



Status of the Public Safety System in Lane County as per Senate Bill 77
Report to the Board of County Commissioners
from the
Lane County Public Safety Coordinating Council

December 1, 2011

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Purpose of the Report

The Lane County Public Safety Coordinating Council (PSCC) is an advisory body of the Board of County Commissioners that by statute is required to: 1) recommend on the use state resources for local offender populations and 2) advise on the coordination of policies and services involving law enforcement, corrections, criminal justice, prevention, treatment, education, employment and intervention (ORS 423.560 and ORS 423.565).

The 2011 PSCC Work Plan was proposed in January and focuses on the provisions of Senate Bill 77, a measure that anticipates Oregon counties that might enter a “state of fiscal distress” resulting in an “inability to provide adequate public safety services” leading to a “declaration of a public safety state of emergency” by the Governor.

The Chair of the PSCC, Tim Laue, provided Workplan Updates to the Board of County Commissioners (BCC) on May 24, 2011 and October 5, 2011. He was requested to come back before the BCC later in Fall of 2011 with a final report. The purpose of this report is to provide background information for the Board of Commissioners regarding the current status of Community Health and Public Safety Services in Lane County, and to assist the Board with other short term, mid-range, and long term actions the Board may wish to take to address the County’s financial circumstance.

This report includes the following sections:

- Background
- Changes in the Lane County Criminal Justice System Over the Decades
- A Look at Crime in Lane County
- The Cost of Crime
- Conclusions and Recommendations

Background

Senate Bill 77, relating to fiscally distressed counties and declaring an emergency, was passed by the Oregon Legislature and signed by then Governor Ted Kulongoski in 2009. SB 77 provides a process whereby, if the governing body of a county or the Governor believe that the county is in a state of fiscal distress that compromises the county’s ability to provide a minimally adequate level of public safety services, the governing body or the Governor may seek a declaration of a public safety services emergency. The bill describes the process which then describes the roles of the Governor, the Oregon Criminal Justice Commission, a fiscal control board established by the Governor if he declares a public safety services emergency, and the governing body of the county. Oregon Administrative Rules 213-070-000 – 213-070-0050 provide further guidance about the process and procedures the Criminal justice Commission will employ if such a declaration is sought. SB 77 and the OAR’s are attached as an appendix to this report for reference by the Board of County Commissioners.

In response to SB 77, the Lane County Public Safety Coordinating Council (PSCC) adopted the following Workplan for 2011:

- 1) Describe under the provisions of SB 77 (and OAR 213-070) what a “Minimally Adequate Level of Public Safety Services” is for Lane County,
- 2) Describe (under the same provisions) when a “Public Safety Services Emergency” might be reached for Lane County to anticipate the scenario before it is upon us, and
- 3) Enhance the collaboration, cooperation and communication between the agencies and officials of the Coordinating Council to mitigate the impacts of such an emergency.

Taking guidance from the process described in SB 77 and the OAR’s, the PSCC appointed a Workplan Workgroup charged with gathering information to assist the full PSCC in the following:

1. Determine a minimally adequate level of public safety services considering the County's physical, historical and fiscal circumstances in the area of:
 - o Jail operations
 - o Law enforcement, investigations and patrol
 - o Community Corrections
 - o Juvenile justice
 - o Emergency operations and emergency response
 - o Search and rescue
 - o Criminal prosecution and
 - o Court facility operations
2. Do this considering population density, geographic considerations, historical crime rates and other relevant factors.
3. Enhance collaboration, communication and cooperation between agencies.

On December 1, 2011, the PSCC completed its work on this report and directed Chair Tim Laue to provide it to the Board of County Commissioners.

Changes in the Lane County Criminal Justice System Over the Decades

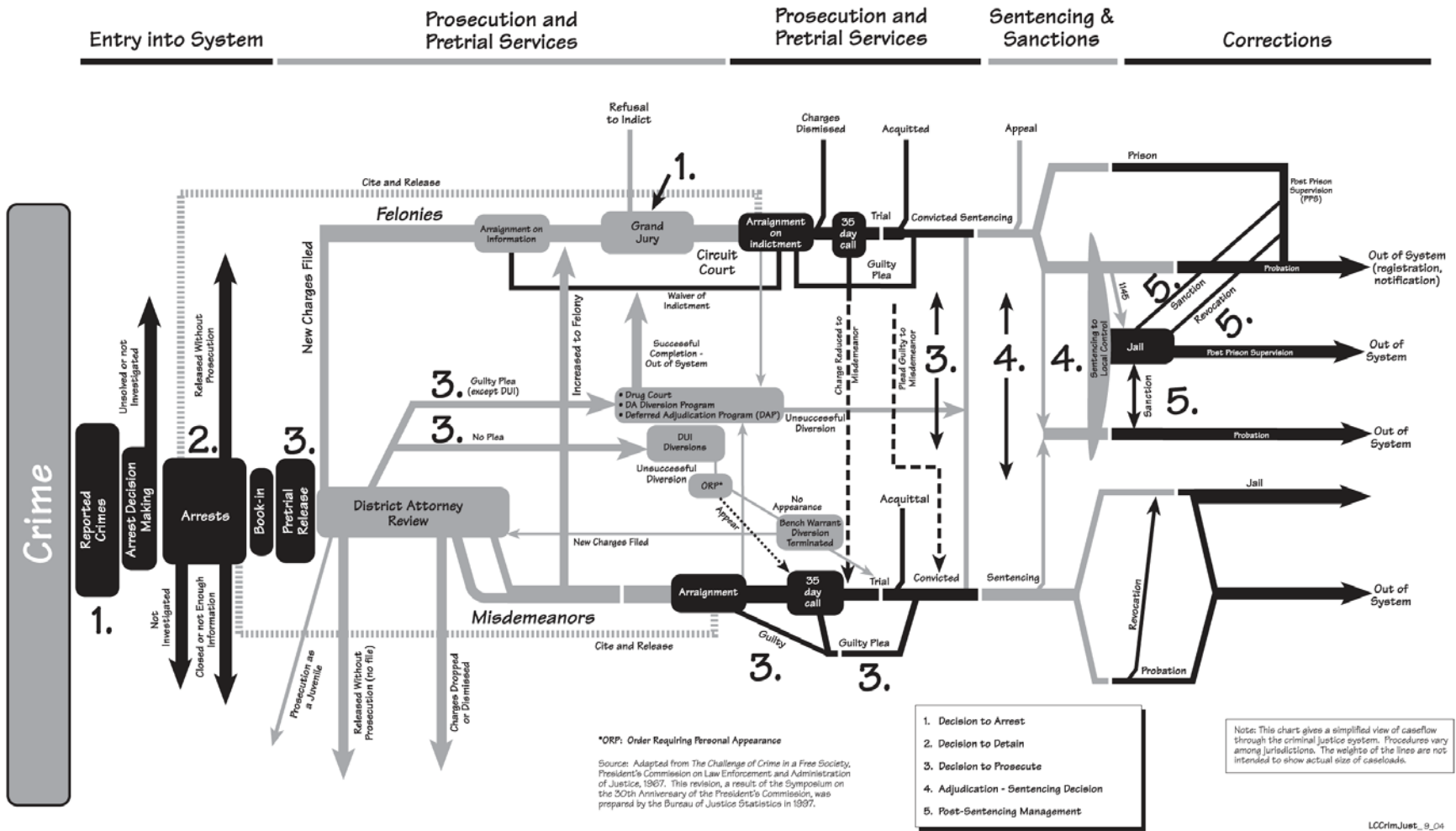
The adult and juvenile criminal justice system includes services, sanctions, and supports to keep the community safe, prevent crime, and reduce recidivism of offenders. A Flow Chart of the adult criminal justice system on the following page demonstrates some of the complexity.

Criminal Justice agencies represented on the PSCC agreed to provide information on key system components and resources and rate their system components by colors as follows:

Rating Key
Adequate Level of Service
Minimally Adequate Level of Service
Less than Adequate Level of Service
Inadequate Level of Service
Emergency Level of Service
n/a

The Building Blocks of Community Health and Safety graphic on the page following the Flow Chart shows the product of that work. In addition, the charts included in each service area description includes data for the criminal justice system in Lane County over the decades beginning in the 1980's and ending in 2011-2012.

Lane County Adult Criminal Justice System Flow Chart



Lane County Public Safety Services – Building Blocks of Community Health and Safety

Rating Key

Adequate Level of Service
Minimally Adequate Level of Service
Less than Adequate Level of Service
Inadequate Level of Service
Emergency Level of Service
n/a

Youth Services	2010-2011	2011-2012
Service Area	70 FTE	63 FTE
Juvenile Supervision & Support Services	26 FTE	26 FTE
Admissions/Detention Staffing & Support	12 FTE	11.5 FTE
Secure Residential Program Staff	13 FTE	13 FTE
Research & Grant Writing Position	1 FTE	.6 FTE
Grant Funded Positions	10 FTE	4 FTE
Administration	8 FTE	7 FTE
Detention Beds	16 Beds	16 Beds
OYA Beds for Lane County Youth	32 Beds	20 Beds
Runaway Intervention	No	No
Personal assessment of all charged Juveniles	No	No
Rural Resource Teams	No	No
Rural Youth Counselors	.6 FTE	.6 FTE
Validated Risk Assessments	Yes	Yes
Drug & Alcohol Intervention Programs	Yes	Yes
Restorative Justice Program Referrals	29 Youth	29 Youth
Juvenile Drug Court	Yes	Yes
Transition/Shelter Beds	No	No
Community Service Crews Days/week	6	5
Cognitive Intervention Classes per Year	8	6
Alternative Education Programs	60 Youth	45 Youth
Theft Diversion Classes	No	No
Alcohol Diversion Classes	No	No
Community Collaboration & Multicultural Programs	Yes	Yes
Parent Education & Family Counselling	OHP Paid	OHP Paid
Voc Training & Job Placement	150 youth	75 Youth

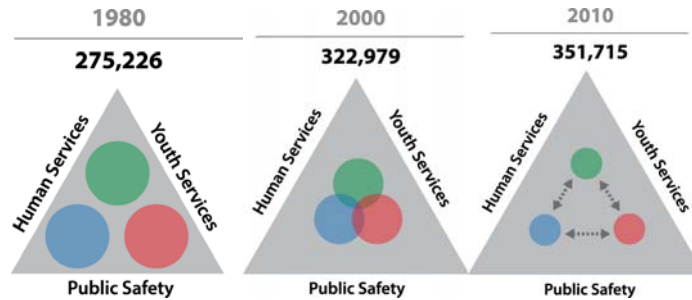
Corrections Services	2010-2011	2011-2012
Service Area		
Lane County Jail	405	326
Beds for local offenders	275	196
Community Corrections Ctr	33	33
Beds for local offenders	13	13
Forest Work Camp	0	0
DOMC Services	365	410
Parole and Probation	3120	3127
Electronic Supervision	50	50
Re-entry Services	12.5 FTE	11.5 FTE
Transitional Housing	128 Beds	108 Beds
Transitional Services	7.5 FTE	6.5 FTE

Police Services - Sheriff's Office	2010-2011	2011-2012
Service Area		
Rural Patrol	18	22
Residential Deputies	3	3
Investigations	6	6
Person Crimes	5	5
Property Crimes	0	0
Traffic Enforcement	12	6
Search & Rescue	1	2
Marine Patrol	3	3
Forest Patrol	6	0
Civil Paper Services	2	2

Human Services	2010-2011	2011-2012
Service Area		
Percentage of people below the federal poverty level	18.6%	19.0%
Number of people below the federal poverty level	52,936	55,000
Clients receiving Developmental Disabilities case management services	1,799	1,820
Adults receiving Behavioral Health outpatient services from Lane County Behavioral Health.	1,300	1,300
Number of mental health managed care (LaneCare) clients	8,789 (CY 2010)	9,000
Number of treatment slots in the Methadone Program	102	120
Number of FQHC clients	20,949	23,500
Number of FQHC encounters	58,150	63,000
Number of Cahoots contacts (Eugene)	5,464	5,800
Number of sobering admissions (Buckley House)	4,891 (CY 2010)	6,000
Number of households receiving bill paying assistance	13,767	9,500
Lane County one night homeless count	2,503	2,700
Pounds of food distributed by Food for Lane County	7.7 million	8.5 million
Number of Lane County households that received food boxes of emergency food assistance	24,332	27,000
Number of individuals served at Community Service Centers for basic needs	37,244	39,000
Sex Offender Treatment - Number served	32	55 slots

District Attorney Services	2010-2011	2011-2012
Service Area		
Cases filed	5,454	5,600
Trials	138	*71
Investigative Services FTE - Criminal Div.	2	2
Medical Examiner/Death Investigations	373	372
# Victims Services	31,763	30,000
# Victims Served	4,436	4,500
Support/Enforcement Collections	\$ 18,500,000	\$ 18,500,000
Juvenile Dependency Cases	248	98
Juvenile Delinquency Cases	360	167
Kids' FIRST Interviews	619	650
Attorneys FTE - Criminal Div.	24	22
Legal Secretaries FTE - Criminal Div.	7	7

System Overview – In 1980, Lane County had a population of 275,226 and the capacity of the system to prevent and reduce crime was growing. By 2000 the population had grown to 322,979. Even though resources were shrinking, agency directors, managers, and line staff had worked hard to develop a collaborative system using more and more evidence based practices. By 2010, resources have been reduced to a crisis level and agencies are struggling to provide even their core services required by law.



Key segments of the system also had begun to implement evidence based practices to more effectively prevent crime and reduce recidivism. The Lane County Adult Corrections (LCAC) implemented the model shown in the graphic to the right. In 2002, Dr. Ed Latessa from the University of Cincinnati presented information to the PSCC Promoting Public Safety Using Effective Interventions with Offenders. He described the benefits of redesigning correctional programs and systems to follow the Principles of Effective Correctional Intervention¹ based on meta-analysis of 20 years of validated research and the effectiveness of incorporating the following Principles:



- **RISK PRINCIPLE:** Treatment interventions should be used primarily with higher risk offenders. (Shouldn't mix high-risk offenders with low to moderate risk).
- **NEED PRINCIPLE:** Target the known criminogenic predictors of crime & recidivism.
- **TREATMENT PRINCIPLE:** Treatment & services should be behavioral in nature.

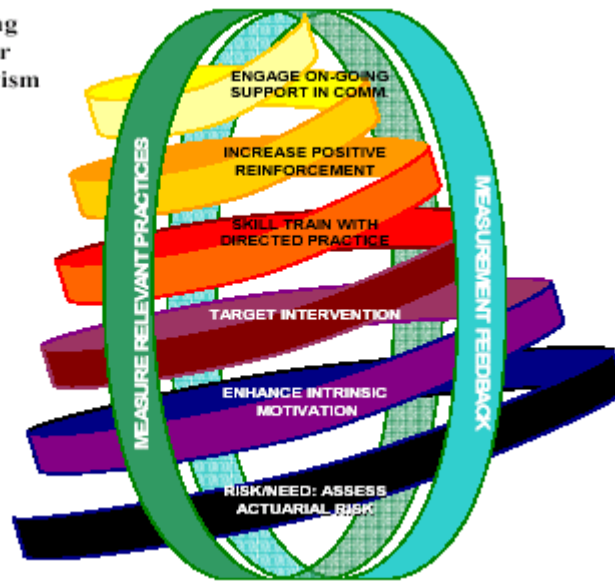
LCAC management and staff worked with Dr. Latessa and with Bob Gibson, a National Institute of Corrections consultant to redesign how they did business. They incorporated these Principles into the development of their Risk Assessment Tool and Defendant Offender Management Center and staff training in cognitive behavioral strategies and have begun utilizing the LS-CMI in some parts of Parole and Probation to assess criminogenic needs to help determine what treatment and services should be provided once offenders are released.

Lane County Department of Youth Services implemented the Eight Guiding Principles for Risk/Recidivism Reduction. They also worked with Dr. Ed Latessa in redesigning their programs. All juvenile department staff were trained in identifying and providing effective interventions. Validated risk assessments have been utilized to determine the risk of youth to reoffend, to determine the criminogenic factors which need to be targeted, and to determine treatment needs. Treatment groups and programs have

¹ Source: Adopted from Cullen, F.T. and Gendreau, P.

been reviewed by the Correctional Program Checklist, the instrument utilized by Dr. Latessa's program, to determine alignment with evidence based principles and to establish plans to increase effectiveness. Staff have been trained in motivational interviewing, strength-based interventions, engagement of families in the treatment process, gender and culturally appropriate services and, most recently, in the Effective Practices in Community Supervision, to engage youth in ongoing motivation and progress in their case and treatment plans. Staff target specific criminogenic factors in the treatment of youth and youth engage in cognitive behavioral interventions, educational and vocational activities, and alcohol/drug, mental health, sex offender, or other treatments as appropriate to their risk and needs. There is a commitment to ongoing evaluation and training so that programs and staff continue to increase in effectiveness. The steady decline in recidivism of delinquent youth over this period of time is a reflection that these strategies are working.

Eight Guiding Principles for Risk/Recidivism Reduction



In 2003 the Legislature, also conferring with Dr. Latessa, passed SB 467 requiring prevention, treatment, or intervention programs funded with state funds which are intended to further reduce criminal behavior in adults and juveniles or to reduce the need for emergency mental health services to be evidence based. State funding for prevention, juvenile justice, mental health, and treatment and interventions for adult offenders was required to be spent on evidenced-based programs/services, 25% by July 2005, 50% by July 2007, and 75% by July 2009. Lane County adult and juvenile corrections system and Lane County Health and Human Services were already moving that direction with their funding so it was a smooth transition for Lane County.

Facilities – There have been many new and improved facilities for the criminal justice system in recent decades as can be seen in the table below. Despite the physical capacity they provide, insufficient resources are available to fully utilize them.

Several additions have been added over the years to Lane County Adult Corrections facilities, beginning with the Jail built in 1980. These include the South, North, and East Annex, the Community Corrections Center, and the now shuttered Forest Work Camp. The Mental Health Emergency Unit, originally built to house the Lane County Psychiatric Hospital, was remodeled in 2005 as the Richard K. Sherman Center for the Defendant Offender Management Center (DOMC), a partnership between Lane County Adult Corrections, Parole and Probation, the State Courts Pretrial Release Services.

In 1998, as part of SB 1145 implementation, Parole and Probation Services moved from the Oregon Department of Corrections to Lane County Health and Human Services. The state did not renew their lease with Lane County for space in the state building and P&P was moved to the Lane County Annex,

adjacent to the County Health Department. Space is currently being remodeled in an unused portion of the Lane County Community Corrections Center for P&P, which became part of the Sheriff's Office in 2008.

In 1995 Lane County voters approved a levy to purchase land adjacent to the aging Skipworth Juvenile Detention Center to build a new Youth Campus. The John Serbu Youth Campus is a public/private partnership to provide juvenile justice services, shelter services, and substance abuse and mental health treatment for delinquent and other high risk juveniles. The State of Oregon leased the property included in the Campus boundaries to Lane County for \$1 per year for the Looking Glass McKay Lodge shelter. Levy funds and private funds were used to construct the Juvenile Justice Center which opened in 1999 and facilities to house non-profit assessment, treatment, shelter, and services.

Lane County Mental Health moved into their new facility in 2001, adjacent to the John Serbu Youth Campus. In 2010, Lane County's Health Department, Methadone Treatment Program, Sex Offender Treatment Program, Charnelton Community Clinic (Federally Qualified Health Center), and H&HS Administration all relocated to a newly remodeled office building downtown.

The Circuit Court, the DA's Office, and LCSO Police Services are all housed in the Lane County Courthouse. The Courthouse is an outdated facility built in 1959.

Facilities	1980-1989	1990-1999	2000-2009	2010-2011	2011-2012
Description					
Lane County Sheriff's Office					
Jail	361 / 311	311 / 475	475 / 507	507	507
Jail - Year Built	1980				
Jail South Annex - Year Built	1988				
Jail North & East Annex		1998			
Community Corrections Center - Year Built	1988				
Work Crew	0 / 60	60 / 160			
DOMC including Work Crew (2005)			160 / 342	365	410
Community Corrections Center	0 / 64	64 / 116	116 / 122	122	33
Forest Work Camp	0 / 30	30 / 120	120	0	0
Detention			96	80	80
Patrol, Investigation, Dispatch, Court Transport - Year Built	1959				
Community Corrections/P&P - Year Built					2012
Youth Services					
Shelter (boys)			12	0	0
Shelter (girls)			7	0	0
AOD Residential (boys)			14	8	8
AOD Residential (girls)			7	0	0
Lane Secure Custody Treatment			0	16	16
John Serbu Youth Campus					
Juvenile Justice Center - Year Built			2000		
Detention			32	16	16
Pathways - Year Built		1999			
Youth Shelter - Year Built			2000		
State Youth Resources Available to Lane County					
Oregon Youth Authority Close Custody			75	75	75
Health and Human Services					
Lane County Mental Health - Year Built			2001		
Lane County Public Health and H&HS Administration					2011
Transitional Housing - Sponsors, Inc. - Year Built				2010	
State Court - Year Built	1959				

Youth Services – In 2002, Juvenile Councilors were outstationed in rural schools funded by a rural federal Safe Schools/Healthy Students Grant which ended in 2006. Over the last fifteen years (and in the context of continually diminishing resources), the provision of Youth Services has increasingly focused on research based risk analysis to identify and target high risk offenders who commit a staggering amount of local property crime and are too often likely to ‘graduate’ to the adult system of criminal justice with millions of dollars in cost and serious human consequences in our county. Over time, DYS and treatment and services housed on the Youth Campus transitioned to evidence-based service delivery models and the recidivism of the chronic juvenile offenders who commit three or more crimes in a 12-month period – the youth research tells us it is most important to address – began steadily decreasing.

DYS has lost 25% of their FTE over the last decade, going from 89 FTE to about 66 in 2011. In 2003-2004 there was a reduction in funding for the residential drug and alcohol (AOD) treatment program, reducing capacity from 14 beds to 7 beds. Prior to 2004, there were 14 beds for short term treatment for adolescent boys but funding was eliminated. In the last decade, there has been a reduction in state Youth Correctional Facility beds from 72 to 30 for Lane County. Despite having excellent new facilities, DYS has never been staffed to fully utilize them. The most beds which have been staffed at one time in the Juvenile Justice Center were 28 treatment and 32 detention/secure treatment, of a total of 138 available beds. Currently only 40 beds are funded and utilized. In 2005, DYS converted 16 of their 32 detention beds into a secure behavioral and mental health treatment program. This helped address the loss of other treatment services, but resulted in 16 fewer detention beds. Lane County has one of the lowest number of detention beds per capita among Oregon counties. The incremental reduction in residential treatment and state YCF beds severely limits the options of placing high-risk delinquent youth who are not responding to treatment in the community. Currently, this resource is inadequate. To be effective, and by statute, Youth Services must provide a full spectrum of services: prevention, corrections, treatment, education, and behavioral skills services are employed to address the behaviors of at-risk youth and disrupt the cycle of youth crime extending into adult behavior.

Youth Services	1980-1989	1990-1999	2000-2009	2010-2011	2011-2012
Service Description	86 FTE	73 FTE	89 FTE	70 FTE	63 FTE
Juvenile Supervision & Support Services	43 FTE	39 FTE	39 FTE	26 FTE	26 FTE
Admissions/Detention Staffing & Support	29 FTE	25 FTE	26 FTE	12 FTE	11.5 FTE
Secure Residential Program Staff	n/a	n/a	n/a	13 FTE	13 FTE
Research & Grant Writing Position	n/a	1 FTE	1 FTE	1 FTE	.6 FTE
Grant Funded Positions	n/a	n/a	14 FTE	10 FTE	4 FTE
Administration	14 FTE	10 FTE	9 FTE	8 FTE	7 FTE
Detention Beds	50 Beds	36 Beds	32 Beds	16 Beds	16 Beds
OYA Beds for Lane County Youth	75 Beds	32 Beds	40 Beds	32 Beds	20 Beds
Runaway Intervention	Yes	No	No	No	No
Personal assessment of all charged Juveniles	Yes	No	No	No	No
Rural Resource Teams	Yes	No	No	No	No
Rural Youth Counselors	n/a	2 FTE	1 FTE	.6 FTE	.6 FTE
Validated Risk Assessments	n/a	Yes	Yes	Yes	Yes
Drug & Alcohol Intervention Programs	n/a	Yes	Yes	Yes	Yes
Restorative Justice Program Referrals	n/a	100 Youth	100 Youth	29 Youth	29 Youth
Drug/Alcohol Treatment Programs	n/a	14 Beds	14 Beds	Yes	Yes
Misdemeanor Crime Intervention Programs	n/a	Yes	Yes	No	No
Juvenile Drug Court	n/a	n/a	Yes	6	5
Transition/Shelter Beds	n/a	14 Beds	14 Beds	8	6
Community Service Crews Days/week	n/a	5	7	60 Youth	45 Youth
Cognitive Intervention Classes per Year	18	18	16	No	No
Alternative Education Programs	n/a	30 Youth	100 Youth	No	No
Theft Diversion Classes	Yes	Yes	Yes	Yes	Yes
Alcohol Diversion Classes	Yes	Yes	Yes	No	No
Community Collaboration & Multicultural Programs	n/a	Yes	Yes	Yes	Yes
Parent Education & Family Counselling	Yes	Yes	OHP Paid	OHP Paid	OHP Paid
Voc Training & Job Placement	n/a	n/a	150 youth	150 youth	75 Youth

Lane County Sheriff's Office Police Services – In 1980 with a county population of 275,226, LCSO had 116 police deputies in the field and 24/7 coverage. Now they have 69 and 20\7 coverage, far below industry standards to the point where much of the training received by entry level employees is moot. Staffing levels that hover around a quarter to a third of comparable Oregon agencies has led to a demoralized public safety workforce and a distrustful and disappointed populace. It could be argued that public safety services provided by the LCSO have been “less than adequate” for many years. Over the last 25 years, LCSO has steadily decreased personnel and programs while at the same time striving to continue to provide traditional service wherever possible. While somewhat successful in this effort, an unintended consequence has been the continued erosion of confidence in or expectation of service by the public. This has had a multitude of negative impacts including a significant underreporting of crimes since it is widely held that LCSO probably will not come if called, and, even if they do respond, little can be done. As an example of this phenomenon, the LCSO responds to a number of calls for service regarding lower level thefts and minor crimes by mailing the victim a Citizens Self-Report Form. This is a document with information fields sufficient to satisfy most data reporting requirements and provide a basic summary of an incident. These forms are only completed and returned by victims about 34% of the time. It is therefore likely that we are experiencing an under-reporting of these events of over 65%.

In 2011, prior to the budget reductions which took place July 1, the Police Services Division of the LCSO had a police to population ratio of .45 officers per 1,000 population, much worse than the 1.19 ratio from 2008 with the City of Eugene ratio at 1.24 officers per 1,000 and the City of Springfield ratio at 1.13 per 1,000. In September 2010, the Oregon Criminal Justice Commission (CJC) released a *Lane County Criminal Justice Fact Sheet*. It provides the following data comparing Lane County (all law enforcement agencies, not just LCSO) with statewide data for Oregon, United States West Cities, and the US as a whole.

2008 Sworn Officer Summary Statistics	Lane County	Oregon Median	USA West Cities	USA
Sworn officers rate per 1,000 population	1.19	1.84	1.70	2.48
Person index crimes per sworn officer	2.79	.92	NA	NA
Property index crimes per sworn officer	40.64	13.67	NA	NA
All crime offenses per sworn officer	106.80	56.50	NA	NA

Police Services	1980-1989	1990-1999	2000-2009	2010-2011	2011-2012
Service Area					
Rural Patrol	n/a	26	22	18	22
Residential Deputies	9	6	0	3	3
Investigations	n/a	8	3	6	6
Person Crimes	n/a	7	2	5	5
Property Crimes	n/a	1	1	0	0
Traffic Enforcement	n/a	12	16	12	6
Search & Rescue	n/a	1	2	1	2
Marine Patrol	n/a	2	4	3	3
Forest Patrol	1	2	7	6	0
Civil Paper Services	n/a	3	2	2	2

District Attorney – In 1979, the Lane County public safety system including the DA's Office, had adequate resources except for a profound shortage of state prison beds. The recession in the early 1980's resulted in a dramatic reduction in force. Since then, although population and workload have increased, the DA's Office has lost 12 DAs and 10 investigators, averaging about 23 Deputy DA's and 4 investigators for the Criminal Division. It is not really useful or adequate to simply juxtapose old staffing numbers against the current office, with new divisions added since the 80's (Victims Services, Medical

Examiner, Kids FIRST), new responsibilities, new laws, and a qualitatively different caseload making it difficult to compare data year to year and decade to decade. For instance, in the early 1990s Felony Driving While Suspended, Felony Driving While Revoked, and felony Forgery cases comprised a large proportion of the felony caseload. The vast majority of these cases were simple one-or-two-witness cases that required little time to investigate, review and prosecute. Subsequent changes in Oregon law reduced many of these offenses to lower level crimes or violations which comprise a comparatively small percentage of the case-count. Over the same period of time other system changes made it possible and desirable to consolidate a series of offenses into a single case, so conduct that used to be charged as eight or ten discreet felony cases may now be charged as one larger case with eight or ten counts (or more). This influence and others can create the appearance of reduced system volume where actual workload has increased. A person scanning the felony filing boxes might assume a 30% reduction in felony workload between year 1 and year 12, while the workload actually increased substantially. Another example is 100 felony possession cases would be a very light annual workload for a Deputy DA, while 20 murder cases would be overwhelming. As staffing forced triage, the composition of the caseload has changed over time. It is increasingly weighted in favor of more serious cases which, all things being equal, tend to require more time and more senior deputies. Again, from CJC's Fact Sheet:

2008 Prosecutor Summary Statistics	Lane County	Oregon Median
Number of prosecutors per 1,000 population	.81	1.25
Felony cases per prosecutor	109.93	58.83
Misdemeanor cases per prosecutor	74.39	133.55

The DA's Office is unable to do critical follow-up investigations on many cases that require such follow-up in order to move forward. Approximately 200 property crimes per month are no longer investigated at all, as the DA, LCSO, and State Police are no longer staffed to do the work. The trial rate has dropped sharply. A system which used to try approximately 10% of the cases now tries less than 2%, so more cases must be negotiated, resolutions are often more lenient, and DA's and officers develop trial experience less quickly. There are dozens of other adverse consequences, some of which relate to public safety and system solvency. For instance, de-staffing the DA results in a smaller number of felony convictions, so Lane County gets a smaller percentage of the Community Corrections revenue. In 2004-2005 the county was projected to lose over \$4 for every \$1 cut from the DA budget. That ratio may be slightly smaller today. Police are filing fewer cases with the DA and municipal courts are getting more creative to avoid sending cases into a state system that is unable to do anything constructive with them.

District Attorney Services	1980-1989	1990-1999	2000-2009	2010-2011	2011-2012
Service Area					
Cases filed	7,299	6,454	6,303	5,454	5,600
Trials	n/a	n/a	131	138	*71
Investigative Services FTE - Criminal Div.	6	3	2	2	2
Medical Examiner/Death Investigations		324	301	373	372
# Victims Services		7,936	19,809	31,763	30,000
# Victims Served	n/a	n/a	3,541	4,436	4,500
Support/Enforcement Collections	\$ 3,000,000	\$ 10,580,000	\$ 20,040,000	\$ 18,500,000	\$ 18,500,000
Juvenile Dependency Cases	n/a	1	307	248	98
Juvenile Delinquency Cases	n/a	29	336	360	167
Kids' FIRST Interviews		562	586	619	650
Attorneys FTE - Criminal Div.	20	25	24	24	22
Legal Secretaries FTE - Criminal Div.	10	12	9	7	7

*DA Numbers are averages except 2010; 2011-2012 Trials are YTD

Adult Corrections Services – Reductions in funding and services in 2008 forced the Jail to begin releasing Measure 11 offenders, as well as offenders classified as statutorily violent felons. This placed the Lane County Jail in direct violation of Oregon Revised Statutes. The reduction in services/jail beds also increased the amount of offenders who were capacity based released before being adjudicated,

including many offenders that were determined to be at high risk for being a danger to the community. LCSO Adult Corrections is and has been at a less than adequate level of service for at least the past 30 years. An adequate level of service would mean they are not required to release sentenced or pretrial offenders due to overcrowding. Additionally, in an adequately funded system, offenders being released from jail and prisons into Lane County would be able to use an alternative based program that gives the inmate the skills and tools needed to be a successful and productive citizen upon release. Reduction in funding to the jail in 2011 could again result in violent Measure 11 inmates being released due to overcrowding.

With only 33 Community Corrections Center (CCC) beds, the corrections system has very limited space to provide transitional services to offenders being released from jail or prison back into the community. Previously, releasing inmates would transitioned into a bed at the CCC or Forest Work Camp, which was closed in 2008, before being released into the community. The system has lost most of its ability to provide evidence based programs. Without transitional services there will likely be more inmates recidivating. This will lead to a future increase in use of criminal justice services and tax the system more in the long term. CJC's Fact Sheet shows the following:

	Lane County	Oregon
Community Corrections (April 2010)		
Number of offenders supervised per Probation Officer	100.70	62.65
2009 Jail Statistics – Rate per 1,000 Population		
Beds in use (operational capacity)	.83	1.55
Available beds	1.81	2.36
Forced (capacity-based) releases	11.96	3.41

Annually 600 adult inmates (40-60 per month) are released to Lane County from DOC facilities with approximately 50% homeless on release and close to 90% indigent with no employment awaiting them. In 2011, transitional services and housing through Sponsors, Inc. had finally reached a less than adequate level of services due to a very successful capital campaign and aggressive, successful grant writing to expand program capacity. Reductions in the Community Corrections budget moved that rating to inadequate. Thanks to a federal 2011 Second Chance Act grant, many of those reductions have been reversed.

Corrections Services	1980-1989	1990-1999	2000-2009	2010-2011	2011-2012
Service Area					
Lane County Jail	361 / 289	289 / 142	294 / 405	405	326
Beds for local offenders				275	196
Community Corrections Ctr	0 / 64	64 / 116	122 / 33	33	33
Beds for local offenders				13	13
Forest Work Camp	0 / 30	30 / 120	0 / 100	0	0
DOMC Services	0 / 60	60 / 160	138 / 342	365	410
Parole and Probation			3348	3120	3127
Electronic Supervision	0 / 20	20 / 40	20 / 50	50	50
Re-entry Services	1 FTE	6.5 FTE	12 FTE	12.5 FTE	11.5 FTE
Transitional Housing	5 Beds	46 Beds	102 Beds	128 Beds	108 Beds
Transitional Services	2 FTE	3 FTE	5 FTE	7.5 FTE	6.5 FTE

Health & Human Services – During the last twenty years, the County has gained ground in some areas of human services, and lost ground in others. Targeted goals and strategies in the area of public health and primary care services resulted in improved facilities and significant expansion of access to primary care services through additional Federally Qualified Health Centers. At the same time, the

sustained downturn in the economy has created a situation where the demand for human services continues to climb, particularly in the area of basic needs, far outstripping the resources available to meet that need. The need for human services in Lane County is greater than ever, as we are experiencing high unemployment and poverty, decreased housing and economic stability, decreased state and federal public assistance and job training resources. The percentage of people in Lane County who are below the federal poverty level has climbed to 19%, exacerbating other risk factors for crime and other problem behaviors.

Human Services	1990-1991	2000-2001	2010-2011	2011-2012
Service Area				
The percentage of people in Lane County who are below the federal poverty level	15% (1989)	14.5%	18.6%	19.0%
Number of people in Lane County who are below the federal poverty level		45,424	52,936	55,000
Number of clients receiving Developmental Disabilities case management services	990	1,200	1,799	1,820
Adults receiving Behavioral Health outpatient services from Lane County Behavioral Health.	330	2,000	1,300	1,300
Number of mental health managed care (LaneCare) clients		6,077 (CY 2000)	8,789 (CY 2010)	9,000
Number of treatment slots in the Methadone Program	55	140	102	120
Number of FQHC clients		1,255	20,949	23,500
Number of FQHC encounters		5,091	58,150	63,000
Number of Cahoots contacts (Eugene)	1,756	4,531	5,464	5,800
Number of sobering admissions (Buckley House)		5,516 (CY 2000)	4,891 (CY 2010)	6,000
Number of households receiving bill paying assistance		5,448	13,767	13,500
Lane County one night homeless count		1,523	2,503	2,700
Pounds of food distributed by Food for Lane County			7.7 million	8.5 million
Number of Lane County households that received food boxes of emergency food assistance		22,795	24,332	27,000
Number of individuals served at Community Service Centers for basic needs		19,234	37,244	39,000
Sex Offender Treatment - Number served		109	32	55 slots

The areas that are at or approaching an emergency level are predominantly those where the service system is unable to meet the steadily increasing demand. For instance, while the total pounds of food distributed in the community has increased, that number does not reflect the tremendous food insecurity that exists in Lane County – even though we are distributing more food, there are more people going hungry or at risk of going hungry than ever before. The same is true in the area of assisting people to pay their energy bills. The demand continues to rise as people are at risk of having their power shut off, while at the same time we anticipate a significant reduction in federal funding this fiscal year for that assistance.

During the last twenty years, the research base has continued to grow that demonstrates the important return on investment that accrues to the public safety system for investments in prevention and treatment. When systems are in a state of crisis, it's often challenging to set aside resources for these interventions that have a longer-term payoff. Nevertheless, any long term improvements in public safety outcomes will require investments in mental health and substance abuse treatment, and a coordinated, systemic approach

to prevention at the individual and community level.

Much of the progress made during the last twenty years has been achieved by leveraging funds outside of the County general fund in order to support these programs. Using grants for program start-up and creatively accessing state and federal funds is allowing the primary care, mental health, and substance abuse areas to be sustained even as all County general fund support has been withdrawn. The short-term investment of general funds dollars to create the Community Health Center (federally qualified health center) has created a platform where those services are now self-funding.

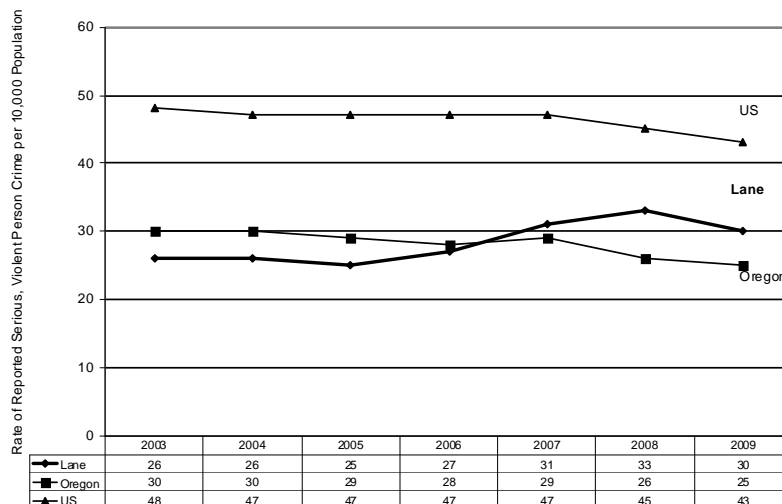
A Look at Crime in Lane County

In May 2009 the Oregon Criminal Justice Commission (CJC) released the *Lane County Criminal Justice Report*. They convened a study group to review county level data and develop quantitative measures of public safety services. They found the following with respect to Lane County data:

- Lane County consistently has crime rates higher than 50% of Oregon’s counties, though never the highest.
- Both property and violent crime rates in Lane County have risen in recent years, contrary to the trends in most counties.
- In 2008 Lane County had the second lowest rate of prosecutors to population among Oregon’s counties.
- In recent year, Lane County has rated in the bottom 25% of Oregon counties in jail beds per offense, jail beds per population, and jail beds per arrest. In 2008, it had the lowest rate of jail beds per capita in the State.
- In 2007, Lane County had the second lowest rate of sworn officers per population and the highest ration of index offense to officer.
- Lane County has an arrest-to-offense ratio higher than 75% of all counties.
- Lane County contributes a disproportionately high number of new intakes to Department of Corrections’ prisons.

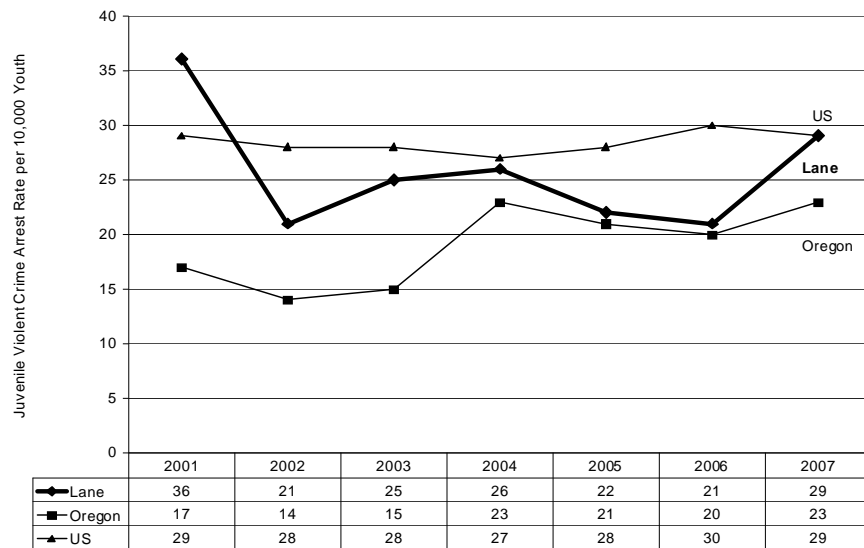
The Public Safety Coordinating Council (PSCC), in completing the January 2011 Criminal Justice System Report Card for Lane County, noted several negative trends in key indicators:

- *Rate of Reported Serious Violent Crime per 10,000 Population* exceeds Oregon’s rate



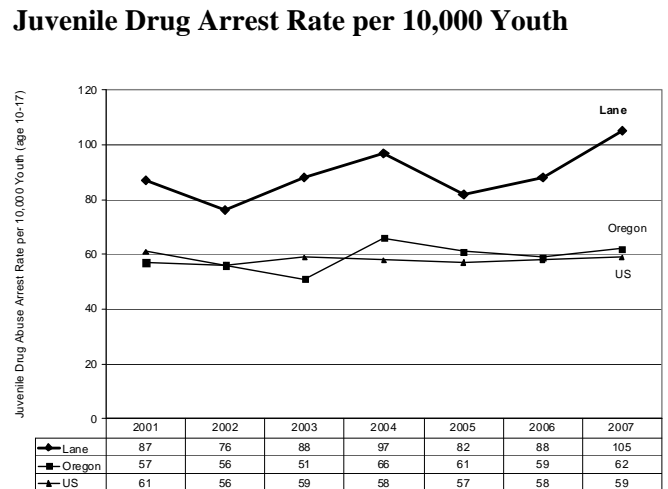
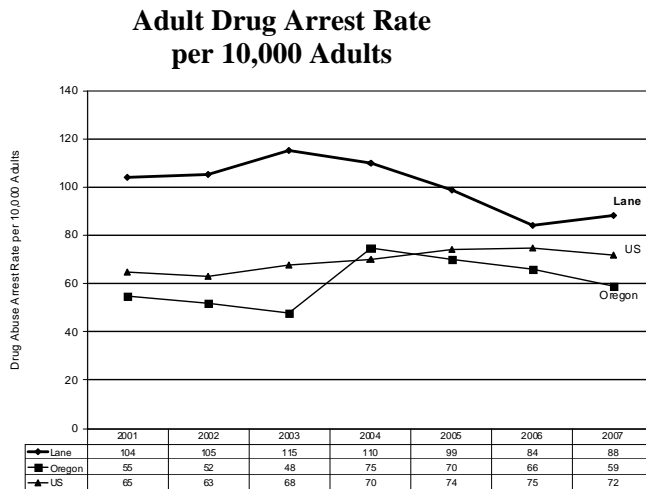
Source: FBI, *Crime in the United States*

- **Juvenile Violent Crime Arrest Rate per 10,000 Youth** exceeds or is equal to the US and exceeds Oregon



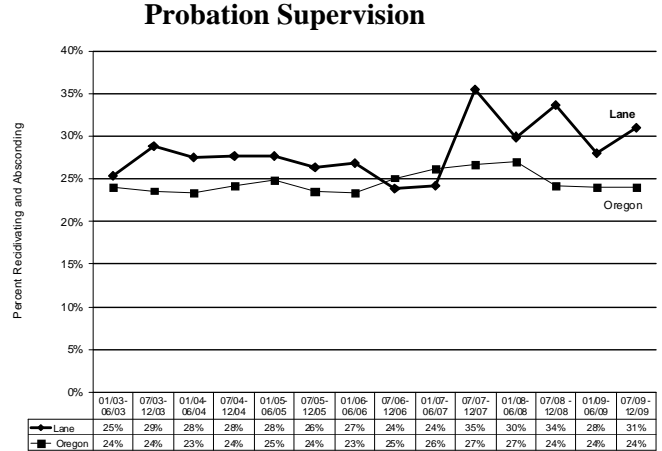
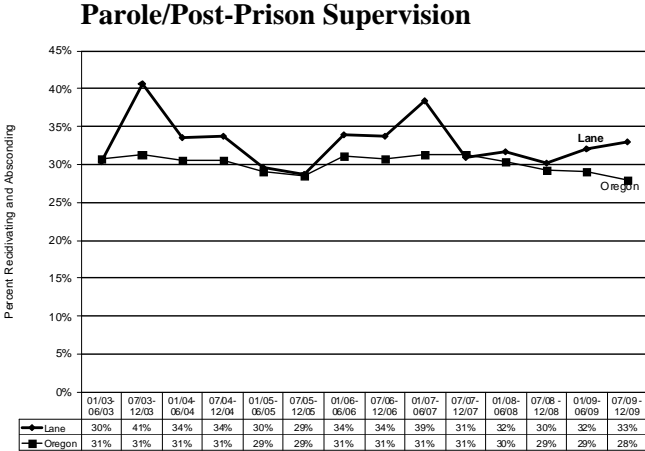
Source: Easy Access to FBI Arrest Statistics

- **Adult and Juvenile Drug Arrest Rates per 10,000** exceed both Oregon and the US



Source: Easy Access to FBI Arrest Statistics

- **Three Year Re-offense Rates for Felony Offenders on Supervision** exceeds Oregon's rate

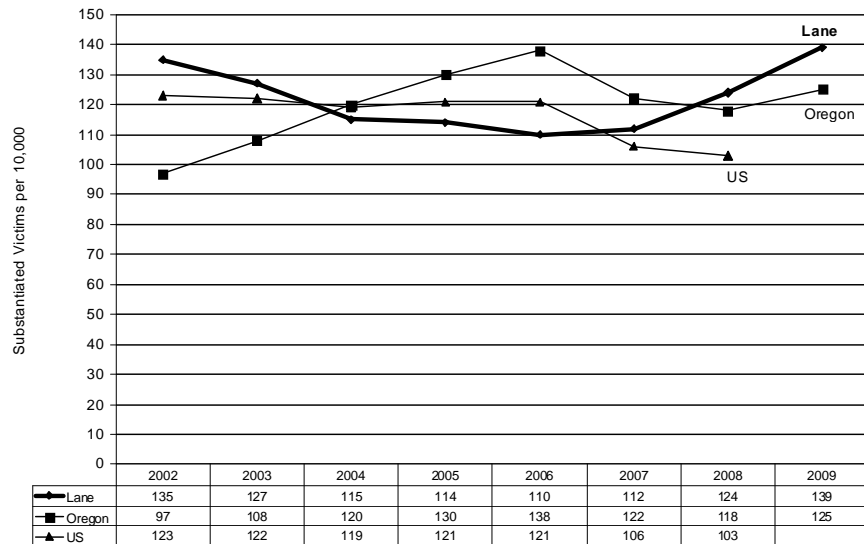


The Oregon goal is no more than 31%.

The Oregon goal is no more than 23%.

Source: Oregon Department of Corrections

- **Child Abuse Victimization Rate per 10,000 Children Under Age 18** are increasing and exceed both Oregon and the US.

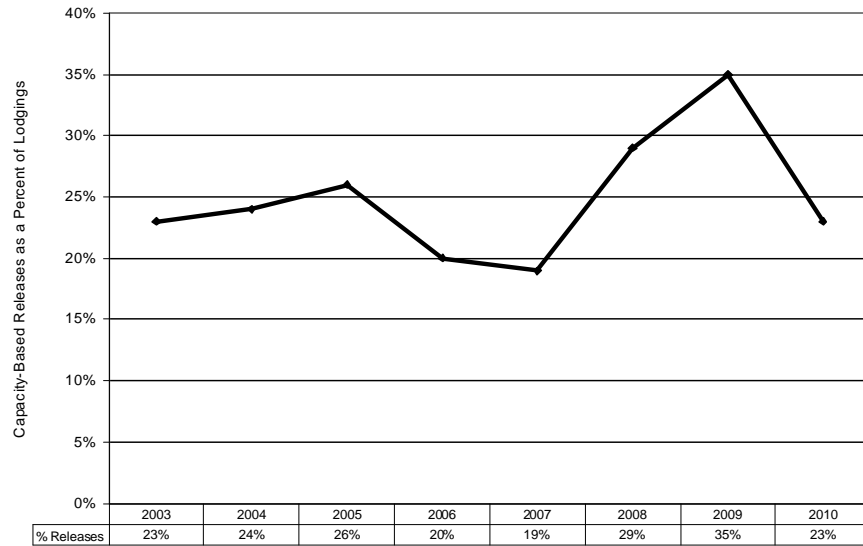


Source: Lane and Oregon – DHS: The Status of Children in Oregon's Child Protection System 2004

Source: US – National Clearinghouse on Child Abuse and Neglect Information: Child Maltreatment 1996-2003

The PSCC also noted that there was some positive news:

- **Releases Triggered By Overcrowding as a Percent of Lodgings** decreased from 35% in 2009 to 23% in 2010—a positive change in a single year, possibly as a result of the restoration of 84 correction beds by the Board of Commissioners.



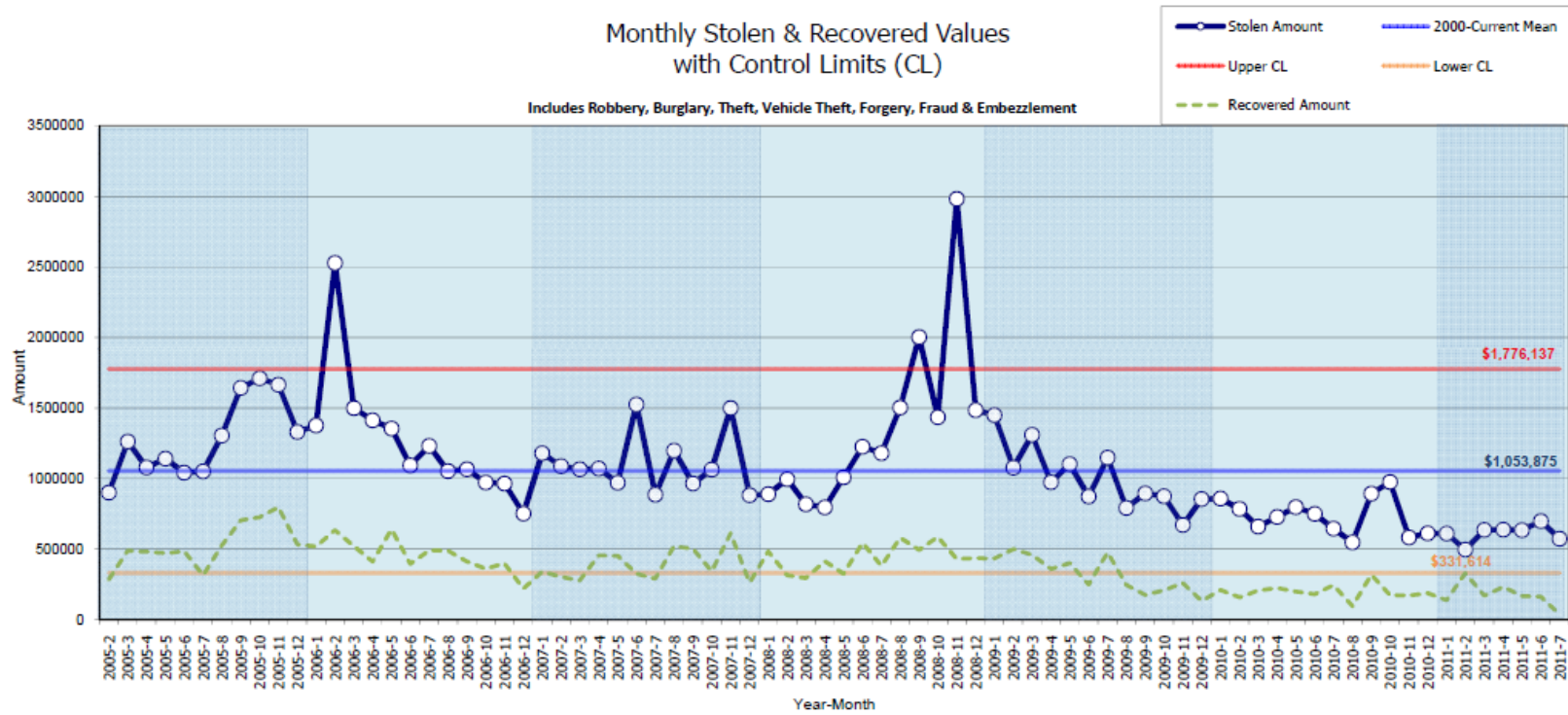
Note: “Percent of Lodgings” is the number of inmates released as a percent of all inmates housed at that time in the Lane County Jail.

Source: Lane County Sheriff’s Office

Unfortunately, with the budget reductions Lane County is experiencing in the current fiscal year, the Sheriff has closed the 84 corrections beds again, which is anticipated to have a negative impact on capacity based releases.

Costs of Crime

Each month the Eugene Police Department updates their *Monthly Stolen & Recovered Values with Control Limits* chart. (See below.) The solid blue line indicates the dollar value of property stolen during that month. The dotted line indicates the property recovered during that month. It is important to remember that property may be recovered in a later month than it was stolen. So the recovered value can change independently of the stolen value. Also, not all property crimes are reported so this is actually an under-reporting. Still, this chart provides hard data to help paint a picture of one aspect of the cost of crime in the largest city in Lane County.



Eugene Police Department
Eugene, Oregon

** Disclaimer: Monthly numbers may change from previous charts due to late reporting,
data entry delays, or changes in crime classification **

8/19/2011

The CJC in July 2011 released a study entitled Cost-Benefit Methodology by Michael Wilson, Economist with the CJC Statistical Analysis Center. The full study can be downloaded from their website at <http://www.oregon.gov/CJC/JCP/JCP.shtml>. Costs have been calculated in 2011 inflation adjusted dollars. The table with cost data by type of felony conviction is replicated below.

Taxpayer and Victimization Costs of One Felony Conviction						
	Taxpayer Costs					
	Homicide	Rape	Robbery	Aggravated Assault	Property	Other
Arrest	701	701	1,047	991	985	985
Conviction	152,378	18,770	9,865	4,877	201	201
Probation	313	1,580	1,326	2,214	1,791	2,816
Post-Prison Supervision	1,489	17,944	6,574	4,931	3,254	1,872
Department of Corrections	265,053	77,005	52,236	36,115	19,814	9,169
Jail	10,230	3,918	2,625	2,346	1,519	1,329
Total Taxpayer	\$430,164	\$119,918	\$73,673	\$51,474	\$27,564	\$16,372
	Victimization Costs					
Out of Pocket	662,368	19,478	8,236	19,374	9,046	0
Quality of Life	7,581,805	694,869	12,422	29,919	0	0
Total Victimization	\$8,244,173	\$714,347	\$20,658	\$49,293	\$9,046	\$0
Total Taxpayer and Victimization	\$8,674,337	\$834,265	\$94,331	\$100,767	\$36,610	\$16,372

Conclusions and Recommendations

Lane County has reached the crisis level in significant components of the criminal justice system. Other areas are hovering close to the crisis level. Several of the components which appear healthy are only remaining strong due to a proactive and successful pursuit of federal and state grants, which are critical but are “soft” funding. This is not an ideal situation but it has become an important piece of how local services are being supported in this economic environment.

At this point, there is little hope that July 1, 2012 will arrive with sufficient resources to ameliorate this situation for Lane and other timber tax counties. With that in mind, the PSCC offers the following options for the Board’s consideration:

- Continue to work with the District Attorney, Sheriff, and others to develop solutions.
- Work with other distressed counties through the Association of Oregon Counties to determine what actions by the state would be helpful in responding to this state of fiscal crisis.
- Examine any actions other counties have taken and whether they are appropriate for Lane County.
- Work locally with metro partners on collaborative solutions like discussions currently taking place regarding funding the Buckley House Detox Center.
- Work with the Lane County legislative delegation to further develop any legislative actions which could help the counties.
- As an interim step, ensure departments continue to proactively work cross-jurisdictionally and collaboratively as a system to seek grant and contract funding to serve as a bridge, keeping system components whole while long range solutions are sought.

On July 8, 2011, Lane County was notified that it has been selected as a new Justice Reinvestment Initiative (JRI) site. PSCC will take the lead on this initiative for the County. This process will provide the County with an opportunity to determine whether there are changes to policies, practices, or procedures being implemented elsewhere which are a good fit for Lane County and which would enable

the criminal justice system to operate more effectively and efficiently. JRI was launched by the Bureau of Justice Assistance (BJA) in the Office of Justice Programs, U.S. Department of Justice, in coordination with justice reinvestment and related efforts supported by independent organizations such as the Pew Center on the States. Justice reinvestment is a strategic, data-driven approach to reduce corrections and related criminal justice spending and reinvest savings in strategies designed to increase public safety. The purpose of justice reinvestment is to manage and allocate criminal justice populations more cost-effectively, generating savings that can be reinvested in evidence-based strategies that increase public safety while holding offenders accountable. States and localities engaging in justice reinvestment collect and analyze data on drivers of criminal justice populations and costs, identify and implement changes to increase efficiencies, and measure both the fiscal and public safety impacts of those changes.

- **Phase I** sites will receive intensive, onsite technical assistance to start the justice reinvestment process, which involves engaging leaders and key stakeholders, conducting a comprehensive analysis of criminal justice data, and identifying strategies to reduce costs and increase public safety.
- **Phase II** sites will receive both targeted technical assistance and funding to support the implementation of justice reinvestment strategies. Sites that apply to be Phase II sites must have already completed all of the steps associated with Phase I.

Lane County has been selected as a Phase I site. The county was selected through the BJA's competitive process for two main reasons:

- The high level of collaboration among jurisdictions and key criminal justice agencies, including non-profit reentry and treatment service providers.
- The commitment of the County, criminal justice agencies, and the PSCC to a data driven approach to planning and the implementation of evidence-based practices which have been proven by research to work.

The PSCC wishes to emphasize and recognize the collaboration which has grown over the years between jurisdictions, departments, and non-profits to truly create a strong, interlocked system of services, sanctions, and treatment. As we move forward through difficult times, one of our challenges will be maintaining this high level of collaboration. It is critical to our potential for success and our ability to achieve and maintain public safety.