015** The 2012 expiration of federal funding in JO CO, Oregon, used mostly for public safety services, resulted in four tax levies as solutions. They all failed.

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%.
- [Josephine County] Past Election Results: 2012 - 2015  
Josephine County Clerk and Recorder's Office Web Page: Past Election Results  
<http://www.co.josephine.or.us/Page.asp?NavID=754>

- Harvey, Art: County Clerk & Recorder. Downloaded June 30, 2015. *Josephine County Past Election Results*. Josephine County, Oregon. Grants Pass, OR. <http://www.co.josephine.or.us/Page.asp?NavID=754>.

Josephine County Clerk and Recorder's Office Web Page: Home  
<http://www.co.josephine.or.us/SectionIndex.asp?SectionID=110>  
 Email: [clerk@co.josephine.or.us](mailto:clerk@co.josephine.or.us)

### 3. Josephine County's Tax Levies: 2004? - 2011?

- [Josephine County] Past Election Results: 20?? - 20??  
 Josephine County Clerk and Recorder's Office Web Page: Past Election Results  
<http://www.co.josephine.or.us/Page.asp?NavID=754>
- May 18, 2004 JO CO-wide Primary Election Measure 17 - 1 Library Levy, failed 49 - 44.44 percent.
- November 2, 2004 JO CO-wide General Election Measure 17 - 4 Four Year Jail Operations, failed 58.85 - 35.97 percent.
- November 7, 2006 JO CO-wide General Election Measure 17 - 16 Proposed Josephine Cty. Library District, failed 57.06 - 42.94 percent.
- May 15, 2007 JO CO-wide Special Election Measure 17 - 19 Criminal Justice Levy, failed 62.5 - 37.5 percent.
- November 4 2008 JO CO-wide General Election Measure 17 - 22 Grants Pass Public Safety, failed 50.61 - 49.39 percent.
- May 19, 2009 GP City-wide Special District Election Measure 17 - 28 Grants Pass Public Safety, passed 66.96 - 33.31 percent.
- November 2, 2010 JO CO-wide General Election Measure 17 - 35 Grants Pass Public Safety, passed 65.21 - 34.79 percent.

In summary, the JS&PSS Committee believes the question, *Is JO CO providing an minimally adequate level of public safety services?*, has never been addressed. No one has shared the threshold standard of a “minimally adequate level of public safety services.”

Although the Oregon Criminal Justice Commission (OCJC) no longer has responsibility, it provided an invaluable service in addressing the standards and criteria to determine “*minimally adequate level of public safety services*” that will continue to be researched. Its premise follows.

*There are substantial differences between counties in terms of, among other things, their geographic and demographic characteristics, historic crime rates and their willingness to tolerate certain levels of crime and their past and present funding of various public safety services. Given these, and other, substantial differences, writing rules for how to determine whether a particular county is providing “minimally adequate public safety services” is a difficult task. What services should be taken into account, what are the key data elements in measuring a particular public safety service and how should they be measured?*

Br. III.E.1.6.3 Oregon Criminal Justice Commission

Further, the answer of how the voters will respond to new proposed levies is not clear, pro or con. The biggest danger may be complacency – the belief that policies that have worked for so long should be continued in our new normal.

## VI. PROCEDURAL REQUIREMENTS

The Section VI Procedural Requirements were adapted from common federal impact studies (Appendix D1).

### A. Procedural Requirements For JS&PSS Study Design

This section covers two topics applicable to the proposed JS&PSS Study Design and ultimate JS&PSS Study.

- Logical and Coherent Record.
- Procedural Standards.

Br. III.C.1            Analysis Methodology (final)  
Br. III.C.2            Adequate Information

**1. Logical and Coherent Record** A crucial requirement is providing a logical and coherent record (Chpt III). Simply stated, adequate information is the goal. An adequate information assessment/analysis has several elements and a conclusion of adequacy.

*“The dogmas of the quiet past are inadequate to the stormy present.  
The occasion is piled high with difficulty, and we must rise with the occasion.  
As our case is new, so we must think anew and act anew.”*

December 1, 1862 Annual Message to Congress -- Concluding Remarks by Abraham Lincoln.

- Information Is Understood Or Not
- Supporting Arguments Are Made Or Not
- Standard(s) of Review
- Applicable Evidence/Facts
- References and Sources of Information
- Compliance With Adequacy Information Analysis Elements Or Not

Br.III.G.1            Adequate Information & Analysis Methodology  
Br.III.G.1.1          Information Is Understood Or Not  
Br.III.G.1.2          Supporting Arguments Are Made Or Not  
Br.III.G.1.2.1        Standard(s) of Review  
Br.III.G.1.2.2        Applicable Evidence/Facts  
Br.III.G.1.2.3        Primary References and Sources of Information  
Br.III.G.1.3          Compliance With Standards Or Not

The goal is researching, writing, and editing from a neutral point of view, meaning representing fairly, proportionately, and, as far as possible, without bias, all of the significant views that have been published by reliable sources on a topic.

Verifiability means that people reading Committee documents can check where the information comes and make their own determination if the references or sources are reliable. The HJSEC's goal is not to try impose "the truth" on its readers, and does not ask that they trust something just because they read it in a HJSEC educational brochure. It does not ask for trust. Its goal is to

empower citizens through educational materials that can be checked in order for the neighbors to find their own truth.

The appropriateness of any source depends on the context. The best sources have a professional structure in place for checking or analyzing facts, legal issues, evidence, and arguments. The greater the degree of scrutiny given to these issues, the more reliable the source.

Beware, truth isn't always something as clear and unquestionable as desired. In many cases, such as in topics related to social sciences, there is no "truth" but simply opinions and assumptions. Which is the best political system? Was this or that government a good or bad one? There are very few "true" answers to such questions. There are facts, opinions, facts about opinions and opinions about opinions. In most topics there is more than truths and lies under the sun: there are half-truths, lack of context, words with double or unclear meaning, logical fallacies, cherry-picked pieces of information to lead the reader to a predetermined conclusion, inadvertent reuse of someone else's lies, even misunderstandings. A statement may fail to adequately convey the state of affairs regarding some topic, without that statement being an actual lie. In other cases, accuracy itself is under dispute: a certain question may indeed have a "true" answer, but lack of complete information leads to people supporting a variety of possible answers.

**2. Procedural Standards** The ultimate “Study Team” (Chapter XII) will be primarily using the procedural standards identified in this chapter to develop and evaluate in the Analysis of Public Situation and JS&PSS Study documents (Appendix D1). One procedural standard which will be cited many times follows; it deals with the public having a complete and objective evaluation of significant impacts. The specific rationale why this standard is met or not meet will be provided for each affection condition and impact.

*An impact study is intended to provide the public and decisionmakers with a complete and objective evaluation of significant impacts, both beneficial and adverse, resulting from all reasonable alternatives.*

Public comments on this document, all its appendices, and other supporting material are appreciated. The following comment categories would be helpful.

- *Information that would affect the Study Design.*
- *Suggestions for improving or clarifying the issues and range of alternatives.*
- *Possible improvements in the analysis, especially information on affected conditions, condition indicators, and standards.*

Public comments (written or oral) play an integral role in the JS&PSS Design Study, APS, and Study. Comments on the APS is the first advertised media opportunity the public will have to formally review and comment on the impact analysis and the identified problem/issue, affected conditions, range of alternatives and impacts. Comments are most appreciated if they: are substantive and relate to inadequacies or inaccuracies in the analysis or methodologies used;

identify new impacts or recommend reasonable new alternatives or mitigation measures; or involve substantive disagreements on interpretations of significance. One of the public's most important public comment opportunities is — *“Disagreements With Significance Determinations.”*

## **B. Impact Methods**

Impact methodologies are part of the procedural standards, but they are covered as a separate topic because it is imperative that an informed public understand the basis for understanding and judging the reliability of the impact analysis. It is especially important that the public have a clear explanation of the methodology and assumptions when information critical to the analysis was incomplete or unavailable (Appendix D1).

The bodies of the APS and JS&PSS Study should be a succinct statement of all the information on impacts and alternatives that the public needs, in order to make the decision and to ascertain that every significant factor has been examined. The JS&PSS Study must explain or summarize methodologies of research and modeling, and the result of research that may have been conducted to analyze impacts and alternatives (Appendix D1). Lengthy technical discussions of modeling methodology, baseline studies, or other detailed work are best reserved for an appendix.

The magnitude of all impacts should be identified and the risks associated with such impacts assessed. The description of impacts should identify how short-term uses will affect long-range productivity and identify any irreversible and irretrievable commitments resulting from those uses. Clarity of expression, logical thought processes, and rationale explanations are crucial. Subjective terms should be avoided. The analysis should lead to a pointed conclusion about the amount and degree of change (impact) caused by the alternatives (Appendix D1).

**1. Introduction** Impact Methods are focused on carrying capacity as defined by concepts of explicit and implicit thresholds (often called indicators and standards), capacity estimates, numerical estimation capacity process, and risk of a particular quality of thresholds.

Not surprisingly, time and resources are positively related to the quality of thresholds and the accuracy of capacity estimates. More accurate and defensible approaches are more costly, in time and resources. Capacity processes can generally be arrayed on a spectrum from (1) explicit thresholds, high accuracy approaches that require substantial time and resources to (2) implicit thresholds, low accuracy approaches that require little time and resources. The selection of a numerical estimation capacity process will largely be one of selecting an appropriate point on this spectrum, understanding the limitations of whatever process is undertaken, and striving to minimize those limitations. This is similar to the concept of a sliding scale: “The sliding scale rule of analysis says that the level of analysis should be commensurate with the purpose or potential consequences.” The greater the potential impacts or risks, the more certainty and precision are needed, with resultant implications for the amount and quality of science and information that is needed (USDOA, USFS, Rocky Mountain Research Station. October 2010).

*Numerical Visitor Capacity: A Guide to its Use in Wilderness*. Fort Collins, CO; Interorganizational Committee on Guidelines and Principles for Social Impact Assessment).

**Interorganizational Committee on Guidelines and Principles for Social Impact Assessment (ICG&PSIA)** One social impact assessment method that will be considered is by the ICG&PSIA as it embodies most of the concepts contained in other definitions. According to the Interorganizational Committee, an SIA is an effort to assess or estimate, in advance, the social consequences that are likely to follow from specific policy actions, and specific government actions (Appendix B1).

Interorganizational Committee on Guidelines and Principles for Social Impact Assessment,  
“Guidelines and Principles for Social Impact Assessment.” U.S. Department of Commerce, NOAA  
Technical Memo. NMFS-F/SPO-16, 1994. [www.nmfs.noaa.gov/sfa/social\\_impact\\_guide.htm](http://www.nmfs.noaa.gov/sfa/social_impact_guide.htm) (6 July 2002)

The process of deriving a meaningful numerical capacity is useful for the entirety of “*Contract Compliance Impact Methodology*” (Chpt VII). It involves identifying the problems/issues, goals or desired conditions (i.e., thresholds), affected conditions, and thresholds (i.e., indicators and standards). It requires monitoring, evaluating the factors that influence impacts of concern, and identifying the entire suite of actions to be taken. Consequently, working through a capacity estimation process will benefit any program.

Numerical capacities is only one of many carrying capacity tools. If user capacity (e.g., jail beds, justice system case load, etc.) is used, it must be embedded in the context of a thorough analysis of the root cause of problems/issues and alternative prescriptions of diverse strategies and techniques.

**Carrying Capacity Thresholds (goals or desired conditions)** The terms “threshold” and “standard” are interchangeably, although the use the generic term “threshold” is used most often. As noted earlier, thresholds are not to be exceeded. They are requirements, not a suggestion.

**Estimate Carrying Capacities** Note that the numerical analyses capacities are estimates not decisions. These estimates are likely to change over time, as affected conditions change and better information becomes available on the affected conditions, indicators, and thresholds/standards. In contrast, the thresholds should be stable at least through planning cycles.

**Monitoring Must Be Proactive.** Even if there is no monitoring data and uncertainty is high, capacities can still be estimated. It is not necessary to wait until research and monitoring data are available or to avoid making an estimate because there are insufficient resources for research and monitoring.

Ideally thresholds should be explicit and quantitative. To address the most important values at risk, it is best to develop thresholds for multiple indicators. Explicit, quantitative thresholds are referred to as indicators and standards in speciality processes as well as general planning processes. However, some capacity estimation processes rely on implicit thresholds.

The ultimate decision or plan should establish the baseline conditions at the initiation of planning — including a description of any degradation in the budgeted JO CO JS&PSS Program – and proposed alternatives that will be considered to address this condition.

The baseline conditions of JS&PSS “affected conditions” are needed to estimate impacts. Without these baselines there is little basis from which the degree/intensity of existing and future impacts can be measured, and, therefore, minimal information to ensure continued high quality conditions and to eliminate adverse impacts or improve conditions. A thorough assessment that includes baseline descriptions of the affected conditions is needed.

Prior monitoring research is not absolutely necessary to estimate capacity of the affected conditions but, if done well, it always increases the accuracy of estimates. The importance of monitoring increases as the risk to valued resources increases and as the uncertainty associated with predictions based on professional judgment, logic, experience or research increases (i.e., significant adverse impacts or legal challenges high). The experience in the real world is that monitoring programs are usually not successfully implemented and are started over with each successive planning process.

Where the public or decision-makers have little information and where the impacts of a capacity-based decision are not very controversial, rapid approaches may suffice. However, where the potential for quality of life degradation is significant or there is a high likelihood of the decision being challenged, a more involved, lengthy, collaborative, and precise approach is warranted. The keys to success are (1) employing the best available information; (2) basing estimates on clear objectives, logical thinking, sound science, and professional judgment (so it is not attacked under the arbitrary standard); and (3) refining capacity estimates over time as new information becomes available. It is also important to think about implementation while developing capacities. There is little value to developing capacities if there is no will to implement the actions needed to avoid exceeding carrying capacity.

**2. Significant Impact Methodology** There is a high correlation between the requirements of the JS&PSS Design Study impacts process and the Wild & Scenic Rivers Act (WSRA) and NEPA when it comes to threshold determinations of whether the impacts of a major action significantly affects the quality of the human condition. It is interesting and significant that both the WSRA and NEPA became law in the same year - 1968. They both have principles of carrying capacity and thresholds performing exactly the same task.

1. JS&PSS Design Study significant impacts with indicators and standards.
2. NEPA significant impacts with indicator and thresholds or standards
3. NEPA carrying capacity with indicators and thresholds or standards
4. WSRA user capacities (carrying capacity) indicators with standards (thresholds)



The goal of good public management is to protect the human quality of life for future generations while interfering as little as possible with the efficiency of commerce or the liberty of the people and to limit inequity in who is burdened with the costs.

Today a normal part of an impact methodology is using carrying capacity/thresholds with indicators and standards. In the early 1980s, interdisciplinary specialists were experts at describing their resources of responsibility, but were behind the curve in explaining why impacts to these resources were significantly beneficial and/or adverse.

What criteria should be used to assess whether or not impacts are significant. The ID team is responsible for the identification and use of thresholds of context and intensity for use in determining impacts.

To determine significance, impact prediction may be compared to some parameter or maximum/minimum level of effect beyond which the impacts become significant (i.e., a significance threshold). Law, regulation, prior commitments, professional expertise, the manager's best judgement, and public opinion can affect the setting of significance thresholds.

The analysis of impacts must address direct, indirect (i.e., regional), and cumulative impacts on all affected conditions of the human environment, including critical elements (i.e., JS&PSS, social, political, and economic). Impacts should be identified in relationship to thresholds of context and intensity.

## C. Analysis Documentation & Method

- *Hugo Justice System Exploratory Committee*. July 8, 2013. *Analysis Method*. Brochure IIC.1, Justice System & Public Safety Services Series. Hugo, OR.

### 1. Information Statements by Government, Other Publications, & News Articles

Information about levies sometimes meets information standards, sometimes not. It is most helpful to the public that information statements on levies where the government wishes to tax should be written statements of fact, conclusions, and determinations based upon the evidence or facts at hand, presented relative to the applicable standards for the proposed levy proposed by county. The objective is to minimize opinions and sensationalism.

### 2. Information Statements Should

1. Identify the information issue.
2. Respond to specific issues raised by citizens.
3. Identify the relevant standards or authorities.
4. Identify the facts which were believed would be relied upon by the decision makers.
5. Explain how those facts lead to the conclusion that the standards are, or are not, satisfied.
6. State that the standards are met or not.

**3. Analysis Method** The JS&PSS Exploratory Committee and JS&PSS Study Team will use the following analysis methodology in researching and documenting information issues.

**a) Information Issue** Why is the issue being analyzed and/or documented?

1. How does the issue relate to the question: "Is JO CO providing an adequate level of public safety services?"
2. Was the issue raised by the public?<sup>2</sup>

**b) Known Facts** What are the known facts? The power of future information abstracts documented in brochures is that they spur the question of whether there are better facts and the information can be updated. Sometimes research projects will focus solely on a description of the facts or standards.

**c) Standards** Are there standards or authorities? Sometimes there are scientific standards by which a levy proposal can be analyzed, sometimes not. Standards could be the law, official county polls, or professional opinions by recognized authorities or experts.

**d) Analysis** The goal is objective analysis and documents, not whether the proposed legislation was right or wrong, or in some overt way to try to influence a yes or no vote from the public.

## **D. Basic Impact Methodology Model**

Sound impact planning documents a complete and objective evaluation of significant impacts, including a logical and coherent record (impact methodology) of how they were derived. This requirement is not permissive, but a procedural requirement. The requirement is that the JS&PSS Study provide a full and fair discussion of significant impacts that inform the public of reasonable alternatives which would avoid or minimize adverse impacts, or enhance the quality of the human conditions. The requirement is to focus on significant issues and impact studies that are concise, clear, and to the point, and supported by evidence.

**1. Legal Requirements** There are no legal requirements for the proposed JS&PSS Study except contact law.

**2. Basic Impact Model** The basic impact methodology model follows (Appendix B1). The requirement is for impact studies to be analytic rather than encyclopedic.

- Scoping And Documenting Significant Planning Issues.
- Range of Alternatives Designed And Documented Around Significant Planning Issues.
- Range of Alternatives Compared And Documented By Impact.
- Range of Alternatives Considers And Documents Mitigation Measures.
- Affected Conditions – Description of Existing Conditions Being Significantly Affected.
- Affected Conditions – Incomplete Or Unavailable Information.
- Impacts – Identifying And Documenting Significant.
- Impacts – Incomplete Or Unavailable Information.

**Step 1. Scoping And Documenting Significant Planning Issues.** The standard impact methodology of identifying impacts starts first with the documented significant issues identified during scoping. Although informative, there need be no documentation in later chapters of an impact study that does not relate to the significant issues identified during scoping. In fact, other documentation is usually not needed and not helpful to the public in understanding the significant impacts resulting from the alternatives.

An exception would be “clearing the air” statements about process issues and concerns or other legal disclosures and requirements. The reasons for documenting this kind of information should be provided.

**Step 2a. Range of Alternatives Designed And Documented Around Significant Planning Issues.** The second step of the basic impact methodology model is to design a range of reasonable alternatives around the significant planning issues identified during scoping. The alternatives section is the heart of the impact study. The no action alternative is the baseline to which the other alternatives are compared. The requirement is to design the alternatives to sharply reflect the issues and provide a clear basis for choice among options by the public.

**Step 2b. Range of Alternatives Compared And Documented By Impact** A second additional, and just as important, requirement of the alternatives section in the impact study is to present the significant impacts of the range of alternatives in comparative form, thus sharply defining the issues and providing a clear basis for choice among options by the public. This portion of the alternatives section of the study is based on the information and analysis which is later developed in the sections on the affected conditions and impacts sections of the impact study.

**Step 2c. Range of Alternatives Considers And Documents Mitigation Measures** The alternatives section should also include appropriate mitigation measures not already included in the design of the alternatives.

**Step 3a. Affected Conditions – Description of Existing Conditions Being Significantly Affected.** The third step of the basic impact methodology model is to document the affected conditions being impacted by the alternatives in some significant way. The impact study succinctly describes the conditions of the area(s) to be affected or created by the alternatives under consideration. The affected conditions is the baseline for comparing the effects of the alternatives. The descriptions should be no longer than is necessary to understand the effects of the alternatives. Data and analyses in a study should be commensurate with the importance of the impact, with less important material summarized, consolidated, or simply referenced. Useless bulk should be avoided and impact studies should concentrate effort and attention on important issues. Verbose descriptions of the affected conditions are themselves no measure of the adequacy of a study.

Although informative, there need be no documentation in the affected conditions section of a impact study that does not relate to the significant issues identified during scoping (unless new significant issues and impacts beyond those identified during scoping are identified during the analytical analysis process), and the significant impacts identified in the environmental impacts section.

**Step 3b. Affected Conditions – Incomplete Or Unavailable Information.** A second additional, and just as important, requirement of the affected conditions section in the study is to always make it clear when there is any incomplete or unavailable information relating to any reasonably foreseeable significant adverse effects on the human conditions. If the incomplete information relevant to reasonably foreseeable significant adverse impacts is essential to a reasoned choice among alternatives, and the overall costs of obtaining it are not exorbitant, the information shall be included in the impact study.

However, if the information relevant to reasonably foreseeable significant adverse impacts cannot be obtained because the overall costs of obtaining it are exorbitant, or the means to obtain it are not known, the affected conditions section shall have a statement that such information is incomplete or unavailable. The next step in the impacts section will address the relevance of the incomplete or unavailable information to evaluating reasonably foreseeable significant adverse impacts on the human conditions.

**Step 4a. Impacts – Identifying And Documenting Significant Impacts** The fourth and last step of the basic impact methodology model is to identify the significant impacts of the alternatives.

The impacts section forms the scientific and analytic basis of the study. Any direct, indirect, and cumulative effects from the alternatives and their significance must be analyzed and documented. The discussion will also include the relationship between short-term uses of man's conditions and the maintenance and enhancement of long-term productivity, and any irreversible or irretrievable commitments of resources which would be involved in the range of alternatives should any be implemented. The baseline for the comparison of the impacts resulting from the different alternatives is the "affected conditions." In bullet summary, the following types of significant impacts must be analyzed and documented as applicable.

- adverse
- beneficial
- short term
- long term
- direct
- indirect
- cumulative
- irreversible
- irretrievable

**Step 4a. Impacts – Incomplete Or Unavailable Information.** There is the requirement to always make it clear when there is any incomplete or unavailable information relating to any reasonably foreseeable significant adverse impacts on the human conditions. It should be noted if the information relevant to reasonably foreseeable significant adverse impacts could not be obtained because the overall costs of obtaining were too high. Does the impact study provide full and fair discussion of significant impacts that inform the public of the reasonable alternatives which would avoid or minimize adverse impacts or enhance the quality of the human conditions?

## **VII. STUDY DESIGN**

### **A. Introduction**

The study design includes most importantly opportunities for public involvement (e.g., existing conditions; current JS&PSS program/current direction; potential citizen and JO CO government program opportunities (i.e., alternatives; standards; etc.), and analysis study document (e.g., existing conditions, current JS&PSS program/current direction, and citizen and government alternatives, standards, impacts, etc.).

The potential public JS&PSS issues focus on the social and economic impacts. Therefore, impacts on the citizens of JO CO are interpreted comprehensively to include “economic and social environment,” and the relationship of people with that natural and physical environment. This means the focus of the study is economic or social effects where the natural and physical will be studied if there is a link to the publically defined issues, such as the physical infrastructure needed for a JS&PSS program (e.g., buildings, roads, etc.).

1. Philosophies Documentation (Appendices B & D).
2. Planning Issues (Appendices A, A1, & A2)
3. Affected Conditions (Appendices B, B1, & B2). Get draft affected environment topics from record where possible. Affected condition topics must relate to the planning issues.
4. Study Alternatives (Appendix C). Get draft alternatives from record where possible (i.e., citizen & government). Alternatives must relate to the planning issues.
5. Preferred Alternative (Appendix C). Study will not have a proposed alternative, preferred alternative, environmentally preferred alternative, a proposed decision or any decision from any entity (e.g., government, agency, special interest groups, individuals, etc.).
6. Analysis of Public Situation (Appendix B3).
7. JS&PSS Study, Especially Alternatives and Impacts.
8. Analysis Documentation & Method.

### **B. Contract Compliance Impact Methodology**

The following is the impact methodology which will be used by all study team members. The recommended impact methodology is based upon significant planning issues identified during scoping and the public’s identification of the range of alternatives. A significant compliance standard is for the study team to use the Basic Impact Methodology Model (Sec VI.D) in fulfilling the requirements of this section on contract compliance, including following the other procedural requirements. It is also based upon the concept of indicators and standards which will be addressed in this section. The most important concept of the impact methodology or "impacts methodology" is that it uses the scientific method - it is not rocket science, but the process is logical, and traceable, and the APS is available to public, agency, and government review. The methodology should identify the process to determine whether an impact is significant, or not, and the rationale (threshold) to support the significance determination.

An impact study is intended to provide the public with a complete and objective evaluation of significant impacts, both beneficial and adverse, resulting from a range of reasonable alternatives.

An impact study shall provide full and fair discussion of significant impacts and shall inform the public of the reasonable alternatives which would avoid or minimize adverse impacts or enhance the quality of the human conditions.

The five parts of the impact methodology are 1. issue, 2. impact, 3. indicator, 4. standard, 5. significance determination.

**1. Significant Issue** A significant issue is a subject or question of widespread public discussion or interest regarding the JS&PSS Issue. The impact methodology of identifying significant impacts starts first with the definition of the significant issues during scoping.

**2. Significant Impact** A significant impact is a change in the human conditions which if beyond a certain threshold become important. The components of a significant impact are its indicator, standard, and conclusion.

Impacts, effects, and consequences are synonymous. Effects may be direct, indirect, or cumulative. Impact predictions are compared to identified standards (i.e., maximum/minimum level of effect) beyond which the impacts become significant).

**3. Affected Condition** The human conditions being impacted by the alternatives in some significant way are the affected conditions. The affected conditions are the baseline for comparing the effects of the alternatives.

**4. Indicator** An indicator is a variable, either singly or in combination with another variable, which is taken as indicative of the condition of the overall issue. An indicator is the specific variable by which impacts are described. A comprehensive description of the indicator(s) are the documented affected conditions being impacted by the alternatives in some significant way (see Basic Impact Methodology Model). The indicators in the affected conditions section provide a benchmark or baseline for enabling the public to compare the magnitude and time effects of the alternatives.

**5. Standard** A standard is a measurable aspect of an indicator. Setting standards is a judgmental process; however, the process is logical, traceable, and subject to agency and public review (i.e., the scientific method) in the APS.

A standard is the level, point, or value above which something will take place, or below which it will not take place. A standard provides a base against which a particular condition and/or change can be judged as acceptable or not. Standards or thresholds can be used to determine whether a change in an indicator or impact is significant (either beneficial or adverse).

## **6. Significance Determination**

A determination of significance requires a consideration of both context and intensity. To determine significance, impact predictions are compared to identified standards (i.e., maximum/minimum level of effect) beyond which the impacts become significant. The standard is the basis for identifying the conclusionary levels of an impact:

- significantly beneficial impact,
- beneficial impact,
- neutral impact,
- adverse impact, and
- significantly adverse impact.

Define impact terms?



## VIII. POTENTIAL AFFECTED CONDITIONS

### A. Introduction

Potential affected conditions relate to the issues and they will probably sustain impacts from one or more of the range of alternatives. Impacts of a proposed JS&PSS program on a neighborhood's affected conditions for social norms and networks is known as social capital (i.e., the network of social connections that exist between people, and their shared values and norms of behavior, which enable and encourage mutually advantageous social cooperation).

- Fiscal
- Social
- Economic
- Political

For those affected conditions that will potentially sustain impacts from a passed or failed public safety levey, collecting accurate and adequate data on their present status (e.g., location, nature, condition, scope, size, etc.) is critical in determining impacts.

As communities continue to grow, local officials and community members are constantly challenged by the need to balance fiscal, social, economic, and environmental goals. One aspect of this challenge is deciding how much and what types of new development the community can accommodate without compromising the day-to-day quality of life for residents. Socio-economic impact assessment is designed to assist communities in making decisions that promote long-term sustainability, including economic prosperity, a healthy community, and social well-being.

In combination the following category assessments of affected conditions are one way to describe the resident quality of life conditions.

- fiscal impact assessments focus on revenue values.
- social impact assessments focus on social and cultural values.
- economic impact assessments focus on market and non-market values.
- political impact assessments focus on controversies over public questions values.
- environmental impact assessments focus on ecosystem change values.

Assessing socio-economic impacts requires both quantitative and qualitative measurements of the impact of a proposed policy action, program, or development. For example, a proposed development may increase employment in the community and create demand for more affordable housing. Both effects are easily quantifiable. Also of importance are the perceptions of community members about whether the proposed development is consistent with a commitment to preserving the rural character of the community. Assessing community perceptions about development requires the use of methods capable of revealing often complex and unpredictable community values.

## B. Community Condition Indicators: Social, Economic and Environmental

Oregon State University's Rural Studies Program provided examples of over one hundred community condition indicators available for Oregon counties and communities (Appendix B1).

- Beleiciks, N., & Weber B. (2006). *A Guide to Oregon Community Indicators: Social, Economic and Environmental*. RSP 06-04, Rural Studies Program Working Paper Series; Oregon State University. Corvallis, OR.

The purpose of *A Guide to Oregon Community Indicators: Social, Economic and Environmental* is to inventory and characterize existing sources of information about rural communities in Oregon. The data from these sources are in the form of, or can be used to create social, economic, and environmental community indicators. Examples of community asset indices, which measure the relative strengths of communities, are also included. The list of available indicators here is not exhaustive. A community indicator database should expand from this list creating local indicators unique to the community, but limit itself to indicators relevant to meeting the community's declared goals.

Quality information is key to understanding the needs of a community and designing a sound plan of action to meet those needs. Measures of social, economic, and environmental progress help citizens understand the vitality of their community, and identify where the community is heading. As a group, these community indicators convey information about people and places in a way that provides for comparison across place and time. Local government and community development organizations need access to uniform and consistent indicators to evaluate the performance of their own public and community enrichment programs. Increasingly, communities are developing customized indicator databases that are designed to specifically match their local characteristics and needs. Since the resources available to many community organizations are limited, especially in rural areas, these databases are usually built on a foundation of publicly available indicators.

Community indicators from government sources are created as a byproduct of agency activities, such as tax collection or social programs. As a result, these available indicators are not located in any one comprehensive location. Nonprofit organizations sometimes use indicators to track the results of program's activities, and sometimes these indicators are made public for areas they help. However, for the researcher interested in what indicators are available for his or her own community, the task of sorting through the available indicators and then drilling down to see what is available at the local level can be daunting.

A community can be defined as a group of people with similar interests, the locality in which people live, or a group of people living in the same locality. This definition does not limit communities to geographic areas, but most community indicators are organized and reported by political boundaries. The size of any community remains undefined and open to interpretation. **At the heart of what community indicators attempt to measure is some combination of the above: A group of people who live in a certain area, and whose common interests involve the area itself and the people who live there.** (emphasis added)

The OSU Rural Studies Program grouped examples of the hundred plus condition indicators into three categories.

- Social Indicator Sources
- Economic Indicator Sources
- Environmental Indicator Sources

**1. Social Indicator Sources** The social community indicators make up the largest group of community indicators. Social indicators represent the people of a community and serve to gauge the quality of their lives. Demographics, health, education, housing, and safety are included in the social group. The largest source for social indicators is the U.S. Census Bureau, which is extremely detailed, but limited in timeliness because the Census is conducted only once a decade (Appendix B1).

- Profile of General Demographic Characteristics - Measures: Population by sex and age, race, race combination, Hispanic or Latino ethnicity, Household relationships, types and size, Housing occupancy, and Housing tenure.
- Profile of Selected Social Characteristics - Measures: School enrollment, Educational attainment, Marital status, Grandparents as caregivers, Veteran status, Disability status by age, Residence, Nativity and place of birth, Region of birth of foreign born, Language spoken at home, Ancestry.
- Profile of Selected Housing Characteristics - Measures: Total housing units by units in structure, Year structure built, Rooms, Year householder moved into unit, Vehicles available, Type of heating fuel, Plumbing, kitchen and telephone characteristics, Occupants per room, Value, Mortgage status and cost, Owner costs as percentage of household income, Gross rents, Rent as percentage of household income.
- Social Capital Index - Measures: Social capital.

## **2. Economic Condition Indicator Sources**

- Community Economic Toolbox - Measures: Current and historical age, education, employment growth and unemployment, industry employment, industry location quotients, industry shift-share, mix-share, and local share analysis.
- County Business Patterns - Measure: Number of employees, value of payroll, and number of establishments by industry, and size of establishments by number of employees.
- Profile of Selected Economic Characteristics - Measures: Employment status, Commuters, Occupation, Industry, Class of worker, Income, Poverty status
- Journey to Work - Measures: Total number of workers commuting between counties of residence and counties of work, commuting patterns between counties of work and counties of residence by NAICS industry.
- Local Area Personal Income - Measures: Personal income, population, per capita personal income, Personal income and employment summary, Personal income and detailed earnings by industry, Compensation by industry, Total employment by industry, Regional economic profiles, Total wages, wage employment, average wage per job, Personal current transfers, Farm income and expenses.
- Local Employment Dynamics – Measures: Total employment, net job flows, job creation, new hires, separations, turnover, average monthly earnings, and average new hire earnings available by age group, sex, 3-digit NAICS industry, and private ownership
- Northwest Income Indicators Project - Measures: Population, Personal income, Per Capita income, Employment, Total industry earnings, Average earnings per job, Earned income, Transfer payment by types, Shift-share analysis
- Regional Asset Indicators - Measures: Human amenities (2006), Infrastructure (2006), Wealth (2005), Financial (2002), Underemployment (2000), Entrepreneurship (2003).
- Small Area Poverty Estimates – Measures: Number and rate of poverty for children and adults, Median household income, Food stamp recipients

## **2. Environmental Condition Indicator Sources**

## C. Elements of the JS&PSS

**1. Public Safety Services Research Projects** of the *Exploratory Committee* are preliminary and focused on several areas (i.e., view of public safety services by program).

1. Issue Including Analysis Method
2. Historical Public Safety Services
3. Historical Public Safety Costs
4. Historical Public Safety Revenues
5. Historical Public Safety Remedies
6. Law Potentially Applicable to Issue
8. Proposed New Public Safety Services
7. Standards For New Public Safety Services
8. Factual Analysis
9. Estimate of Revenues Needed For New Public Safety Services: Historical, Actual, and/or Average
10. Sources of Revenue
11. Voter Approval
12. State Intervention

- Hugo Justice System Exploratory Committee. July 8, 2013. *Potential Research Projects*. Brochure IIIB.1, Justice System & Public Safety Services Series. Hugo, OR.

**2. Justice System & Public Safety Services Issue** The 1937 O & C Act paid for services until 2000 when it was replaced by the "Secure Rural Schools and Community Self-Determination Act of 2000 (SRS; P.L. 106-393). The SRS was reauthorized in 2008 which has a four year ramp-down in funding and expired in 2012. The normally understood historical public safety services follow.

- County Jail (Educational Brochures III.D.1.10.1 & III.D.1.10.2)
- Juvenile Justice Center.
- District Attorney's Office.
- Court Services.
- Animal Protection.
- Rural Patrols.
- Criminal Investigations.
- Related Sheriff's Office Support Services.

**Historical Revenues** Federal government O&C revenues average high of approximately \$12 million.

**Historical Remedies** had JO CO focused on reducing county employees, reducing public safety services, and recently two proposed levies which failed.

- Hugo Justice System Exploratory Committee. July 8, 2013. *Potential Research Projects*. Brochure IIIB.1, Justice System & Public Safety Services Series. Hugo, OR.

## D. Research

**1. Utilize Previous Studies** The only time the JS&PSS study would utilize studies outside of those applicable to the geography of Oregon would be updates for the previous studies (Appx. B2).

Oregon Secretary of State  
Oregon Criminal Justice Commission  
Oregon Governor's Task Force 2009  
Oregon State University's Rural Studies Program  
Hugo Justice System Exploratory Committee

**2. Record Citizen Involvement In Defining Issues** Appendix A, Issues is a reasonable source to start searching the JS&PSS Issue record, especially the record of citizen involvement (i.e., informal citizen interviews, The Grants Pass Daily Courier: guest opinions, letters to the editor, opinions editor, reporter coverage; and voters' pamphlets). The following problems/issues are some example citizen comments which arose from the past four tax levies. They are not considered comprehensive, only illustrative (Appendix A).

- Today, many poor people of Josephine County are tired, they are more than poor and they are unable to breathe free because the county fat cats and all of their deep-pocketed buddies harass and threaten the poor with levy measures year after year. Then when we can't pay the new taxes which they impose on us, they then threaten us with property seizure.
- The presence of law enforcement does not promote safety. The city has a very large police department with response times in the three to four minute range. Yet for all that protection the city experiences 80 percent of the crime in the county.
- It is not that difficult to figure out what is going on. The typical homestead in the outback involves, "No Trespassing" signs, large obnoxious dogs, and an excellent likelihood that the owner has a gun. Considering these obstacles, it is unlikely a deputy replying a half-hour after the event would have any consequence whatsoever.
- A fair tax is when the burden is paid by everyone [versus property owners].
- How much will go to PERS.
- Public safety services will just have to operate at the level these resources will allow. It remains to be seen whether the Oregon State Police will continue to expend additional resources here to make up for our lack of sheriff's deputies, or how long taxpayers in the rest of the state will tolerate the situation. Then, two years down the road we can decide whether what we have is good enough.
- Josephine County is among the poorest counties in the state, and it has a drug problem. Their own surveys told them most people felt safe, and that most surveyed didn't think crime would decline if taxes went up.
- Took issue with the presentation of 58 cents per \$1,000 as the lowest permanent rate in the state. When you add taxes for fire districts, school districts, city services and 4-H/Extension services, the overall property tax rate is certainly higher, and varies significantly, depending on where you live.
- The actual property tax for county services alone is currently 82 cents per \$1,000 — 58 cents permanent, 15.8 cents for the voter-approved jail bond from more than a decade ago, and 8 cents for three years for an Animal Control levy, approved just last year.
- JO CO's overall average property tax rate of \$9.48 per \$1,000 in assessed value — based on the Oregon Department of Revenue's latest data from 2012-13 — is actually the second-lowest in the state. Curry County's is the lowest at \$8.68.
- But average rates hardly tell the whole story — tax rates vary widely within the county. Grants Pass residents pay \$6.32 per \$1,000 for city services and \$4.52 per \$1,000 for School District 7 services, out of their total of \$12.58 per \$1,000, or \$2,516 for a house assessed at \$200,000.

- Crime statistics are more difficult to decipher.
- Some good apples-to-apples statistics, when comparing Josephine County to Benton County (county seat, Corvallis). He found virtually the same number of crimes (7,378 to 7,471, respectively) for almost the same number of people (82,775 to 86,785, respectively), in the most recent state statistics.
- Crimes against people are gradually declining nationwide. But property crimes in Josephine County were 85 percent higher than the national average.
- Against levy because of a "lack of a comprehensive plan for the future."
- Being proactive involves anticipating events and planning ahead. Alternatively, being reactive means you have ignored the forecast, got caught in the storm and expect the local to provide you shelter. JO CO commissioners have known for a long time the federal O&C lumber subsidy had a finite lifespan. Yet they took no action for dealing with the shortfall. . . So here we are, and the county and city administrators are still shooting from the hip, yet the solution is obvious. . . We need administrators who are community orientated and who are willing to get the residents involved to get this great city [county] back on track.
- To the 54 percent who voted no: If there way a way to support law enforcement at a more affordable level, that wasn't mandatory, would you? If \$1.40 is too high or five years is too long, would you be will to contribute less? It's time to be creative and stop repeatedly trying the same failed methods. County administrators could come up with a way to give the citizens another option.
- How are retirees and the unemployed supposed to keep up? It is unrealistic and will only result in more empty houses and storefronts.
- The argument is that we cannot attract new industry to our area until we first create a "safe" county. The opposite is true. Economic development is the driving force that will reduce crime in this county.
- It has also become clear that an increase in local taxes, smaller than proposed in the past, must be part of a multi-pronged effort that will also include possible longer-term revenues generated by a lottery initiative, environmentally responsible mining and mineral development efforts, and timber harvesting on county-owned land. And we need to keep fighting on the timber equation on federal land as well. We are also working on drug and crime prevention programs that will make our county safer and the criminal justice system a more effective and efficient system.
- New businesses moving in. New restaurants and home construction, real estate sales are up. Why are those people moving here and why that huge new hospital addition? There are expert planners behind these medical and financial additions. They plan to serve the large number of old people retiring from California, bringing their pensions with them. Why? Because Josephine County taxes are a fraction of equivalent California property taxes, plus no sales tax.
- Currently, 30 percent are on food stamps, 35 percent on Medicaid, 7.4 percent unemployment plus those in poverty and on welfare. High school graduation rates are 64 percent. Hands down we are the most impoverished county in Oregon.
- JO CO is something of a microcosm of the national situation. The rich have all the money and the rest of us live on Social Security and food stamps. In terms of cash in the bank. It ranks among the top five counties in Oregon.
- I will not vote for a property tax increase to pay for city businesses leaders' public safety levy. The majority of people in this county income is less than \$20,000 a year and most can't afford to pay more property taxes. Did you read the Daily Courier Sunday, May 10, about all the business people and their contributions. They're the ones who make hundreds of thousands a year and some of them millions a year and they want us to pay more property taxes!
- No mention of how JO CO ranks among the 36 Oregon counties with per-capita income. It's 29th by the way, which may explain the past failures of proposed tax increases. The average per-capita income for Grants Pass was \$16,234. This information came from the 2010 census, but I'm pretty sure there hasn't been a dramatic change in our ranking or incomes the last five years.
- Please research the Oregon Uniform Crime Reports for yourself. The county pays 58 percent of the taxes and accounts for 20 percent of the crime. Grants Pass pays 41 percent of the taxes and accounts for 80 percent of the crime.

**E. Develop Affection Conditions To Respond To PS&PSS Issue (Table Talk - See Chpt XVI)**

Content Analysis would be used in support of the proposed JS&PSS Study (Under construction – See Appendix B1).

- Stemler, Steve. 2001. *An Overview of Content Analysis. Practical Assessment, Research & Evaluation*. <http://pareonline.net/getvn.asp?v=7&n=17>.

Content analysis has been defined as a systematic, replicable technique for compressing many words of text into fewer content categories based on explicit rules of coding. Holsti (1969) offers a broad definition of content analysis as, "any technique for making inferences by objectively and systematically identifying specified characteristics of messages". Under Holsti's definition, the technique of content analysis is not restricted to the domain of textual analysis, but may be applied to other areas such as coding student drawings, or coding of actions observed in videotaped studies. In order to allow for replication, however, the technique can only be applied to data that are durable in nature.

Content analysis enables researchers to sift through large volumes of data with relative ease in a systematic fashion. It can be a useful technique for allowing us to discover and describe the focus of individual, group, institutional, or social attention. It also allows inferences to be made which can then be corroborated using other methods of data collection. Much content analysis research is motivated by the search for techniques to infer from symbolic data what would be either too costly, no longer possible, or too obtrusive by the use of other techniques.

Content analysis is a technique for systematically describing written, spoken or visual communication. It provides a quantitative (numerical) description. Many content analyses involve media - print (newspapers, magazines), television, video, movies, the Internet.

Content analysis is "a wide and heterogeneous set of manual or computer-assisted techniques for contextualized interpretations of documents produced by communication processes in the strict sense of that phrase (any kind of text, written, iconic, multimedia, etc.) or signification processes (traces and artifacts), having as ultimate goal the production of valid and trustworthy inferences."

In the future content analysis will be used to analyze the record of CI for the JS&PSS Issue (i.e., informal citizen interviews; The Grants Pass Daily Courier: guest opinions, letters to the editor, opinions editor, reporter coverage; and voters' pamphlets).

1. Potential Affected Conditions: Elements of Alternatives
2. Potential Affected Conditions: Issue Driven Human Quality of Life
3. Potential Affected Conditions: Economic & Fiscal
4. Potential Affected Conditions: Physical & Biological

## IX. RANGE OF ALTERNATIVES

Br. III.F	Range JS&PSS Planning Alternatives - Proposals
Br. III.F.1	Alternative 1: No Action Alternative
Br. III.F.2	Alternative 2: 2012 JO CO-wide Measure 17 - 43 for Criminal Justice System Operations Tax
Br. III.F.3	Alternative 3: 2013 JO CO-wide Measure 17 - 49 for Criminal Justice and Public Safety Tax
Br. III.F.4	Alternative 4: Minimally Adequate Alternative
Br. III.F.5	Alternative 5: National Standards Per 1,000 Population
Br. III.H.6	Alternative 6: Multi-Tier Law Enforcement District
Br. III.H.6.1	Alternative 6.1: Multi-Tier Law Enforcement District: JO CO Sheriff
Br. III.H.6.2	Alternative 6.2: Multi-Tier Law Enforcement District: SOS High School Student Debate
Br. III.F.7	Alternative 7: Declare Bankruptcy (OR HB 2924; Brochure III.F.6)
Br. III.F.8	Alternative 8: House Bill (HB) 3453
Br. III.F.9	Alternative 9: 2014 JO CO-Wide Measure for JS&PSS Tax

### A. Introduction

**1. JO CO Justice System & Public Safety Services** The 2012 expiration of federal funding for services resulted in two JO CO proposed levies as a solution. The JSEC asks the question: ***“Is JO CO providing an adequate level of public safety services?”***

**2. Background** OR SB 77 (2009), Section 1(5) references understanding the fiscal alternatives available to the CO for a *minimally adequate level of public safety services* (MALPSS). HB 4176 (2012), Section 1(5) references understanding JO CO’s fiscal and service delivery alternatives, and service needs and shortcomings. Under HB 4176 JO CO may seek a declaration of a fiscal emergency if it believes that the county is in a state of fiscal distress that compromises the county’s ability to provide a MAL of state-required services. ORS 203.095 (2012) identifies fiscal and service delivery alternatives, and service needs and shortcomings. HB 3453 (2013) does not identify alternatives. It identifies fiscal conditions that compromise a MALPSS (OR SB 77 was repealed).

**3. Introduction To Alternatives** The following ideas about alternatives is not required by law for JO CO. However, the CO should consider the following recommendations on alternatives and impacts for the purpose of an informed public and informed decision-making. The goal of open and transparent government contributes to developing public trust.

**a) What is meant by "range of alternatives"?** It includes all reasonable alternatives that could be a CO measure/levy, which must be rigorously explored and objectively evaluated, as well as those other alternatives, which are eliminated from detailed study with a brief discussion of the reasons for eliminating them.

**b) How many alternatives have to be discussed when there is an infinite number of possible alternatives?** For some proposals there may exist a very large or even an infinite number of possible reasonable alternatives. What constitutes a reasonable range of alternatives depends on the nature of the proposal and the facts in each case.



**c) Should JO CO consider alternatives outside its capability?** If a proposed decision is prepared in connection with a potential local JO CO measure/levy, must the CO rigorously analyze and discuss alternatives that are outside the capability of the CO, or can it be limited to reasonable alternatives that can be carried out by the CO? Reasonable alternatives include those that are practical or feasible from the technical and economic standpoint and using common sense, rather than simply desirable from the standpoint of the CO. Alternatives that are outside the CO's capability should still be considered because they may serve as the basis for modifying the law.

**d) What does the "no action" alternative include?** This situation is a failed measure/levy where present CO operations will continue. In this case "no action" is "no change" from current management direction or level of management intensity. The "no action" alternative may be thought of in terms of continuing with the present course until it is changed.

**e) Is the analysis of any future CO's "proposed measure/levy" to be treated differently from the analysis of other alternatives?** The degree of analysis devoted to each alternative is to be substantially similar to that devoted to the CO's proposed measure/levy.

**f) What is the difference between "alternatives" and "impacts"?** The "alternatives" section rigorously explores and objectively evaluates all reasonable alternatives including the proposed measure/levy. The "impacts" section discusses the specific effects of each of the alternatives including the proposed measure/levy. The "impacts" section should be devoted largely to a scientific analysis of the direct, indirect, and cumulative effects of the proposed measure/levy and of each of the alternatives. It forms the analytic basis for the concise comparison of "alternatives" (Alts).

## **B. Hugo Exploratory Committee's 2013 Range of Alternatives**

In 2013 to provide some background and get started understanding a range of alternatives the JS&PSS Exploratory Committee identified a range of eight alternatives.

- Hugo Justice System Exploratory Committee. Very Draft July 20, 2013. *Range JS&PSS Planning Alternatives - Proposals*. Brochure III.F Justice System & Public Safety Services Series. Hugo, OR.

**Alt 1.** No Action Alternative

**Alt 2.** 2012 JO CO-wide Measure 17 - 43 for Criminal Justice System Operations Tax

**Alt 3.** 2013 JO CO-wide Measure 17 - 49 for Criminal Justice and Public Safety Tax

**Alt 4.** Minimally Adequate Alternative

**Alt 5.** Modally Adequate Alternative

**Alt 6.** Declare Bankruptcy

**Alt 7.** House Bill (HB) 3453

**Alt 8.** 2014 JO CO-Wide Measure for JS&PSS Tax

### C. **Hugo Exploratory Committee's Preliminary July 15, 2015 JS&PSS Range of Alternatives**

An introduction to the preliminary July 15, 2015 list of issues is provided in Sec IV.F, including information on public ideas, alternatives, citizen involvement, and major sources of revenue.

The following summary research (Sec IX.C.1) is just beginning and represents a very draft brainstorming effort as of a July 22, 2015 view toward a August 15, 2015 goal of the identification of issues. It is a quote from Section IV.F.1.e).

**1. Range of Public Safety Funding and Service Level Alternatives** includes rough dollar estimates from an enhanced alternative greater than the maximum annual average federal SRS payments to an alternative with zero SRS payments. Only the approximate funding levels will be identified (i.e., see HNA&HS's educational brochures for all categories of the JS&PSS Issue; web page <http://www.hugoneighborhood.org/justicesystemexploratorycommittee.htm>).

1. Adult Jail Beds
  2. Juvenile Justice Center
  3. District Attorney's Office
  4. Court Services
  5. Rural Patrol Deputies
  6. Criminal Investigations & Related Sheriff's Office Support Services (1 or 2 services?)
  7. Animal Protection
  8. Cost Per \$1,000 Assessed Property Value
- Costs of JS&PSS Increase Significantly Above Old Status Quo 2000 level Prior to SRS: More Than \$15 Million Alternative?
  - Costs of JS&PSS May 15, 2012 Levy Measure 17 - 43, \$1.99 per \$1,000 Assessed Value: \$14 Million Alternative?
  - Costs of JS&PSS would increase back to the Old Status Quo 2000 level Prior to SRS: Approximately \$12 Million Alternative?
  - Costs of JS&PSS May 21, 2013 Levy Measure 17 - 49, \$1.48 per \$1,000 Assessed Value: \$10 Million Alternative?
  - 2015 Session of Oregon Legislature, House Joint Resolution 21 (minimum \$2.00 per \$1,000)
  - Costs of JS&PSS May 19, 2015 Levy Measure 17-66, \$1.40 per \$1,000 Assessed Value: Approximately \$9 million - \$10.5 Million Alternative?
  - Costs of JS&PSS May 20, 2014 Levy Measure 17 - 59, \$1.19 per \$1,000 Assessed Value: \$8.3 Million Alternative
  - No Action Alternative - Live Within Your Budget Alternative: Approximately \$7.6 Million?
  - Citizens Can Provide Their Own Protection At Current Funding Alternative: No SRS Federal Payments: Approximately 3 Million Dollars?
  - Unknown Timber Program Future : Approximately 5 - ? Million Dollars?
  - Minimally Adequate level of public safety services Alternative (Oregon House Bill 3453 criteria)
  - JO CO Declare Bankruptcy Alternative (OR HB 2924; Brochure III.F.6)

- State Implements Oregon House Bill (HB) 3453 Alternative
- Sales Tax Alternative
- O&C Revenues: Wyden Bill
- O&C Revenues: County take back the O&C lands as they used to be in private ownership paying taxes.
- O&C Revenues Federal government pay JO CO the equivalent of what private rural commercial timber companies presently pay, on a per-acre basis.
- City and County Residents Pay Their Usage Share Alternative (i.e., city and county special taxing districts)
- New Combinations of Alternatives
- O&C Revenues: County take back the O&C lands as they used to be in private ownership paying taxes.
- O&C Revenues Federal government pay JO CO the equivalent of what private landowners pay, on a per-acre basis.

**2. Example of One JS&PSS Issue Alternative** Descriptions of most of the above alternatives (Sec IX.C.1) are in Appendix A. An example of one follows for “City and County Residents Pay Their Usage Share Alternative (i.e., city and county special taxing districts).”

- Hugo Justice System Exploratory Committee. Final September 1, 2013. JO CO *Sheriff Seeking Stable Funding: 2008*. Brochure IIID.1.2.1, Justice System & Public Safety Services Series. Hugo, OR.

Split taxing districts were tried November 2008 when the county proposed two public safety tax districts – one for the entire county (including cities) to fund the jail at \$1.80/1,000 and one for the county (outside city limits) to fund patrol at \$1.09/1,000. They were both rejected by voters in by a two-thirds margin (Sec V.D.3). However, this idea might have come from the FFP Task Force as identified several months later in its 2009 FFP Task Force Final Report.

- Oregon Governor’s Task Force On Federal Forest Payments And County Services. January 2009. *Oregon Governor’s Task Force On Federal Forest Payments And County Services* [FFP Task Force Final Report]. Salem, OR.

The FFP Task Force’s first recommended action was utilizing what tax capacity that remains within the constraint of Measure 5. The second was creating tax districts for essential services such as law enforcement and emergency services. The third was utilization of option levies (Sec II.A).

The taxing district idea remained alive and was supported by JO CO Sheriff Gilbertson when on February 6, 2013 he stated it was his position that citizens should only pay for the services they receive and he suggested instituting a split taxing district. The taxing district model was selected for three primary reasons.

- Provides long-term funding,
- Provides a stable funding source, which will facilitate long-term planning by the Office, and
- Provides sustainable funding, not subject to local or national political whims.

**a) Special Service Taxing District 1** included all residents of Josephine County, including Cave Junction and Grants Pass. This district was organized to include those services that the Sheriff's Office is mandated to provide, and that benefit every resident equally. These services included the baseline services that must be staffed, yet would also support some of the functions provided in District 2, such as the Records Division as well as the Dispatch/Communications Division. The services provided by this district included the following.

- Adult Jail Operations
- Civil Process Service
- Search & Rescue Coordination
- Emergency Management
- Law Enforcement Records
- Dispatching/Communications
- Administrative Services

All of these services are required, or inferred, under Oregon law, and most of them are specifically assigned to the Sheriff—no other law enforcement agency is statutorily required or authorized to provide these services.

The total number of potential employees working to provide the services of District 1 would have been capped at 76, with the majority, 51, working to staff the Josephine County Adult Jail for full capacity. Any additional employees would be funded from other revenue sources.

**b) Special Service Taxing District 2** includes only those residents living outside the City of Grants Pass. This district is organized to include those services that the Sheriff's Office is mandated to provide, but primarily benefit those residents living outside Grants Pass. The services provided by district 2 include the following.

- Patrol Services, including 911 response
- Major Crimes Investigations
- Narcotics Investigations
- Business/Crime Analysis
- Contract Patrol Services

Under Oregon Revised Statutes, these services are also mandated, or inferred, of the Sheriff's Office. The law allows each county Sheriff to determine the levels of service they will provide, however, they retain the requirement to provide those services essential to maintaining the peace within the county. Under District 2, total employees funded by local revenue would be capped at 52, and as with District 1, any additional employees needed to fulfill the Office's mission would have had to be funded with other revenues.

The primary responsibility of District 2 would have been to provide Patrol services 24 hours a day, 7 days a week. With stable, consistent, patrol services comes the need for adequate and timely investigations, as well as crime analysis to focus efforts on identifying and addressing community-wide crime trends. Contract Deputies had been included in District 2, however these positions are fully reimbursed contracts, but due to Office safety issues, they cannot be staffed without Patrol services.

**3. Range of Alternative Types of Taxpayers Funding Public Safety Program (See more information at Sec IV.F.1f).**

- Property Taxes.
- Sales Tax.
- Flat Taxes.
- Volunteer Payments.
- In-County-Only Lottery.
- Mix Of Types of Taxpayers.
- Permanent Tax District(s).
- O&C Revenues: Wyden's Bill.
- O&C Revenues: County take back the O&C lands.
- O&C Revenues: JO CO receives the equivalent of what private landowners pay from federal lands.

## **X. ANALYSIS OF PUBLIC SITUATION (Table Talk - See Chpt XVI)**

The decision-makers are the voters of JO CO when they vote in the next levy, and/or other tax, fee, assessment, etc. mechanism (Chpt XV).

### **A. Purpose of the *Analysis of the Public Situation***

The Analysis of the Public Situation (APS) has several purposes.

- Acknowledge the public as the decision-maker.
- Identify preliminary problem/range of issues (Appendix A).
- Summarize affected conditions of planning area, Josephine County (Appendices B1 & B2).
- Identify public opportunities in formulation of reasonable alternatives (i.e., opportunities for potentially changing direction of the JS&PSS program; Appendix A).
- Identify public opportunities in designing standards by which alternatives are evaluated for significant impacts (Appendix D1).

What is it? The APS is a brief document that provides condensed information to characterize the JO CO profile, describe any limitations, and identify opportunities to respond to the identified JS&PSS Issue.

Why do we need it? This analysis provides the basis for formulating reasonable alternatives based primarily on socio-economic conditions, existing laws, and science, including the types of safety services for maintenance or development.

#### **1. How the *Analysis of the Public Situation* Accomplishes Its Purpose**

- The *Analysis of the Public Situation* is a brief document that provides condensed information used in developing alternatives for a proposed JS&PSS study to be used by the public in considering what JS&PSS Program it will vote for.
- The information in the APS is intended to be concise and to the point.
- The APS will be distributed to the general public via web publishing; they are its focus and main audience.
- The APS does not provide the level of background information and definitions that will be included in the proposed JS&PSS study.
- Because of its intended purpose, the APS is not a detailed compilation of information regarding resources and programs relating to the JS&PSS Issue in Josephine County.
- The APS is not a National Environmental Policy Act (NEPA) document and the proposed JS&PSS study is not subject to the NEPA.
- In addition to its use in assisting the public to formulate alternatives, the APS will contain information relevant to the subsequent development of the affected conditions chapter in the proposed JS&PSS study.

**2. How the *Analysis of the Public Situation Fits Within the Overall Resource Proposed JS&PSS Study Process*** The proposed JS&PSS study planning process consists of eight steps which, in some instances, may overlap each other.

1. Identify Preliminary Problem/Range Of Issues
2. Affected Conditions Of Josephine County (Inventory data and information collection)
3. Identify Public Opportunities In Design of Alternatives
4. Identify Public Opportunities In Designing Standards By Which Alternatives Are Evaluated For Significant Impacts
- 5a. Draft APS, Including Public Review Period & Opportunity to Comment
  - Transmittal Letter – Dear Interested Citizen
  - User’s Guide
  - Acronyms & Abbreviations
  - Executive Summary
  - Chapter 1 – Introduction
  - Chapter 2 – Alternatives (highlights)
  - Chapter 3 – Affected Conditions (highlights)
  - Bibliography
  - Glossary
  - Appendices
- 5b. Final APS, Including Responses To Public Comments On Draft APS
6. Design of Study Alternatives (Formulation of alternatives)
7. Analysis of Study Impacts (Estimation of effects of alternatives)
8. JS&PSS Study (no public comment period)
  - Transmittal Letter – Dear Interested Citizen
  - User’s Guide
  - Acronyms & Abbreviations
  - Executive Summary
  - Chapter 1 – Introduction
  - Chapter 2 – Alternatives
  - Chapter 3 – Affected Conditions
  - Chapter 4 – Impacts
  - Chapter 5 – Consultation & Coordination
  - Bibliography
  - Glossary
  - Appendices
9. Public Consideration of JS&PSS study in considering what JS&PSS Program it will vote for.

## **B. Summarize Affected Conditions Of Josephine County**

### **1. Draft APS** To summarize the affected conditions, trends, and guidance for JO CO.

Part of this process involves describing the socioeconomic, physical, and any biological, components of the environment, including trends, that would be affected by the range of alternatives. Such information will also provide the impacts from the alternatives in the study

### **2. To Identify Public Opportunities In Design of Alternatives**

### **3. To Identify Public Opportunities In Designing Standards By Which Alternatives Are Evaluated For Significant Impacts**

## **C. Final APS, Including Response To Public Comments**

## **D. Beyond The Final APS**

Thus, the APS is the foundation for subsequent steps in the planning process, such as the design of alternatives and analysis of impacts which will be documented in the final study.

- **Design of Alternatives**
- **Analysis of Impacts**



## **XI. OPPORTUNITIES FOR CITIZEN INVOLVEMENT (Table Talk - See Chpt XVI)**

### **A. Introduction**

Significant differences between a major NEPA process document and the proposed JS&PSS study process follow.

1. There is no Analysis of Management Situation (AMS); there is an Analysis of the Public Situation (APS).
2. Study design flows from a public APS which identifies publically identified issues, affected conditions, impact standards, and alternatives.
3. There will be a public comment period on the APS.
4. There will not be a draft study with a public comment period and then a final study; there will only be the final study without a comment period.
5. There will not be a formal government decision selecting a study alternative or some combination of alternatives.
6. The end result is information for informed public decision-making, not a decision by the government.

The JS&PSS Committee's consultant, NEPA Design Group (Sec XVII), provided assistance in the design of the study. A big idea is that in the overwhelming number of cases the alternatives and impacts/environment consequences of government NEPA environmental assessments (EAs) and environmental impact statements (EISs) from draft to final do not change much, especially in the final recommended government alternative.

NEPA Design's recommendation was to focus on the publically identified issues and design of alternatives, especially the standards by which significant impacts from the alternatives will be evaluated. Therefore, the JS&PSS Committee's focus is to listen to the public and offer opportunities for the neighbors to get involved much earlier than the traditional comment period on a draft study.

### **B. Citizen Comments**

To be most effective citizens commenting on the adequacy of any proposed JS&PSS Study Design document (i.e., JS&PSS Study Design document, including appendices and any other information, the APS, and the final JS&PSS Study) should consider the following comment categories.

1. Inaccuracies and Discrepancies.
2. Adequacy of the Analysis.
3. New Impacts or Alternatives.
4. Disagreement with Some Significance Determinations.

## 1. Comments On JS&PSS Study Design Document, Including Appendices

Comments on Inaccuracies and Discrepancies. Factual correction should be made in the response to comments on the “JS&PSS Study Design” which identify inaccuracies or discrepancies in factual information, data, or analysis.

Comments on the Adequacy of the Analysis. Comments which express a professional disagreement with the conclusions of the analysis or assert that the analysis is inadequate may or may not lead to changes in the PS&PSS Study Design. Interpretations of analyses should be based on professional expertise. Where there is disagreement within a professional discipline, a careful review of the various interpretations is warranted. In some cases, public comments may necessitate a reevaluation of analytical conclusions. If, after reevaluation, the JS&PSS Exploratory Committee does not think that a change is warranted, the response in the “JS&PSS Study Design” document should provide the rationale for that conclusion.

Comments Which Identify New Impacts, Alternatives, or Mitigation Measures. If public comments on “JS&PSS Study Design” were not addressed, the JS&PSS Exploratory Committee should determine if they warrant further consideration. If they do, the committee must determine whether the new impacts, new alternatives, or new mitigation measures should be documented in the “JS&PSS Study Design”

Disagreements With Significance Determinations. Comments may directly or indirectly question determinations regarding the significance or severity of impacts. A reevaluation of these determinations may be warranted and may lead to changes in the “JS&PSS Study Design” If, after reevaluation, the JS&PSS Exploratory Committee does not think that a change is warranted, the response should provide the rationale for that conclusion in the “JS&PSS Study Design” .

## 2. Formal Comments On Draft APS

Comments on Inaccuracies and Discrepancies. Factual correction should be made in the PS&PSS Study in response to comments on the APS which identify inaccuracies or discrepancies in factual information, data, or analysis.

Comments on the Adequacy of the Analysis. Comments on the draft APS which express a professional disagreement with the conclusions of the analysis or assert that the analysis is inadequate may or may not lead to changes in the final APS. Interpretations of analyses should be based on professional expertise. Where there is disagreement within a professional discipline, a careful review of the various interpretations is warranted. In some cases, public comments may necessitate a reevaluation of analytical conclusions. If, after reevaluation, the Study Contractor does not think that a change is warranted, the response should provide the rationale for that conclusion.

Comments Which Identify New Impacts, Alternatives, or Mitigation Measures. If public comments on a draft APS identify impacts, alternatives, or mitigation measures which were not addressed in the draft, the Study Contractor should determine if they warrant further consideration. If they do, the Study Contractor must determine whether the new impacts, new alternatives, or new mitigation measures should be analyzed in the final APS.

Disagreements With Significance Determinations. Comments may directly or indirectly question determinations regarding the significance or severity of impacts. A reevaluation of these determinations may be warranted and may lead to changes in the final APS. If, after reevaluation, the Study Contractor does not think that a change is warranted, the response should provide the rationale for that conclusion.

### **C. Public Review & Comments Process On JS&PSS Study Design**

Citizens commenting on the adequacy of any proposed JS&PSS Study Design document (i.e., JS&PSS Study Design document, including appendices and any other information except the APS, and the final JS&PSS Study) must provide the following information per rules similar to The Grants Pass Daily Courier for letters-to-the-editor.

Rules of the JS&PSS Committee For “Comments”

The JS&PSS Committee encourages comments from readers. They must be signed, and a full address and phone number must be provided.

Street addresses will not be published, except on request. Phone numbers are for verification only and will not be printed. If you do not have a phone, you must hand-deliver your comments to one of the authors (Chpt XVII).

To avoid confusion over people with common or similar names writers must provide a full name or middle initial and indicate the name they are known by. On extremely rare occasions and on very sensitive topics, names of comment writers may be withheld.

There is no length on comments as they could be web published. One page or less comments need to be submitted via email. Comments longer than one page need to be submitted via email as a pdf attachment. If you do not have a computer, you must hand-deliver your comments to the Chair. Comments written long-hand are acceptable if legible (i.e., Chair must be able to read comments without assistance of writer).

Comments to the JS&PSS Committee should be addressed to its Chair, and cannot be copies. They cannot be returned.

Mail comments to:

Mike Walker, Chair  
JS&PSS Committee  
Hugo Neighborhood Association & Historical Society  
P.O. Box 1318  
Merlin, Oregon 97532

Or send e-mail via the Internet to [hugo@jeffnet.org](mailto:hugo@jeffnet.org). Comments could be web published.

### **D. Public Review & Comments Process On Draft APS**

Process will be explained after JS&PSS Study contract is awarded.

**E. Pros and Cons of Public Involvement Opportunities**

**1. Pros Of JS&PSS Study Design**

**a) Opportunities For Early Review & Comment**

**b) Opportunities To Identify Issues**

**c) Opportunities To Identify Affected Conditions Topics**

**d) Opportunities For Involvement In Design of Alternatives**

a) Citizens of JO CO

b) JO CO

c) State of Oregon

**e) Opportunities For Involvement In Identifying and/or Designing Standards By Which Alternatives Are Evaluated For Significant Impacts**

<b>Br. III.E.</b>	<b>Standards &amp; Authorities (SA)</b>
Br. III.E.1	SA - Legislation: Constitutions, Statutes, & Rules
Br. III.E.1.1	SA: US Constitution
Br. III.E.1.2	SA: US Bill of Rights
Br. III.E.1.3	SA: US Declaration of Independence
Br. III.E.1.4	SA: Oregon Constitution
Br. III.E.1.5	SA: JO CO Home Rule Charter
Br. III.E.1.6	SA: OR Agencies & Public Safety Services
Br. III.E.1.6.1	SA: OR Attorney General
Br. III.E.1.6.2	SA: OR Legislative Counsel Committee
Br. III.E.1.6.3	SA: OR Criminal Justice Commission (OCJC)
Br. III.E.1.6.3.1	SA: OCJC & 2009 OR Governor Resert Cabinet
Br. III.E.1.6.3.2	SA: OCJC's Public Safety SubCommittee Report
Br. III.E.1.6.3.3	SA: OCJC & OR Senate Bill 77
Br. III.E.1.6.4	SA: OR Governor
Br. III.E.1.7	SA: OR Minimally Adequate Public Safety Standards
Br. III.E.1.7.1	SA: OR Senate Bill 77: 2009
Br. III.E.1.7.2	SA: OR House Bill 4176: 2012
Br. III.E.1.7.3.1	SA: OR House Bill 3453: 2013 (1 of 2)
Br. III.E.1.7.3.2	SA: OR House Bill 3453: 2013 (2 of 2)
Br. III.E.1.8	SA: OR Revised Statutes & Administrative Rules
Br. III.E.1.8.1	SA: OR ORSs
Br. III.E.1.8.1.1	SA: ORS 203.055
Br. III.E.1.8.1.2	SA: ORS 203.100
Br. III.E.1.8.2	SA: OR OARs
Br. III.E.1.8.2.1	SA: OAR 213-070-000 (2011)
Br. III.E.1.9	SA: Handbooks & Guidance Documents
2. Br. III.E.2	SA: JS&PSS Historical, Comparison, & Actual or Average Costs
Br. III.E.2.1	SA: JS&PSS Historical Costs
Br. III.E.2.2	SA: JS&PSS Comparison Costs
Br. III.E.2.3	SA: JS&PSS Actual or Average Costs
3. Br. III.E.3	Standards: Defning JO CO's Public Safety System Taxpayer Driven Public Identified
Br. III.E.3.1	Standards: Is A County Required To Maintain Some Minimal Level of Services Regardless of Funding Constraints?
Br. III.E.3.2	Standards: The Best JO CO Public Safety System Our Tax Dollars Can Buy

- a) Citizens of JO CO
- b) JO CO
- c) State of Oregon

## **f) Opportunities to Review & Comment On Analysis of Public Situation (APS)**

- a) Voters of JO CO
- b) JO CO
- c) State of Oregon

## **g) Response To All Formal Comments On APS**

A critical value for the record is that all formal written comments on the APS, if provided in a pdf format to the JSPSS Committee will be web published. The final study will explain how these comments were used in the design of the study.

**h) Summary** In summary, the focus of this study project is to provide meaningful opportunities for citizens and government at the front end prior to the study elements becoming invested. This most important first step is the focus - the development of the APS.

A second important step is a comment period for review of the APS and its adequacy. Most helpful would be comments on the

- 1.
- 2.

This step of commenting on the APS is valuable, but like the previous discussion on draft and final products, when the process takes firmness, it is more difficult to change.

## **2. Cons Of JS&PSS Study Design**

There will be no mass mailings about the project. The project will rely on the media for sharing public involvement opportunities to active interested publics.

There will be no public meetings.

The final study cannot be appealed as it is not a decision document like a Record of Decision for an EIS. The final study product will be just that a final study or research paper, much like all the OSU Rural Studies Program.

OSU Rural Studies Program  
College of Agricultural Services  
Oregon State University  
<http://ruralstudies.oregonstate.edu/biblio>

The final *Justice System & Public Safety Services Study, Josephine County, Oregon* could be updated, but not as part of the Hugo Justice System & Public Safety Services Exploratory Committee's JS&PSS project.

## **XII. STUDY TEAM (Table Talk - See Chpt XVI)**

### **A. Philosophies (draft)**

**1. Independence of Government** The Study Design's goal is independence of a direct government controlled agenda toward the objectives of credibility addressing all concerns, both those of government and citizens in the identification of issues and components of the AC, design of Alts., IS, and environmental impacts of those Alts. For the purpose of the proposed JS&PSS Issue, the decision-makers are the voters of JO CO when they vote in the next levy, and/or other tax, fee, assessment, etc. mechanism.

**2. Diverse Teams** The JS&PSS Committee believes diverse teams are smarter and more creative. Diversity offers significant benefits for teams focusing on creativity and innovation. They offer more and different ways of seeing a problem and, thus, faster better ways of solving it.

**3. Interdisciplinary Teams** Interdisciplinary (ID) teams are close to diverse teams, but the focus is the specialties needed to address the publicly identified problems/issues.

Interdisciplinarity involves the combining of two or more academic disciplines into one activity (e.g., a research project). It is about creating something new by crossing boundaries, and thinking across them. It is related to an interdiscipline or an interdisciplinary field, which is an organizational unit that crosses traditional boundaries between academic disciplines or schools of thought, as new needs and professions emerge.

The term interdisciplinary is applied within education and training pedagogies to describe studies that use methods and insights of several established disciplines or traditional fields of study. Interdisciplinarity involves researchers, students, and teachers in the goals of connecting and integrating several academic schools of thought, professions, or technologies—along with their specific perspectives—in the pursuit of a common task. The epidemiology of AIDS or global warming require understanding of diverse disciplines to solve neglected problems. Interdisciplinary may be applied where the subject is felt to have been neglected or even misrepresented in the traditional disciplinary structure of research institutions, for example, women's studies or ethnic area studies.

The adjective interdisciplinary is most often used in educational circles when researchers from two or more disciplines pool their approaches and modify them so that they are better suited to the problem at hand, including the case of the team-taught course where students are required to understand a given subject in terms of multiple traditional disciplines. For example, the subject of land use may appear differently when examined by different disciplines, for instance, biology, chemistry, economics, geography, and politics.

- Interdisciplinary team a group of professionals from diverse fields who work in a coordinated fashion toward a common goal.
- Multidisciplinary team a team of professionals including representatives of different disciplines who coordinate the contributions of each profession, which are not considered to overlap, in order to accomplish the task.

## **B. Team Members (Table Talk - See Chpt XVI)**

The JS&PSS Study Team could be all private contractors and/or private employees, Oregon state employees, or a combination of both.

### **1. Alternative 1: Private Contractor**

1. Co-Team Leaders: 1. Public Citizen Involvement (CI) Expert, 2. NEPA Planner, and 3. Oregon Criminal Justice Commission Expert?. Should have one Team Leader.
2. Team Members (e.g., expertise to match the issues, etc.).
  - CI Expert (define: not solely a process expert. First and foremost a people's values expert with secondary skills in public involvement processes - very draft)
  - NEPA Expert (e.g., Planning, EAs, EISs, FONSI, etc.)
  - Justice System Expert (e.g., Jails, Juvenile Justice, District Attorney, Court Services Patrol, Criminal Investigations & Related Sheriff's Office Support Services, Animal Protection, etc.)
  - Association of Oregon Counties Expert
  - Affected Conditions Experts (e.g., Legislator?, Elected Official?, Planner, Sociologist, Economist, physical and biological conditions?, see skills of team members of Oregon Governor's Task Force On Federal Forest Payments And County Services, etc.)

### **2. Alternative 2: State of Oregon**

1. Co-Team Leaders: 1. State of Oregon NEPA Planner, and 2. Member of Oregon Criminal Justice Commission.
2. Team Members (e.g., from various State of Oregon entities: Oregon Secretary of State, Oregon Criminal Justice Commission, Oregon Governor's Task Force 2009, Oregon State University's Rural Studies Program, etc.).

CI Expert (define)  
NEPA Expert  
Justice System Expert  
Affected Conditions Experts

### **3. Alternative 3: Team Members Mix From Private Contractors & State of Oregon**

1. Co-Team Leaders: 1. NEPA Planner, and 2. Oregon Criminal Justice Commission Expert.
2. Team Members (e.g., expertise to match the issues, etc.).

CI Expert (define)  
NEPA Expert  
Justice System Expert  
Affected Conditions Experts



## ?Brainstorming?

- **Example of Alternative 2 Team: Section 4 Summary of the Task Force Process** [FFP Task Force Final Report]
- Oregon Governor's Task Force On Federal Forest Payments And County Services. January 2009. *Oregon Governor's Task Force On Federal Forest Payments And County Services* [FFP Task Force Final Report]. Salem, OR.

The expiration of the Secure Rural Schools and Community Self-Determination Act (SRS) in 2006 and long-delayed reauthorizations of the Act in 2007 and 2008 forced many Oregon counties to cut budgets and prepare for the worst last year. The experience in 2007-08 led Governor Ted Kulongoski to call for a task force to develop recommendations to help preserve essential services at the county level should the Act fail to be reauthorized.

By Executive Order #07-21, the Governor created the Task Force on Federal Forest Payments and County Services and appointed its members in November 2007. The Governor appointed Tim Nesbitt, deputy chief of staff in his office, as Chair of the Task Force.

Eight agency directors and deputy directors were appointed to represent the state executive branch. These were the following.

- . Marvin Brown, State Forester, Oregon Dept. of Forestry.
- . Bob Jester, Director, Oregon Youth Authority.
- . Tim McLain, Superintendent, Oregon State Police.
- . Matt Garrett, Director, Oregon Dept. of Transportation.
- . Karen Gregory, Division Administrator, Oregon Dept. of Revenue.
- . Bob Repine, Director, Oregon Economic and Community Development Dept., who was later succeeded by John Wahrgren, the department's finance manager.
- . Clyde Saiki, Deputy Director, Dept. of Human Services.
- . Max Williams, Director, Dept. of Corrections.

The Governor also appointed five county representatives.

- . Comm. Bobby Green, Lane County, who was elected co-chair of the Task Force at its first meeting;
- . Judge Scott Cooper, Crook County;
- . Comm. Mark Labhart, Tillamook County;
- . Comm. Dennis C.W. Smith, Jackson County; and,
- . Mike McArthur, Executive Director, Association of Oregon Counties

The Speaker of the House and the President of the Senate appointed two representatives from each chamber. These were:

- . Sen. Alan Bates, Senate District 3;
- . Sen. Ted Ferrioli, Senate District 30, who resigned his position in March 2008;
- . Former Rep. and now Sen. Fred Girod, Senate District 9, who was appointed by the Speaker of the House and was subsequently appointed and then elected to the Senate during the term of the Task Force; and,
- .. Rep. Arnie Roblan, House District 9.

### **XIII. FINAL STUDY PRODUCT (Table Talk - See Chpt XVI)**

#### **A. Name**

The Hugo Exploratory Committee's JS&PSS final study project will be named *Justice System & Public Safety Services Study, Josephine County, Oregon*.

#### **B. Author of Study**

The author of the study will be independent of funders, government, and citizens in the final analysis and conclusions of the study.

Purpose of the study is NOT to recommend an alternative or a decision for citizens of JO CO and/or county government. It is to identify the citizen identified issues, range of JS&PSS alternatives, the affected conditions, and the impacts of each alternative.

#### **C. Study Applicant**

The Hugo Exploratory Committee will be identified as the designer of the JS&PSS study and the grant applicant.

#### **D. Study Contract Monitoring**

Study contract monitoring would be by an independent entity (e.g., the Oregon Secretary of State Audits Division, etc.). Only as a last resort would the Hugo Justice System Exploratory Committee be part of the monitoring effort.

#### **XIV. POTENTIAL GRANT FUNDERS (Table Talk - See Chpt XVI)**

Again, when the opportunity present itself, the goal is to distance public government involvement from the public as the decision-makers of the Study.

##### **A. Potential Grant Sponsors**

- 1. Citizens**
- 2. Private Organizations**
- 3. Government Associations & Organizations**
- 4. State of Oregon Legislators**
- 5. State of Oregon Agencies**

##### **B. Potential Grant Funders**

If possible the potential grant funders should not have a stake in the our come of the Study.

Potential fund sponsors, in order of priority for being sought after for funding, follow.

- Citizens.
- Private Funders.
- State of Oregon Educational Institutions.
- Government Associations & Organizations
- State of Oregon Agencies.
- Private Contractors.

Appendix F2. Draft Potential Funders & Sources

## **XV. DECISION-MAKERS (Very Draft)**

### **A. Background**

The 1776 Declaration of Independence and the 1787 United States Constitution are the foundations for the positions that the public is the decision-maker.

1776 Declaration of Independence - Governments are instituted by Men, deriving their just Powers from the Consent of the Governed, and organizing its Powers in such Form, as to them shall seem mostly likely to effect their Safety and Happiness.

1787 United States Constitution - These same principles – the ultimate right of the people to “institute new Government” and to “organize its Powers in such Form” as they think best – would later be used to justify tossing out the old regime and adopting the Constitution. The famous opening words of the Constitution’s Preamble strongly echo the Declaration of Independence.

*We the People of the United States, in Order to form a more perfect Union, establish Justice, insure domestic Tranquility, provide for the common defense, promote the general Welfare, and secure the Blessings of Liberty to ourselves and our Posterity, do ordain and establish this Constitution of the United States.*

The ultimate basis of all legitimate government is the consent of the governed. That was America’s founding principle. One of the cornerstones of the Constitution is that it created a *republican* form of government – one in which all government power ultimately can be traced, directly or indirectly, to decisions made by the people through their chosen representatives. The Constitution was enacted by “We the People” – the first words of the document – and the people are its rightful masters. As Abraham Lincoln would memorably summarize it (in the Gettysburg Address in 1863), the founding fathers created a government “of the people, by the people, and for the people.”

- Paulsen, Michael Stokes; Paulsen, Luke. 2015. *From The Constitution, An Introduction*. Basic Books. New York, NY.

All of us are committed to public safety. None of us want to accept cuts to the system that has been in place while crime in Oregon has dropped to historically low levels. Can we accept the reality of fewer resources and plan for the future? If we plan wisely and face reality, JO CO has a good chance to continue to enjoy reasonably safe communities.

“It's not denial. I'm just selective about the reality I accept.” This quote from Bill Watterson, creator of the “Calvin and Hobbes” comic strip, resonates with the human capacity for denial about a reality we do not want to face. A significant reduction in funds to provide for JS&PSS is a reality we, the decision-makers, probably would rather not accept. We would rather selectively focus on the fact that Oregonians are safer today, less likely to be a victim of violent crime or property crime, than they have been since the 60s. We would rather hope we can find funds for public safety and can make cuts elsewhere.

How can the public decision-makers have a reasonable JS&PSS program for JO CO while subtracting millions of dollars from the public safety budget? Whether spending money is a good or bad idea becomes moot: it looks like a financial responsibility to plan for reductions or find new revenue sources. To fail to plan for a range of public safety funding and service level alternatives for the JS&PSS program will be claimed by some as a form of denial (Sec IX.C.1).

## **B. Voter Decision Makers**

Who are the decision-makers? The opportunity is that all qualified residents can be “Decision Makers.”

One of the most critical ways that citizens make decisions is through voting. Voting is a formal expression of preference for a candidate for office or for a proposed resolution of an issue. Voting can take place in the context of large-scale national or regional elections or local elections which can be just as critical to important community decisions.

Voters are the Decision Makers.

## C. Goal

The goal is wide involvement in the JS&PSS information processes (i.e., all efforts including the Study as one of many) of the public in its decision-making role.

These CI efforts can be marginalized during traditional information sharing processes. This is when the design of agreements and implementation of solutions are simply imposed from the outside by external forces, usually government. One way to encourage public participation and grant citizens a greater influence in information processes is through grassroots process design. This approach relies on citizens to provide insight about how to identify and manage problems and formulate their own goals for the future. It emphasizes the importance of citizens being the decision-making body that decides its future. As active participants, people at the grassroots level gain ownership of JS&PSS information processes and become "stakeholder" decision-makers in the solutions.

The aim is to promote a dialogue that increases the level of community participation in planning, managing, and supervising JS&PSS information processes. This includes active engagement in needs assessment, project design, and project evaluation. A community strategy could be citizen decision-makers participating in the design and implementation of JS&PSS information processes (i.e., participatory planning). The proposed Study design approach seeks to empower individuals to share their values in a written way, equal to other values, and thereby provide the planning process with the in-depth local knowledge about the history and root causes of the conflict, and the different citizens involved, voters and non-voters.

More specifically, the public decision-makers could review and analyze public safety services provided by the JO CO to determine whether the county is providing a ***“minimally adequate level.”*** There are substantial differences between Oregon counties in terms of their geographic and demographic characteristics, historic crime rates and their willingness to tolerate certain levels of crime and their past and present funding of various public safety services. Given these, and other, substantial differences, writing rules for how to determine whether JO CO is providing “minimally adequate public safety services” is a difficult task indeed.

The public decision-makers can participate in this effort by writing the rules for determining “minimally adequate” public safety services. What services should be taken into account? What are the key data elements in measuring a particular public safety service and how should they be measured?

Remember the purpose of the Study is NOT to recommend an alternative or a decision for citizens of JO CO and/or county government. It is to identify the issues, range of JS&PSS alternatives, the affected conditions, and the impacts of each alternative evaluated by condition indicators and standards.

The author of the awarded study will be independent of funders, government, and citizens in the final analysis and conclusions of the Study.

## **D. JS&PSS Study Design**

The purpose 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. For the purpose of the Study, the decision-makers are the voters of JO CO when they vote in the next levy, and/or other tax, fee, assessment, etc. mechanism.

After the 4<sup>th</sup> levy failure in as many years, the JSEC JS&PSS Committee asked the question, ***“What can we do to shed some light on the issues?”*** They believed that the first important step was the identification of the preliminary issues for why the levies failed. The reasons for the levy failures are complex and presently unknown as facts.

The identification of citizen issues, pro and con, is the most important step in developing a successful study design with the goal of ownership of all of them by citizens. The purpose of problem/issue identification is to scope the problem/issues (i.e., it is akin to 40 CFR 1501.7 on scoping; Appendix B). Scoping can be a useful tool for discovering alternatives to a proposal, or significant impacts that may have been overlooked. Useful information might also result from early participation by all interested entities, especially the public. Policy for the proposed JS&PSS study design, including alternatives, expressly provides that written comments will be considered (Chpts VI & XI).

The Study Design includes most importantly opportunities for CI (e.g., existing conditions; current JS&PSS program/current direction; potential citizen and JO CO government program opportunities (i.e., alternatives; standards; etc.), and analysis study document (e.g., existing conditions, current JS&PSS program/current direction, and citizen and government alternatives, standards, impacts, etc.).

Scoping Phase I started in 2013 with the identification of preliminary issues (Appendix A) and studies and information (Appendix B2). Scoping Phase II, the second phase of public and government involvement would commence immediately after the official media notice to identify the major and important issues for consideration during the study. Public involvement and government coordination would continue throughout the entire process.

The Study design’s goal is independence of a direct government controlled agenda toward the objectives of credibility addressing all concerns, both those of citizens and government in the identification of issues and components of the AC, design of Alts., IS, and environmental impacts of those Alts. Just as important, it is believed there will be positive impacts for active citizens involved in identifying and designing their own alternative management programs and standards for addressing the impacts of the alternatives: direct, indirect, and cumulative.

## **E. Analysis of Public Situation**

The Analysis of the Public Situation (APS) has several purposes.

- Formally acknowledge the public as the decision-maker.
- Identify preliminary problem/range of issues (Appendix A).
- Summarize affected conditions of planning area, Josephine County (Appendices B1 & B2).
- Identify public opportunities in formulation of reasonable alternatives (i.e., opportunities for considering a wide range of changing directions of the JS&PSS program; Appendix A).
- Identify public opportunities in designing standards by which alternatives are evaluated for significant impacts (Appendix D1).

There are significant decision-maker differences the proposed JS&PSS Study and the usual major significant impact study.

1. There will be no Analysis of Management Situation (AMS) in the proposed JS&PSS Study process; there will be an APS.
2. Study design flows from “public” identified issues, affected conditions, impact standards, and alternatives.
3. There will not be a formal government decision selecting a study alternative or some combination of alternatives from the Study.
4. The end result is information for informed public decision-making, not a decision by the government.

## **F. Elections**

An election is a formal decision-making process by which a population chooses an individual to hold public office. It is also the process by which the voters can choose policies.

The decision-makers are the voters of JO CO when they vote in the next levy, and/or other tax, fee, assessment, etc. mechanism (Chpt XV).

## **G. Summary**



## **XVI. PUBLIC INTEREST (Draft)**

An important public involvement stage is prior to anything formal or concrete (e.g., formulating potential actions, writing action plans, etc.). It is “Table Talk” or preliminary brainstorming (i.e., remember when you would sit at the kitchen table with family or friends and solve all the problems of the world?). Table Talk has a long way to go before it is ready for review comments.

### **A. Public Review (Draft at stages: 1. Requirement Analysis, 2. Designing, & 3. Developing Content)**

As of July 22, 2015 this document was in the development phase represented three overlapping stages of the document development life cycle: 1. Requirement Analysis, 2. Designing, and 3. Developing Content. This document has been web published for the convenience of the authors in reviewing its requirements, designing, and content.

At this stage this document is not final, nor is it edited for public review and comment. However, those interested members of the public may provide observations and comments on this document to the authors (see Chpt XI). Per their inclination, and if they are interested in becoming involved with the work of the Hugo JS&PSS Exploratory Committee, they may apply for committee membership with the authors (Chpt XI).

Citizens commenting on the adequacy of any proposed JS&PSS Study Design document, including appendices, and any other information except the APS, and the final JS&PSS Study must provide the following information rules (i.e., similar to The Grants Pass Daily Courier for letters-to-the-editor).

#### Rules of the JS&PSS Committee For “Comments”

The JS&PSS Committee encourages comments from readers. They must be signed, and a full address and phone number must be provided.

Street addresses will not be published, except on request. Phone numbers are for verification only and will not be printed. If you do not have a phone, you must hand-deliver your comments to one of the authors (Chpt XVII).

To avoid confusion over people with common or similar names writers must provide a full name or middle initial and indicate the name they are known by. On extremely rare occasions and on very sensitive topics, names of comment writers may be withheld.

There is no length on comments as they could be web published. One page or less comments need to be submitted via email. Comments longer than one page need to be submitted via email as a pdf attachment. If you do not have a computer, you must hand-deliver your comments to the Chair. Comments written long-hand are acceptable if legible (i.e., Chair must be able to read comments without assistance of writer).

Comments to the JS&PSS Committee should be addressed to its Chair, and cannot be copies. They cannot be returned (see Chpt XI of JS&PSS Study Design document for more information).

Mail comments to:

Mike Walker, Chair  
JS&PSS Committee  
Hugo Neighborhood Association & Historical Society  
P.O. Box 1318  
Merlin, Oregon 97532

Or send e-mail via the Internet to [hugo@jeffnet.org](mailto:hugo@jeffnet.org). Comments could be web published.

## **B. Document Development Life Cycle (Draft)**

For the authors' purpose the following "Document Development Life Cycle" (DDLC) is considered the life cycle of a documentation task. The information on the DDLC was adapted from Wikipedia to illustrate where the authors were in document development.

Document Development Life Cycle  
From Wikipedia, the free encyclopedia  
<https://en.wikipedia.org/wiki/DDLC>  
Downloaded July 8, 2015

There are six stages to the DDLC.

1. Requirement Analysis
2. Designing
3. Developing Content
4. Editing/Proof-Reading
5. Publishing Document
6. Maintenance

As of July 7, 2015 this document represented three overlapping stages of the DDLC.

1. Requirement Analysis
2. Designing
3. Developing Content

**1. Requirement Analysis** The "Requirement Analysis" is an important stage of the DDLC. In this stage the technical writer gathers the useful material for the project and understands and analyzes all the information of the project.

It is the first stage of DDLC in which a technical writer analyzes the document requirements, targeted audiences and documentation tools for use throughout. Intended towards the audience level of consumption the technical writer will decide the complexity and depth of the document. Use of language level will be decided at this stage.

The process involves a lot of effort. Information is collected from various sources connected with the project, mainly with the subject-matter expert(s) (SME). Any earlier versions of the document can also be reviewed for better understanding of the project. Technical writers also

search related information from the JS&PSS Exploratory Committee's archives (i.e., both hard-copy and web published), and gather updated information.

Technical writers must list down all the queries and problems faced while studying or understanding the conceptual document. They may have to meet and/or contact members of the interested public a number of times to arrive at a comprehensive understanding of the project. At the end of this stage a technical writer must have resolved all the problems and queries in terms of documenting this understanding for a specific audience(s).

**2. Designing** At this stage some estimates are decided like approximate pages, format of the document, several representation styles, etc. Subject knowledge, good writing skills, sufficient information about the project will help the technical writer to make a quality document.

**3. Developing Content** At this stage content is developed as per the design prospective and in accordance with planning of the documents at previous stages. The use of graphical illustrations are recommended for a better understanding by the public.

**4. Editing/Proof-Reading** At this stage, the document is thoroughly read by the writers/authors, and also verified by a third party. It checks for all sorts of grammatical errors. This verification ensures that the document is ready for publishing, including web publishing.

**5. Publishing Document** The document is web published by parent authority of the document (i.e., HNA&HS). Generally technical documents are published either in digital format on internet or in hard-copies and distributed. Several publication options can be used as per the distribution document requirement.

**6. Maintenance** At this stage collection of further updates and modification can be accomplished.

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### **C. Author Resumes**

### **D. Volunteer Consultant**

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  - Appendix B. Selected CEQ Regulations For Implementing The Procedural Provisions of The National Environmental Policy Act
  - Appendix C. Selected Portions Of CEQ's 40 Questions
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## GLOSSARY

### UNDER CONSTRUCTION

#### Analysis of Public Situation

**BLM** refers to the Bureau of Land Management of the U.S. Department of Interior, which administers 264 million acres of federal lands in Oregon and other states, including O&C lands in Oregon.

**Critical** is a designation used in this report to describe counties that will face severe general fund shortfalls or whose road funding will be limited to gravel road standards within one to two years after the loss of SRS payments, as described in Section 6 of document entitled *Oregon Governor's Task Force On Federal Forest Payments And County Services* (Governor's FFP & CS).

**Discretionary general fund** refers to county general fund revenues, excluding "passthrough" dollars over which the county has no control, which counties use to fund general services such as public safety and libraries and to make contributions to shared services such as public health and assessment and taxation.

**Discretionary road fund** refers to county road fund revenues that are not dedicated or promised to specific road projects.

**Efficacy** is whether people believe their participation in government matters; the extent to which people believe their actions affect the course of government.

**ESA** refers to the federal Endangered Species Act (PL 93-205), enacted in 1973.

**Federal fiscal year (FFY)** refers to the fiscal year of the U.S. government, which begins on October 1 and ends on September 30. The federal fiscal year is designated by the year in which it ends. Thus FFY 2009 refers to the federal fiscal year that began on October 1, 2008 and will end on September 30, 2009.

**Fiscal year** refers to the fiscal year of the state of Oregon and all 36 Oregon counties, beginning on July 1 and ending on June 30. The state and county fiscal year is designated by both the beginning and ending year. Thus 2008-09 refers to the fiscal year that began on July 1, 2008 and will end on June 30, 2009.

**Federal forest counties** are those counties that include federal forest lands. Only three of Oregon's 36 counties do not include federal forest lands: Clatsop, Gilliam and Sherman. All of the 33 other counties are considered federal forest counties.

**Federal forest payments** is a term used interchangeably with "SRS payments" and safety net payments (defined below).

**Federal forests** refer to both O&C lands managed by the BLM and national forests managed by the U. S. Forest Service.

**Forest Service lands** refer to national forests managed by the U.S. Forest Service. These include 11 national forests comprising 14.3 million acres in Oregon.

**Framing** The framing effect is an example of cognitive bias, in which people react to a particular choice in different ways depending on how it is presented.

**Hard Hit** is a designation used in this report to describe counties that will lose more than 20 percent of their discretionary general funds or more than 20 percent of their discretionary road funds from the loss of SRS payments, as described in Section 6 of "Governor's FFP & CS." That report identifies 24 such counties.

**Letter to the Editor** A LTTE is a letter sent to a publication about issues of concern from its readers. Usually, letters are intended for publication, most frequently associated with newspapers and news magazines. The subject matter of letters to the editor vary widely. For our purposes the most common topic is Commenting on a current issue being debated by a governing body – local, regional or national depending on the publication's circulation.

**NEPA** refers to the National Environmental Policy Act enacted in 1970.

**O&C Act** refers to federal legislation, enacted in 1937, known the Oregon and California Railroad and Coos Bay Wagon Road Grant Lands Act of 1937. This legislation established the current framework for the federal government's management of O&C lands.

**O&C counties** refer to the 18 Oregon counties that include O&C lands within their boundaries. These include all counties west of the Cascades except Clatsop County O&C lands, plus Klamath County in Southeast Oregon.

**O&C lands** refer to 2.2 million acres of forest lands in Western and Southern Oregon that were originally granted by the federal government to the Oregon and California Railroad in 1866 and other lands granted for the Coos Bay Wagon Road. These lands were later re-conveyed to the federal government in 1916 and 1919. These lands are now governed by the O&C Act and managed by the BLM.

**Oregon Voters' Pamphlet** The pamphlet contains information about candidates, ballot measures and political parties, as well as details about the election process. The pamphlet is produced and distributed by the Elections Division. For ballot measures it includes statements and arguments pro and con for the measure.

**PILT** refers to Payments In Lieu of Taxes provided by the federal government to counties as compensation for the impact of non-taxable federal lands on local government budgets.

**PRMP** refers to the Proposed Resource Management Plan for O&C lands prepared by the BLM and also referred to as the WOPR.

**Prospect Theory** is a behavioral economic theory that describes the way people choose between probabilistic alternatives that involve risk, where the probabilities of outcomes are known.

**Public Opinion** Views prevalent among the general public. For government, politics & diplomacy - the attitude of the public, especially as a factor in determining the actions of government.

**Public Opinion Survey** An opinion poll, sometimes simply referred to as a poll, is a survey of public opinion from a particular sample. Opinion polls are usually designed to represent the opinions of a population by conducting a series of questions and then extrapolating generalities in ratio or within confidence intervals.

**Safety Net Payments** is a term used interchangeably with federal forest payments and SRS payments.

**SRS Payments** refer to the payments to counties and schools pursuant to Title I and Title III of the 2000 Secure Rural Schools and Community Self-Determination Act (PL 106-393) and its reauthorization as part of the 2008 Emergency Economic Stabilization Act of 2008 (Public Law 110-343).

**Timber-dependent counties** refer to the 24 hard hit counties \as described in Section 6 of "Governor's FFP & CS."

**Unsustainable** is a designation used in this report to describe counties that will face severe general fund shortfalls or whose road funding will be limited to gravel road standards within two to four years after the loss of SRS payments, as described in Section 6 of "Governor's FFP & CS."

**WOPR** refers to the Western Oregon Plan Revisions for O&C lands issued by the BLM in 2008.



