



# **JACKSON COUNTY SHERIFF'S OFFICE STRATEGIC PLANNING STUDY**

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**FINAL REPORT  
July 2016**

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## INTRODUCTION

The Jackson County Sheriff's Office (JCSO) contracted with the Police Foundation (PF) to conduct a study of selected aspects of the JCSO. Patrol, Traffic and Investigation staffing are major elements of this study. In addition, the PF conducted interviews with a wide range of staff and held focus groups with stakeholders to elicit aspects that ought to be considered in developing a strategic plan for the Sheriff's Office.

Located in Southern Oregon, Jackson County is divided by Interstate 5, the major west coast north-south highway. The California border forms its southern boundary. Josephine County (is to the west, Klamath County is to the east and Douglas County is to the north). It is 2,802 square miles. Jackson County is approximately 68 miles north to south and 49 miles east to west.

In 2015 the population estimate was 212,567, 4.6% increase from 2010. Census estimates<sup>1</sup> show the following population characteristics as of 2014.

- Persons under 5 years, percent, July 1, 2014, 5.7%
- Persons under 18 years, percent, July 1, 2014, 21.0%
- Persons 65 years and over, percent, July 1, 2014, 20.2%
- Female persons, percent, July 1, 2014, 51.4%

The race and ethnicity data for 2014 show a predominately white population of 82.1%. Those of Hispanic or Latino origin make up 12.0%. Other minorities make up the remaining 6% of the population.

- Of those persons age 5 years and older, for the period 2010-2014, 9.4% spoke a language other than English at home.
- High school graduate or higher, percent of persons age 25 years+, 2010-2014, 88.8%.
- Bachelor's degree or higher, percent of persons age 25 years+, 2010-2014, 25.1%.
- With a disability, under age 65 years, percent, 2010-2014, 11.7%.

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<sup>1</sup> [www.quickfacts.census.gov](http://www.quickfacts.census.gov)

Of the county's 91,919 2014 housing units, 62.4% were owner-occupied. The median value of owner-occupied housing units, 2010-2014 was \$217,200. In 2014, 747 building permits were issued. Persons per household averaged 2.44 for the 2010-2014 period.

According to census data<sup>2</sup> Jackson County major economic drivers are health care and social assistance receipts/revenue, manufacturers' shipments and retail sales. The unemployment rate in Jackson County is 8.9%. Median household income is \$44,086. Per capita income is \$24,460 and 18.1% of the population is in poverty.

Overall, Jackson County is predominantly white with a population spread out according to age. There are signs of some economic distress with an unemployment rate of 8.9% and 18.1% of the population in poverty.

There are 11 cities in Jackson County and seven are listed in the FBI's 2014 Uniform Crime Report (UCR) as having police departments. They are as follows.

City	Population	Total Law Enforcement Employees	Sworn	Civilian
Ashland	20,869	37	29	8
Central Point	17,705	30	24	6
Eagle Point	8,717	12	11	1
Jacksonville	2,823	6	5	1
Medford	78,356	139	102	32
Phoenix	4,619	10	9	1
Rogue River	2,187	5	4	1

Additionally, the City of Talent has a police department composed of eight officers and one full-time and one part-time civilians.

In each of the 36 counties in Oregon, the Sheriff is the chief law enforcement officer. His primary duty is to give full police protection to the unincorporated areas of the county. However, he maintains full police jurisdiction in all municipalities.<sup>3</sup>

His responsibilities cover the entire spectrum of law enforcement — criminal investigation, search and rescue, service of legal process of the courts, the operation of the county jail, and total police services on a 24-hour basis. The Sheriff's Office must provide court security, transport all criminals to and from penal institutions and is also called upon to handle mental patients within their jurisdiction.<sup>4</sup>

Oregon Statute 206 specifies the specific requirements of the Sheriff.

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<sup>2</sup> [www.quickfacts.census.gov](http://www.quickfacts.census.gov)

<sup>3</sup> <http://oregonsheriffs.org/sheriff-duties/>

<sup>4</sup> Ibid

**206.010 General duties of sheriff.** *The sheriff is the chief executive officer and conservator of the peace of the county. In the execution of the office of sheriff, it is the sheriff's duty to:*

*(1) Arrest and commit to prison all persons who break the peace, or attempt to break it, and all persons guilty of public offenses.*

*(2) Defend the county against those who, by riot or otherwise, endanger the public peace or safety.*

*(3) Execute the process and orders of the courts of justice or of judicial officers, when delivered to the sheriff for that purpose, according to law.*

*(4) Execute all warrants delivered to the sheriff for that purpose by other public officers, according to law.*

*(5) Attend, upon call, the Supreme Court, Court of Appeals, Oregon Tax Court, circuit court, justice court or county court held within the county, and to obey its lawful orders or directions. [Amended by 1985 c.339 §1]*

In addition, Section 404.110 specifies search and rescue activities and describes the responsibilities of the sheriff and Section 404.120 requires the county sheriff to adopt a search and rescue plan.

A number of Oregon counties have been under severe economic stress over the last several years and the funding for the sheriff's offices in some counties has been drastically reduced. For example in Josephine County, adjacent to Jackson County patrol services have been reduced to one Deputy and 1 Sergeant who patrol rural Josephine County 8 hours a day, 5 days a week. "Due to budget and staffing cuts, deputies are currently only responding to in progress, life threatening emergencies."<sup>5</sup>

In Jackson County, patrol services are provided around the clock. The Jackson County Sheriff's Office is responsible for law enforcement in the unincorporated area of the county, one law enforcement district in White City, and two contract cities, Shady Cove and Gold Hill. It protects the courthouse, courtrooms, and oversees the detention facilities.<sup>6</sup>

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<sup>5</sup> <http://co.josephine.or.us/SectionIndex.asp?SectionID=183>

<sup>6</sup> <http://jacksoncountyor.org/sheriff/General/Overview>

Sheriff's patrol deputies are the primary law enforcement responders to calls for service in unincorporated Jackson County. Patrol deputies provide service 24 hours, 7 days a week covering the 2,802 square miles of Jackson County. Patrol also has two tracking canines and one narcotics detecting canine. Deputies are generally assigned to the same area "beat" which allows for more familiarity with the community and the people who live in it.<sup>7</sup>

### **PATROL STAFFING**

Law enforcement officers assigned to patrol spend their time responding to calls for service from the public, engaging in self-initiated activity where deputies take proactive action, and performing a variety of administrative tasks.

- Calls for Service: Residents ask for police service by calling the law enforcement dispatch center – either through 911 or on a non-emergency line, in person by hailing a deputy in the field, or by making an appearance at a law enforcement facility. Deputies responding to "calls for service" may handle the incident informally, may write a report about the incident if necessary (usually when their preliminary investigation indicates that a crime has been committed), or, when circumstances warrant, may make an arrest.
- Self Initiated Activities take place when patrol deputies initiate an action because they see suspicious behavior, observe a traffic violation, are conducting a follow-up investigation to gather more information on a previous case, or are looking for suspects with outstanding warrants. Such activities are products of a deputy's discretion. The deputy decides when and where to begin these encounters. The frequency of self-initiated activities that a deputy performs is dependent, to some extent, on how busy the deputy is with calls for service and the availability of appropriate targets of opportunity.
- Administrative Activity is the final way in which patrol time is consumed. Typically, meal breaks, training, assisting other units, dealing with civil matters and attending court are considered administrative activity.

From July 1, 2014 through June 30, 2015, Jackson County deputies were the primary units for some 40,786 dispatch events analyzed by the Police Foundation. The most frequent events are listed below.

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<sup>7</sup> <http://jacksoncountyor.org/sheriff/Divisions/Patrol>

**Jackson County Sheriff: Most Frequent Dispatch Events, 7/1/14 – 6/30/15**

Event Type	Frequency
Traffic Stop	6489
Civil	3649
Follow-up	2848
Suspicious Circumstance	2454
Message	2358
Assist to the Public	2219
Animal Problem	1491
Domestic Dispute	1150
Theft Report	1076
Welfare Check	855
911 Hang-up	827
Trespass	738
Assist Agency	736
Disorderly Conduct	692
Subject Stop	672
Harassment	637
Alarm Business	626
Abandoned Vehicle	552
Alarm Residence	527
Nosie Complaint	525

Many of these events are self-initiated or administrative in nature. Traffic stops, Civil issues, Follow-ups, Messages, Assist agency and Subject stop account for 16,752 of the 40,786 recorded events. The list was revised to show the most frequent calls for service from members of the public.

**Jackson County Sheriff: Most Frequent Calls for Service, 7/1/14 – 6/30/15**

Event Type	Frequency
Suspicious Circumstance	2454
Assist to the Public	2219
Animal Problem	1491
Domestic Dispute	1150
Theft Report	1076
Welfare Check	855
911 Hang-up	827
Trespass	738
Disorderly Conduct	692
Harassment	637
Alarm Business	626
Abandoned Vehicle	552
Alarm Residence	527
Nosie Complaint	525
Ordinance Violation	507
Traffic Hazard	505
Fraud	465
Motor Vehicle Crash Property	465
Vandalism – Criminal Mischief	417
Motor Vehicle Crash Unknown	368

These types of calls for service are typical for agencies similar to the JCSO. Most are not serious crime call, although such calls as “Domestic Dispute”, “Trespass”, and “Disorderly Conduct” can generate significant inter-personal conflict.

Patrol Workload: A key step in determining whether the number of patrol deputies is adequate in a jurisdiction is to determine the average calls per service (CFS) workload. Data from July 1, 2014 through June 30, 2015 was used to calculate the average CFS workload during the year long period.

The total time spent on CFS included the time spent by each deputy on each call from the time the deputy was dispatched by Communications until the deputy indicated to the dispatcher he/she completed the call, or “cleared” it. The call time was added into the hour block in which it actually occurred. For example, if the deputy was dispatched at 1045 hours and cleared the call 35 minutes later at 1120 hours, 15 minutes was

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allocated to the 1000 – 1059 time block and 20 minutes was allocated to the 1100 to 1159 time block. The total amount of time was averaged for the year.

The average CFS workload – by hour – performed by deputies, including back-ups, is displayed in the following table.

Jackson County Sheriff's Office Calls for Service in Hours							
Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	1.8	1.2	1.3	1.5	1.3	1.4	2.3
0100	2.3	1.3	1.2	1.8	1.1	1.4	2.1
0200	1.6	1.1	1.2	1.7	1.0	1.2	1.6
0300	1.4	1.0	1.2	1.5	1.0	1.3	1.5
0400	1.1	1.0	1.2	1.5	0.8	1.1	1.4
0500	1.0	0.9	1.1	1.4	0.8	1.1	1.3
0600	1.1	1.2	1.3	1.4	1.2	1.2	1.2
0700	1.1	1.6	1.6	1.7	1.6	1.7	1.6
0800	1.6	2.1	2.0	2.2	1.9	2.2	1.7
0900	1.7	2.3	2.4	2.8	2.2	2.1	2.2
1000	2.1	2.8	3.0	2.7	2.5	2.6	2.6
1100	2.3	2.9	3.1	2.8	2.7	2.9	2.5
1200	2.5	2.9	3.2	3.2	2.8	3.1	2.6
1300	2.5	2.7	2.8	2.9	2.8	3.5	2.4
1400	2.8	3.3	2.7	2.8	2.9	3.5	2.7
1500	2.6	3.4	2.9	2.8	2.9	3.3	2.8
1600	2.3	3.1	3.3	2.8	2.9	2.9	2.4
1700	2.1	2.7	2.7	2.8	2.5	2.6	2.3
1800	1.8	2.3	2.3	2.2	2.6	2.8	2.7
1900	2.0	2.8	2.6	2.5	3.4	3.1	3.4
2000	2.3	2.4	2.5	2.4	2.7	2.8	2.7
2100	2.2	2.2	2.2	2.0	2.6	2.5	2.9
2200	1.6	1.7	2.0	1.8	2.3	2.6	3.0
2300	1.2	1.6	1.7	1.4	1.8	2.7	2.9

The shaded blocks represent the times when the deputy workload exceeds an average of 2.5 hours. Overall, calls for service response averages 360 hours per week.

There are no universally accepted standards for how much patrol time should be consumed by calls for service. An old rule of thumb, recognized before community policing became prevalent, was that one-third of a deputy's time should be spent on calls for service, one-third on self-initiated activity, and one-third on uncommitted patrol time. A desire for some deputy time to be devoted to community policing activities altered that old gauge and led to many variations dependent on local considerations.

Often how deputy time is spent is not closely tracked or subject to a formal target. Prior work by PF staff has shown variation in targets for patrol time use. 35%, 40%, 50% and 67% have been average times consumed by calls for service.

A jurisdiction like Jackson County that wants deputies to provide prompt calls for service response and to strive for some community engagement should strive for a calls-for-service average level at between 50 and 60% of patrol time or less. The large territory that needs to be covered and the long distances that must be traveled all contribute to JCSO patrol response dynamics. At times units from the Traffic Unit, from White City or Shady Cove, or from county police departments will help with JCSO patrol response.

To accomplish the 50-60% average CFS time consumed the JCSO should assign 24 deputies to patrol. Because deputies are absent due to vacation, illness, training, court and other leave time, typically an average of 75% of those scheduled will be present for the start of a shift. Of the average schedule of 40 hours per week, each deputy will "show-up" for an average of 30 hours per week (75% of 40 hours). 24 deputies will then average 720 hours per week (24 deputies 30 hours each = 720 hours per week). Therefore an average of 360 hours consumed by calls for service compared to 720 hours available translates to 50% (360/720) time consumed by calls for service. Some patrol deputies will be absent because of long term injury, military duty and other factors. Ongoing attrition will result in some vacancies. With 24 positions assigned to patrol, the department should be able to continuously deploy at least 20 patrol officers.

## **TRAFFIC**

According to the agency's website<sup>8</sup>, the Jackson County Sheriff's Office traffic unit is dedicated to promoting and improving traffic safety through education, analysis and enforcement. There are six deputies assigned to the unit; one deputy is sometimes assigned to a motorcycle, the others are assigned patrol cars. The traffic team responds to and investigates the majority of traffic collisions to keep patrol deputies free to respond to calls for service, handle specific traffic related complaints from citizens and are members of the Serious Traffic Accident Reconstruction (STAR) team. The traffic team supports and assists the patrol division when necessary and provides training.

It is clear that the traffic unit contributes substantially to the agency's traffic enforcement efforts. From July 1, 2014 to June 30, 2015 the leading departmental

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<sup>8</sup> <http://jacksoncountyor.org/sheriff/Divisions/Patrol/Traffic>

activity were traffic stops. 6,489 were recorded during that period. This is an average of 18 traffic stops per day for the year.

The relatively high rate of traffic stops is accounted for because Jackson County, like some other Oregon counties, funds traffic enforcement through revenue generated by traffic fines and citations. Not only is the JCSO traffic unit funded by traffic enforcement revenues but so is the county's Justice Court which adjudicates traffic infractions.

The Jackson County Sheriff's Office should take a hard look at this practice with the goal of eliminating it. The events over the last several years around Ferguson MO and the numerous small jurisdictions in Saint Louis County resulted in the discovery of police agencies that existed almost exclusively to fund themselves through traffic citations and fines. Justice was not well served by those practices.

### **INVESTIGATIONS STAFFING**

Most law enforcement agencies in the United States do not have a systematic method to determine how many detectives are needed. Some base staffing on an average case load per detective but caseloads vary from jurisdiction to jurisdiction. Some allocate detectives as a proportion of total sworn personnel, such as 10%. Other police departments feel if the assigned investigations are satisfactorily closed in a timely manner then the number of detectives is adequate. The number of detectives may also vary depending on how much time patrol personnel are expected to spend on preliminary and/or follow up investigations – the more time patrol officers commit to investigations, the fewer detectives are required. In Jackson County, field deputies are expected to conduct a thorough preliminary investigation and in many instances, the case is assigned to the deputy for further investigation or no other action is taken.

The approach used in this study for determining the number of investigators needed is based on the time required to perform thorough investigations by crime type, based on categories of solvability factors. This approach takes advantage of the Uniform Crime Reporting (UCR) system and of the case assignment process used in most agencies.

Factors that contribute to solving crimes include:

- an identified suspect,
- considerable evidence,
- an identifiable vehicle or enough information that it is likely that a vehicle can be identified,

- a witness or multiple witnesses
- property that is stolen that is distinguishable and/or traceable, and/or
- a unique method of operation (M.O.)

In some departments a formal system is used to assess solvability. In the Jackson County Sheriff's Office, solvability is assessed informally through the experience of the CID supervisor. Those cases with a higher number of solvability factors and/or those that garner public interest or notoriety tend to be assigned to a detective for further investigation. Cases with little or no solvability leads are not usually assigned for follow-up work.

The Consultants' experience and reviews of investigation in a variety of law enforcement agencies have determined that the solvability of crime case reports for UCR Part I offenses fall into four general categories:

- Those that result in no follow-up or in victim re-contact only (usually via telephone) —“contact cases”;
- Those with substantial solvability which require relatively little further investigation to close – “less complex cases”;
- Those with limited solvability that require substantial effort and are difficult to close; -- “more complex cases” and
- Those most typical with a moderate level of solvability – “typical cases”.

In Jackson County current policy, based upon CID staffing does not allow for the first criteria of “contact cases.” Therefore this study will use the remaining three categories in calculating staffing needs for the division. The issue of re-contacting all crime victims will be addressed later in this report.

Three factors are utilized in this study to calculate investigative staffing. The first is the amount of time detectives has available to “investigate” cases referred to as the “show up” rate. Secondly, the number of cases assigned to detectives based upon the department's case management system. Finally, the “average” amount of time it takes to investigate cases and the percentage of those cases in each of the three categories identified above.

Like patrol officers, not all detectives are available for work every day. They will be absent for vacation, holiday, illness, court, training, range qualification and other

legitimate leaves. They also perform supplementary functions which take away from their availability to investigate their cases. Such activities include spending time drawing up and serving search and arrest warrants; assisting the District Attorney's Office in case preparation and prosecution; supporting outside agencies' investigations; working in partnership with fellow detectives for officer safety and logistical reasons; and working in "all hands on deck" mode when a homicides or other serious crimes occur.

Previous studies indicate that the show-up rate for detectives is usually around 75%. The Police Foundation was able to determine detectives in the Jackson County Sheriff's Office, Criminal Investigations Division have a show-up rate of 70%. That means on an average, during the year each detective will have 1,456 hours of 2,080 available to spend investigating their cases. Jackson County falls within the acceptable range. The significantly small number of detectives and their ancillary responsibilities account for a slightly lower show-up rate.

Determining the number of cases assigned to each detective proved somewhat troublesome as the department has not used an investigative Case Management System until January 1<sup>st</sup> of this year. To ascertain the case load of detectives, the Sheriff's Office provided a report from their Records Management System which identified each report written by members of the department assigned to the CID during 2015. This data was sorted by case number to eliminate multiple reports written on the same case. The data was then sorted by offense type to identify the number of cases in each category. The data was consolidated and then transferred to the below table.

**Number of Cases Investigated by JCSO CID in 2015**

<b>OFFENSE TYPE</b>	<b># OF CASES</b>
<b>Crimes Against Persons</b>	<b>159</b>
Sexual Crimes	86
Aggravated Assault	13
Offenses Against Family	10
Missing Persons	10
Simple Assault	9
Murder	7

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Manslaughter	7
Sudden Death/Suicide	5
Weapons Violations	4
Robbery	4
Reckless Endangering	2
Kidnap	2
<b>Crimes Against Property</b>	<b>98</b>
Larceny	43
Burglary	28
Fraud/Forgery	19
Motor Vehicle Theft/Recovery	5
Vandalism	3
<b>Miscellaneous Investigations</b>	<b>175</b>
Suspicious Circumstances	74
Other	40
Assist Outside Agency	22
Fugitive	14
Traffic Offenses	10
Runaway	9
Narcotic Violations	6
<b>TOTAL CASES</b>	<b>432</b>

Members of the CID investigated a total of 432 cases in 2015. Crimes against person offenses accounted for 159 of the cases while there were 98 investigations of property crimes. A third category of “Miscellaneous Investigations” was used to account for investigations that do not fit into either of the other two categories.

Next, the amount of time spent on each crime type was calculated for each offense type and the percentage of cases in each category (Less Complex, More Complex, Typical) was determined for cases investigated by detectives in 2015. This information is illustrated in the below table.

Percentage of Cases & Time Required to Investigate by Offense Type

Offense Type	% of Cases	Average Time Required for Thorough Investigation
<b>Crimes Against Persons</b>		
Less Complex	20%	10 hours
More Complex	10%	120 hours
Typical	70%	24 hours
<b>Crimes Against Property</b>		
Less Complex	15%	8 hours
More Complex	10%	96 hours
Typical	75%	14 hours
<b>Miscellaneous Investigations</b>		
Less Complex	10%	4 hours
More Complex	5%	16 hours
Typical	85%	6 hours

It should be noted these are the **average** times consumed for the investigation of **all cases** in each category; some investigations will take more time, while others will take less. The times and percentage of cases used in each category were based upon input from current and former members of the Sheriff's Office CID and our work with other investigative units throughout the country.

The three factors were then assembled in the below table to calculate the number of detectives that should be assigned to the Criminal Investigations Division to achieve thorough investigation of current case loads. For the purposes of this study, a thorough investigation is one in which determines that no crime was committed, all leads are exhausted, or the case is submitted to the District Attorney's Office for filing criminal charges.

**Time per Investigation Type and Equivalent Detective Positions**

Offense Type	Less Complex		More Complex		Typical		Total		Optimal Detectives
	# of Cases	Estimated Hours	# of Cases	Estimated Hours	# of Cases	Estimated Hours	# of Cases	Estimated Hours	
<b>Crimes Against Persons</b>	32	320	16	1,920	111	2,664	159	4,904	3.37
<b>Crimes Against Property</b>	15	120	10	960	73	1,022	98	2,102	1.44
<b>Miscellaneous</b>	18	72	9	144	148	888	175	1,104	0.76
<b>Totals</b>	<b>65</b>	<b>512</b>	<b>35</b>	<b>3,024</b>	<b>332</b>	<b>4,574</b>	<b>432</b>	<b>8,110</b>	<b>5.57</b>

Based upon the Police Foundation staffing study of the Jackson County Sheriff's Office CID, five and one-half full-time equivalent detective positions are necessary to maintain the current investigative caseload. It is our recommendation that one additional detective be assigned to the division, for a total of five.

The Police Foundation further recommends the responsibilities of the additional half-time equivalent detective position be fulfilled utilizing two strategies. The first is the continuance of the CID sergeant as a "working sergeant" in that he/she are responsible for a minimal caseload. Caution should be taken to ensure supervisory responsibilities are not negatively impacted by investigative duties.

The second strategy is the establishment of a new Criminal Investigative Aide (CIA) position within the Investigative Division. This civilian position is intended to perform administrative and routine work of detectives that does not require sworn status. The purpose of this highly specialized and trained position is to do the initial workup of the case and coordinate with the assigned detectives. In this manner, detectives may spend their time following leads, interviewing witnesses, canvassing neighborhoods and serving warrants rather than performing administrative and clerical activities. Tasks performed by CIAs may include: obtaining copies of all original and supplemental

reports for follow-up investigation; preparing case files; running data inquiries, including driver's license/identity cards, arrest and criminal history records, probation/parole information, etc.; conducting phone interviews; scheduling interviews for detectives; coordinating crime lab requests and results; researching offenses and criminal codes; completing supplemental reports as necessary; preparing photo line-ups; coordinating with the crime analyst; and maintaining accurate clearance files.

Some agencies use this type of position to re-contact victims of crimes by telephone that otherwise would receive no further police action, as a courtesy and to see whether any additional information has become available since the report was taken that might enhance solvability. Such a practice will result in developing further investigative leads, attain intelligence information and increase public confidence in the department. A CIA position will also enhance civilian career opportunities of current employees.

As previously noted, it is the practice of the Jackson County Sheriff's Office to have patrol deputies conduct the preliminary investigation on nearly all criminal offenses and perform the follow-up investigation on some cases they initially handled. To recognize and incentivize these important patrol responsibilities, The Police Foundation recommends the Sheriff's Office initiate a "Field Detective Program". The department should first identify those specific skills necessary to be a detective such as attaining search and arrest warrants and returns, interrogating suspects, personally filing a case with the District Attorney's Office, etc.

Next, a patrol based program may be developed where patrol deputies are trained and able to demonstrate their skill in these areas. Upon demonstrating their competence in all areas, the deputy may be "certified" as a Field Detective with an associated designation on their uniform. Examples may include a detective star pin or name tag with the title Field Detective inscribed. Field Detectives may be assigned more complex cases in the field that do not require the response of a detective. Such a program will distinguish the skills of patrol deputies, help in career development of personnel, develop a cadre of candidates when a detective vacancy occurs and create an increased status for deputies with the public.

### **COLD CASE**

A current trend in law enforcement agencies across the nation is the establishment of "Cold Case" investigative units. An increase in forensic technology capabilities combined with a significant decrease in homicides occurring in the 1990's provided law

enforcement the time and resources to re-examine previously unsolved cases. Cold case detectives work to investigate unsolved homicides, missing person cases, unidentified person cases or any other types of case as deemed worthy by an agency's leadership. Cold cases are defined as open investigations that are unsolved after a specific period of time (usually one year), as well as those with no identifiable leads.

In order to maximize limited and valuable resources, both budget and personnel, policing best practice use the following criteria to identify and prioritize potential cold cases to be worked:

- Are witnesses and potential suspects still alive and available?
- Can witnesses identify suspects?
- Is there information or evidence that can identify suspects?
- Did the initial investigation have potential witnesses that were not located or others that needed to be re-interviewed?
- Can preserved evidence be processed and analyzed through modern technology?

Cold case detectives have a number of important responsibilities and must be proficient in a number of investigative skill sets: grasping the elements of forensic biology and its implications for solving cold cases combined with a practical foundation in DNA evidence identification; evaluating the validity of new evidence, such as new DNA evidence or anonymous tips; understanding the supervision and collection of physical evidence; interviewing witnesses, family members, and suspects; developing and following a specific course of investigative action; and building a new case to present to the district attorney for criminal prosecution.

The Jackson County Sheriff's Office has a working "Cold Case" Unit within the Criminal Investigations Division. The unit is designed to investigate unsolved homicides, missing persons and unidentified bodies. The Cold Case Unit is made up of one permanent, part-time retired FBI agent who works in partnership with other members of the CID along with external federal, state and local collaborators. Other potential resources to the unit include two part-time retired law enforcement retirees who are responsible for conducting background investigations on employment applicants.

A review of potential cold cases in Jackson County identified twenty-nine potential cases: thirteen missing persons (eleven adults and two juveniles), twelve homicides and one unidentified body. The cases occurred over a 54-year span, from 1960 to 2014,

of which over one-third (10 cases) occurred in the 1990's. The Cold Case Unit currently has four open cases at this time, with potential case solving leads.

Current and potential case files are maintained in the Cold Case Unit, a one-room office with a locking door. Files are kept on a book shelf, but not in chronological order. The unit's detective reviews cases taking notes to determine the presence or absence of solvability factors.

If potential solvability factors are present, the detective begins the arduous task of organizing the working case book. All original reports and other case documentation is obtained and compared to the case book to insure it is accurate and complete. Any documentation from outside agencies is obtained and included in the file if not already present. A comprehensive list of all parties associated with the case (victims, witnesses, suspects/potential suspects, officers, detectives, etc.) is assembled. An inventory and the status of all evidence and associated testing is identified and verified. A timeline of the event is created. New investigative leads are sought as well as old ones which for whatever reason were not followed up upon. This information is all organized into chronological order and input into an electronic case file. A meeting is scheduled with the District Attorney to review the case for potential prosecution and help develop an investigative game plan.

Based upon the Police Foundation's on-site team's interview of the Cold Case detective and other members of the CID with insight into its operations, examination of the organization of the office and review of written and electronic case files, the unit is using many acceptable best policing practices and making acceptable progress in cold case investigations. The allocated part-time detective is certainly qualified and has the skill set necessary to bring cold case investigations to a successful conclusion. As in many such units of its type throughout the country, output is limited only by the amount of resources dedicated to the function.

The Police Foundation recommends the Sheriff's Office continue the operation of the Cold Case Unit. There are a number of organizational benefits for doing so. Open homicides may be solved leading to the prosecution of offenders and justice for the victim and their family. The clearance rate of homicides for the Sheriff's Office will improve. Finally, the public's confidence in the agency will be enhanced as such cases bring positive attention to the department.

We do however offer the following recommendations for the Cold Case Unit:

- Current homicide investigative case files should be arranged identically and in such a manner that should the investigation become a cold case, a significant amount of time and resources will not be needed to review and organize the file.
- The Medford Police Department also has a Cold Case Unit and the detectives from MPD and the Sheriff's Office work together and consult on cases as necessary. Consideration should be given to a collaborative approach in the formulation of a multi-agency Cold Case Task Force to formalize this relationship and serve as a force multiplier for both departments.
- There should be an increase the use of media and publicity for cold cases to gain information from the public. Resources (print, radio and television) should be used with outreach into the minority communities when relevant to the case. Interviewing family members in the media can generate human interest that can solicit interest in the community. The internet with an e-mail address and local "tip" telephone numbers to obtain information can be used.
- Some of the most successful cold case units in the country make use of volunteers to assist in the organization and investigation of these cases. The Cold Case Units in the Charlotte-Mecklenburg Police Department, Las Vegas Metropolitan Police Department and Chicago Police Department all use volunteers or interns to assist detectives. Duties of these civilian volunteers include serving on a cold case review board, organizing files, conducting research, use of computer search programs to locate parties to an investigation and conduct preliminary interviews. Responsibilities are commensurate with the abilities of each volunteer. The Sheriff's Office should consider how volunteers may be used to supplement resources in the Cold Case Unit.

## **MEDICAL EXAMINER**

The authority for the Deputy State Medical Examiner in Jackson County is found under Section 146.065(1) of the Oregon Revised Statute (ORS) which states, "In each county there shall be a medical examiner for the purpose of investigating and certifying the cause and manner of deaths requiring investigation." In Jackson County, the District Deputy State Medical Examiner has the legislative duty to appoint Deputy Medical Examiners under Section 146.085 ORS. Deputy Medical Examiners are appointed, subject to approval of the district attorney, and may be a qualified member of the Oregon State Police, a Sheriff's Office or peace offices in the state. While there are no limits to the number of Deputy Medical Examiners that may be appointed, it is the recommendation of the state that fewer rather than more specialty trained personnel be selected in order to gain proficiency in this highly specialized field.

Two of the primary responsibilities of the Deputy Medical Examiner are the investigation of deaths, subject to the control and direction of the district medical

examiner or the district attorney; and authorizing the removal of the body of a deceased person from the apparent place of death. The types of deaths requiring investigation by a Deputy Medical Examiner are found in Subsections (a) thru (h) of 146.090 ORS:

- (a) Apparently homicidal, suicidal or occurring under suspicious or unknown circumstances;
- (b) Resulting from the unlawful use of controlled substances or the use or abuse of chemicals or toxic agents;
- (c) Occurring while incarcerated in any jail, correction facility or in police custody;
- (d) Apparently accidental or following an injury;
- (e) By disease, injury or toxic agent during or arising from employment;
- (f) While not under the care of a physician during the period immediately previous to death;
- (g) Related to disease which might constitute a threat to the public health; or
- (h) In which a human body apparently has been disposed of in an offensive manner.

The Medical Examiner Investigations Unit falls under the authority of the Jackson County Sheriff. The unit is housed at the Jackson County Sheriff's Office. It is staffed with two full-time sheriff detectives and supplemented on an "as needed" basis by a detective from the Central Point Police Department to assist in providing 24/7 coverage for the entire county. The unit is supervised by the sergeant assigned to the Jackson County Sheriff's Office, Criminal Investigations Division who has the ancillary responsibility as the Deputy Medical Examiner Supervisor.

The Medical Examiner Unit maintains annual statistical information which is accessible to the public. The most recent information available to the Police Foundation at the time of the study was for 2014. In addition to the Medical Examiner Investigative Unit's case activity listed in the below table, data is reported on the manner of death, cause of accidental deaths; demographical information of accidental overdose deaths including the causation drug, demographical information on homicide victims; and the means/weapons used in suicide and homicide deaths.

**Medical Examiner Case Activity 2006-2014**

<b>Year</b>	<b>Homicide</b>	<b>Suicide</b>	<b>Accidental</b>
2006	5	37	98
2007	4	51	59
2008	5	38	68
2009	4	56	72
2010	4	32	72
2011	10	46	114
2012	10	42	96
2013	4	51	63
2014	6	47	108

Available data for 2015, revealed the Medical Examiner Investigations Unit handles 276 cases. Of those, 78 were within the jurisdiction of the Sheriff's Office, 76 from the City of Medford, 29 from other police jurisdictions within the county and 93 hospital deaths.

The two Deputy Medical Examiners from the Jackson County Sheriff's Office work a twelve-hour day, three days a week and an eight hour shift every other week to achieve 80 hours work over each fourteen day period. One examiner works Monday – Wednesday 0600 hours to 1800 hours and an eight hour shift every other Sunday. The other works 0600 to 1800 hours Wednesday – Friday with an eight hour shift every other Saturday. After hours compensation as outlined in the current "Agreement Between Jackson County's Sheriff's Employee's Association and Jackson County, Oregon", is at the overtime rate for a minimum of three hours.

An assessment of Deputy Medical Examiner overtime for 2015 revealed 585.75 overtime hours was consumed by the detectives. In 68 instances, the detectives were compensated three hours overtime, for less than 15 minutes of phone contact during off-duty times. This information combined with one-third of the unit's cases involving death in a hospital suggests a review of current practices by members of the unit.

The Oregon State Police, State Medical Examiner was contacted to provide a better understanding of the duties and responsibilities of Deputy Medical Examiners. By statute hospitals are required to notify the Deputy Medical Examiner of any death occurring within a hospital that appears unnatural or where the deceased was admitted for less than 24 hours. A determination is made by the Deputy to either accept or decline jurisdiction of the case. This mandated notification explains the high number of medical examiner cases originating from a hospital and other sources. Although not time consuming, the Deputy Medical Examiners must respond to these notifications and be compensated in compliance with the current County/Employee contract.

Should the Sheriff's Office wish to make changes in the current practices or operation of the Medical Examiner Investigative Unit, it must remember that any modification may impact the other law enforcement agencies throughout Jackson County. Certainly the Deputy State Medical Examiner and Chiefs of Police throughout the county should be consulted prior to the implementation of new practices.

If the Sheriff's Office determines the current overtime practices of the Medical Examiners Investigative Unit is not in the best interest of the detectives, department or public, consideration may be given, with consultation of the District Attorney, to appoint a number of patrol sergeants the ancillary duties of a Deputy Medical Examiner. As with other investigative functions, this would significantly reduce the need to call back detectives during off-duty times. It must be noted that while within the purview of the Sheriff and District Attorney, such action is against the current recommendation of the Office of the State Medical Examiner.

An alternative is to make changes to the current Agreement Between Jackson County's Sheriff's Employee's Association and Jackson County, Oregon when it expires on June 30, 2017. Article 16 – of the current contract speaks to the issue of compensation for call back, requiring a minimum of three-hour overtime pay. An additional subsection may be negotiated addressing on-call pay and/or call back pay specifically where no response is required and the issue may be resolved over the phone.

## FOCUS GROUP MEETING

In order to obtain information from the community to identify strategic issues for the Jackson County Sheriff's Office, the Police Foundation facilitated a series of focus group meetings in Jackson County to obtain information on the communities' views and perspectives of the Sheriff's Office. These sessions were designed to solicit perceptions, opinions, beliefs and attitudes about the Jackson County Sheriff's Office from members of the community representing various stakeholder groups. They provided unique insight into the current culture of the organization, the level of service provided to the community, and the agency's relationship with the community. Attendees were selected by the Sheriff's Office. The Police Foundation requested a broad range of views represented to best reflect public views and opinions. A goal of ten attendees was set for each group.

The focus groups were scheduled for two-hour hours and meetings were conducted both during regular business hours and in the evenings, to meet the needs of participants and provide the greatest opportunity for community involvement. The sessions were conducted on January 19<sup>th</sup> and 20<sup>th</sup>, 2016 in the Sheriff's Conference Room at the Jackson County Sheriff's Office. No members of the department were present during the meetings. Each of the four sessions represented a different segment of the community: the business community, the residential community, social service providers and civic organizations. A total of 34 members of the community participated in the focus groups.

At the beginning of each session the Police Foundation facilitator explained the purpose of the sessions were to provide input for the development of a strategic planning project initiated by the Sheriff's Office. Attendees were provided background information on The Police Foundation, the facilitator and informed the goal of each focus group is to obtain a variety of thoughts and perspectives, NOT to reach a group consensus. Participants were assured confidentially in their comments. After self-introductions, each session worked through seven discussion questions for discussion the following questions were proposed to each group for discussion. The following is a synopsis of the Focus Groups' responses:

1. What words would you use to describe the reputation of the Jackson County Sheriff's Office?

The following are the three most common responses: professional, dedicated and understaffed. Positive descriptions include: passionate, pride in training, under appreciated, improved communication, effective/thorough, friendly, efficient, respectful, visible, self-reliant, changing and present in schools. Negative verbiage offered: recovering from previous administration, non-responsive to property crimes, lack of mental health resources, challenged by drugs and violent crime, corrections a revolving door, not ethnically diverse, not bi-lingual, unknown in community, don't see as much and public not aware.

2. What are your expectations for the Jackson County Sheriff's Office?

Many of the responses identified by the groups related to the expectations of: integrity, professional, good communicators, transparency, well trained, timely response, uphold the constitution/laws, and swift response to calls for service. Other comments of note include:

- Adapt to crime trends and legislative changes
- Lobby for funding
- Be innovative when necessary to get things done
- Demonstrate compassion and concern
- Use resources to maximize services
- Problem solvers not just report takers
- Able to resolve language barriers
- Utilize Neighborhood Watch
- Educate and involvement with youth
- Embrace Good Neighbor program
- Set aside personal biases
- Role model

- Be involved in the community
- Be able to de-escalate
- Build relationship with underserved segments of the community
- Provide leadership and coordinate resources for the County to deal with the homeless
- Low expectation for response due to size of county
- Recognize the rural nature of the county and aware of related laws

3. Are those expectations being met?

In general, participants felt the Sheriff's Office was attempting to meet the expectations of the community, even those that may be unreasonable. They are also aware of budget constraints placed on the department and the public's lack of support for raising taxes. When pressed to identify expectations not being met, the following comments of interest include:

- Strengthen gang and narcotic enforcement to address increased activity
- Training should exceed minimum standards
- Communicate constraints so public better understands
- Adequately addressing the homeless population
- Use resources to maximize services
- Consistency of contacts (same officer respond hampered by geography)
- Keep commitments
- Educate and involvement with youth
- Set aside personal biases
- Knowledge of County demographics
- Empathetic (Not culturally aware)
- Be able to de-escalate

- Transparent
- Build relationship with underserved segments of the community
- Provide leadership and coordinate resources for the County to deal with the homeless
- Corrections should have a role in the County's efforts to stop recidivism of those in custody
- Follow-up on your case

4. What are some good things about the Jackson County Sheriff's Office?

The Citizen's Academy and Search & Rescue were named in all four sessions and the initial responses from the groups. Other common themes to this question include: specialized units within the Sheriff's Office (Chaplin, Marine, MADGE narcotic task force,) strong relationship with other law enforcement agencies, volunteer opportunities, traffic school and training. Other positive aspects of the Sheriff's Office identified include:

- Deputies know problem areas and people
- Web-site and Facebook
- Visible presence in the field
- Maintain equipment and personal grooming
- Sheriff is proactive and visible in the community
- Deputies are personable
- Sheriff holds deputies to high standards
- Involvement in the community (Polar Plunge, Toys for Tots...)
- Deputies use good judgment and are people sensitive
- Obtain funding from outside resources
- Some officers are known by name
- Department is willing to look at what needs to be improved

- Conduct themselves professionally
- Proactive partner with other County agencies
- Approachable

5. What are some areas the department may improve upon?

Common areas identified by the focus groups where the Sheriff's Office can improve upon are: staff diversity including need for bi-lingual deputies, develop a better relationship with youth in the community and initiate programs directed specifically for them, improve services to the mentally ill population, increase transparency specifically in the budget, measures of effectiveness, asset forfeiture, interagency agreements, and market the department better in the community. Other areas of note attendees felt the Sheriff's Office may improve upon include:

- Implement/Expand the School Resource Officer program
- Plan better to recruit and hire in a timely manner
- Prioritize better
- Members of the Sheriff's Office should be more visible and engaged socially in the community
- Corrections - need additional beds
- Potential funding opportunities in corrections
- Assess patrol coverage map to decrease long driving distances
- Corrections - provide life skills programs for persons in the jail
- Provide better communication to the community on Corrections issues
- Identify community priorities
- Expand opportunity to attend Citizen Academy to the entire community
- More community involvement by mid-managers and line personnel
- Deputies should consistently work the same beat
- Better utilization of resources

- Increase department's size, skills and capabilities
- Develop partnerships
- Identify alternative services when deputies can't solve the problem
- Market to hire diverse employees

6. Do you trust the Jackson County Sheriff's Office?

Focus groups all responded, in general, that the Sheriff's Office is trust worthy and they are confident in the Sheriff's ability and willingness to hold members of the department accountable. Some qualified their answer with the level of trust depends on an individual deputy or they trust the deputies they know or have had contact with. One attendee thought some in the community may share the national opinion of not trusting the Sheriff's Office because they don't personally know about the department or its members.

7. Any final comments or something you wish us to know about the Jackson County Sheriff's Office.

Participants in each group indicated their appreciation for the opportunity to participate in this process and though the Sheriff's Office would benefit from having similar session or "open forums" in the future. They also wanted to convey the message that they appreciate the job the department does during these difficult policing times. Other comments made by attendees include:

- The Sheriff's Office needs to gain support from outside agencies to deal more effectively with issues like drugs and the mentally ill; there is only so much they can do by themselves.
- Initiate a program for rewarding citizens for doing something good or performing random acts of kindness.
- Beef up the department's web-site and advertise its existence (example on billboards.)
- Look for opportunities to partnership with public, private and non-profits.

- Department should initiate a "Safe Storage" program for the public to temporarily store weapons while away. All paperwork must be destroyed when weapons are picked up. Willing to pay a fee for such service.
- Would like to see the Sheriff and County get with the Unions to review shift change policy every three months to increase continuity of services.
- Wimer would like the substation in their community and would be willing to help finance.
- A number of issues need more resources in the County: homeless teens, sex trafficking, suicide and mental health.
- The drug culture has always been present in Jackson County.
- The department should look for ways open attendance of Citizen's Academy to a broader population.
- Legalization of marijuana has blurred the line between right and wrong.
- The High-Tech Crime Task Force should continue for child pornography trafficking.
- The Sheriff's Office has a positive story to tell of providing excellent services with such limited staffing and tough budget conditions.
- Look at hiring qualifications that may impede minorities from testing.
- Can some modules of the Citizen's Academy be extracted and taught in a one-day session to increase the understanding of the Sheriff's Office in the minority communities.

All responses provided by Focus Group participants are included in this report as Appendix A.

## STRATEGIC ISSUES

As part of this study, the PF reviewed data and documents, conducted interviews with a wide range of staff and held focus groups with stakeholders. The objective of this review was to discover aspects that ought to be considered in developing a strategic plan for the Sheriff's Office. The results of this examination is presented in a strategic planning framework. Issues are presented in four categories: Strengths, Weaknesses, Opportunities and Threats.

## STRENGTHS

### Internal

- **High Quality personnel.** Based upon interviews with numerous members of the department, comments from the community and personal observations by the Police Foundation's on-site team, the high quality of personnel that make up the Jackson County Sheriff's Office is an organizational strength.
- **Well-equipped department.** The Jackson County Sheriff's Office is generally a well-equipped agency as reflected by its facilities, fleet, operational gear and the necessary individual tools issued to members of the department. The Administrative building is well organized, furnished and maintained. The vehicle fleet is well maintained and helps to promote a professional public image. The good condition of the fleet is the direct result of the Sheriff's Office policy of issuing vehicles to members of the department rather than implementing a "car pool" strategy. Specialized equipment such as lethal and less-lethal weaponry is issued and available to field personnel. Deputies uniforms and personal equipment are normally kept in good physical appearance and working condition.
- **Improving relationship between Sheriff and unions.** In previous administrations, there has not been a cooperative relationship between the Sheriff's Office leadership and unions representing the various work groups within the department. Sheriff Falls is strategically working towards an inclusive and transparent relationship with the unions in a number of ways: inviting executive members of the representative boards to weekly management meetings; establishing a cohesive relationship by meeting with members on a regular basis; increasing visibility; and sharing information department-wide that was prior maintained exclusively on an executive level.

- **Response to acts of Domestic Violence.** The Jackson County Sheriff's Office is taking a holistic approach to the complex issue of domestic violence. The agency is incorporating a lethality assessment program to train personnel in responding and investigating situations involving domestic violence and potential deadly threats.

External

- **Citizens' Academy.** The Jackson County Sheriff's Office Citizens' Academy is an extremely popular and effective twelve week program designed to educate the community on the organization, operation, and challenges of the sheriff's office. The scenario-based training provides the public a deeper respect for the daily challenge facing law enforcement and enhances the advocacy base within Jackson County.
- **Jackson County Sheriff's Office Search and Rescue (SAR).** Chapter 404 of the Oregon Statutes outlines the search and rescue responsibilities of all Sheriff's Offices in the state. The Jackson County Sheriff's Office Search and Rescue is an excellent model of an effective approach to search and rescue. The SAR is made up of one sworn member of the department, a sergeant, who oversees and coordinates approximately 125 highly trained and skilled volunteers. Also a member of the California Oregon Regional Search and Rescue (CORSAR), the SAR complete over 100 land-based missions per year whose members reportedly volunteer over 17,000 hours.
- **Jackson County Major Assault and Death Investigations Unit (MADIU).** The MADIU is a multi-agency investigative unit in Jackson County assembled on an as needed basis to investigate major assaults, homicides and officer involved shootings. The force multiplier has proven to be an effective use of resources which provide the timely and objective investigations that benefits all law enforcement agencies in the county.
- **The community has a high level of trust in the Jackson County Sheriff's Office.** Based upon input from the community during Focus Group session facilitated by the Police Foundation, there is a high level of trust in the Sheriff's Office by the community. The most common response given by members of the community when asked is, there is no reason not to.

## WEAKNESSES

### Internal

- **There is a lack of a personnel development strategy within the Jackson County Sheriff's Office.** Such a practice is important for the development of individuals throughout the organization as well as succession planning for key supervisory, management and leadership positions.
- **A lack of minimum staffing levels outside of the Corrections Bureau.** There are no minimum staffing levels established within the uniform and investigative functions of the Sheriff's Office. Patrol staffing is currently based upon the individual opinion of supervisors. Staffing levels of Detectives is now based upon past practice. Staffing levels in these important policing functions should be data-driven to maximize the utilization of limited resources, service levels to the community, and the safety of sworn personnel.
- **Training opportunities.** With the exception of legislatively mandated training, other educational opportunities are limited by budgetary and staffing constraints.
- **Backlog of work in the Civil Division.** The Civil Division of the Jackson Sheriff's Office has historically had a backlog of work. In the recent past, this workload has significantly increased due to a rise in Oregon Concealed Handgun License requests and foreclosures. Foreclosures increased by over 600 percent from 2012 (85) to 2014 (625.)
- **Organization and rank structures.** The current organizational and rank structures of the Sheriff's Office may not be conducive to achieving the progressive policing changes proposed by the Sheriff.
  - Leadership – In his first year of office, the Sheriff assessed the operational policies, practices and services provided by the Sheriff's Office. Externally, the Sheriff introduced himself to the community during this time and worked to establishing relationships with various members and organizations within Jackson County. He has publically stated his intention to improve the relationship between the community and department by changing the culture of the organization from "warrior"

mentality to one of “guardian”. The Sheriff further plans to enhance the delivery of services by working in partnership with the community.

These organizational changes represent progressive policing strategies that while significant are certainly achievable through skilled leadership and communication. Of the six Sheriffs Offices serving populations of over 200,000 in Oregon (Multnomah County S.O., Washington County S.O., Clackamas County S.O., Lane County S.O., and Marion County S.O.) the Jackson County Sheriff's Office is the only department that does not have an “Undersheriff” position. The Police Foundation believes it is in the best interest of the department to add this leadership position to the Sheriff's Office command team. Such a “second in command” may be tasked with oversight of the day to day operations of the agency to enable the Sheriff to manage organizational change and solidify intra and inter relationships within the community and County structure.

- Supervision – The Sheriff's Office is considering reinstating the “Corporal” position to assist in the supervision of field personnel. The Police Foundation supports this strategy. An additional level of supervision in the field will not only provide supervisory support for deputies in Patrol but may assist in the cultural and organizational changes within the department. It will also provide an additional rank which will provide a number of deputies additional career opportunities. The corporal position may also establish a strong pool of candidates when a sergeant's vacancy occurs.
- As one of the major focuses of this study, the Police Foundation has identified the following areas of the Criminal Investigation Division (CID) that may be improved upon;
  - At the time of the initial site visit in December of 2015 a formal Case Management System (CMS) was not utilized in Criminal Investigations. In January of 2016, the Division implemented such a system that is overseen by the CID sergeant to better monitor and evaluate the case work of detectives. The newly adopted CMS should allow the CID sergeant to more effectively follow detectives' workflow, record and manage

incidents and documents, build case data, research and analyze related cases and better manage resources. The system will better enable the Sheriff's Office to maintain statistics on criminal investigations and the work of the detectives within the CID. The newly implemented CMS should be examined and modified as necessary.

- A formal Detective Call-Out procedure should be adopted by the department which maintains supervisory/management control. This includes one specifically designed for detectives assigned as Medical Examiners.
  - A formal on-call policy should be adopted for detectives that comply with the U.S. Department of Labor, Fair Labor Standard Act.
  - Currently, few property crimes are investigated by the Criminal Investigations Division due to lack of resources. Changing this practice will hold those criminals responsible for their illegal actions and increase the community's confidence in the Sheriff's Office.
- 
- **Investigative Case Management System in Patrol.** Uniform deputies are responsible for conducting preliminary investigations as well the follow-up investigations in many criminal cases. As in the CID, a similar Case Management System should be implemented in the Operations Bureau for all criminal investigations assigned to uniform deputies. As with the CID supervisor, field sergeants should perform the supervisory role of monitoring and evaluating the follow-up investigations of deputies under their command.
  
  - The role of the Crime Analyst is expanding beyond the capability of a single position. The Sheriff's Office currently has one Crime Analyst position that is responsible for supporting all aspects of the department. Responsibilities include maintaining all statistics for the department; uploading in-car video and searching for evidentiary video as needed; assist CID and the Cold Case Unit with on-going cases; identify crime trends; maintain beat map data; communicate with law enforcement personnel and other county agencies; and perform Property/Evidence Clerk duties as required. The role of the analyst is expanding with the changing service philosophy of the Sheriff's Office to the point of

saturation. An additional position will be required to maintain service levels required from this function.

External

- **The Sheriff's Office should promote itself better to the public.** Unless a member of the public has attended the Citizen's Academy they rarely have knowledge of the operations of the department. Based upon community input during Focus Group sessions facilitated the Police Foundation's team, there is interest on the part of the media to work with the Sheriff on a regular basis to promote the work of the agency.

## OPPORTUNITIES

### Internal

- **Establish internal working relationships.** Regardless of the formal authority commensurate with the chief executive of a county law enforcement agency, it is incumbent upon a newly elected sheriff to successfully make entry into the organization and establish strong working relationships with work groups throughout the department. Such clusters within the Jackson County Sheriff's Office include: management, supervisory and line personnel; sworn and civilian employees; and the various associations representing work groups within the Sheriff's Office.
- **Increase professionalism.** The Sheriff has established a goal of achieving accreditation for the agency by the State of Oregon.
- **Disciplinary System.** The election of a new Sheriff provides an opportunity to review the disciplinary system of the agency. An effective discipline system is one that is based on the guiding principles of fairness, efficiency, and consistency while protecting the rights and privileges of both deputies and citizens. The system should strive to encourage respect and trust among employees as well as with the community. Progressive law enforcement agencies have adopted a Disciplinary Matrix System designed to: better delineate conduct categories for specific policy violations; outline specific discipline ranges within those categories and for specific policy violations; provide notice to officers and the community of the likely sanction for a specific violation; identify acceptable mitigating and aggravating circumstance; and provide the framework for consistent discipline and holding members of the department accountable.
- **Inspectional role of patrol supervisors.** Field sergeants are responsible for the routine review of all reports written by deputies. This important function should be performed with consistency and based upon policies and procedures along with progressive investigative practices. The Operations Bureau Captain should perform this same inspectional role of Field Sergeants to ensure consistency and compliance.
- **Expansion of civilianization in the CID.** Implementing a civilian Police Investigative Specialist position in Criminal Investigations will provide needed

resources, allow detectives additional time to actively investigate criminal cases and provide an additional career path for civilian members of the department.

- **Use Corrections personnel to transport prisoners.** Currently, when a deputy makes an arrest, he/she is responsible for transporting the prisoner. This prevents the deputy from performing other duties and returning to service. An analysis of when arrests are made by field personnel to identify the days of week and times of days this activity is most prevalent should be performed. Corrections deputies may be assigned transportation duties during these high arrest times to improve the staffing and availability of field deputies.

#### External

- **Establish external working relationships.** As with any newly elected official, the Jackson County Sheriff must establish working relationships with key external stakeholders. In Jackson County this cadre of individuals include other elected officials such as members of the Jackson County Board of Commissioners, District Attorney, Justice Court Justice of the Peace; the County Administrator; appointed Jackson County Department Heads; fellow Oregon Sheriffs and county Chiefs of Police; and strategic members of the business, residential and media communities.
- **Career opportunities for minorities.** The Sheriff's Office should make a concerted effort to hire and retain minorities, including females. This will create future special assignment and promotional opportunities. This is recommended as a recruitment challenge and does not suggest hiring standards be changed.
- **Suicide rate in Jackson County.** The suicide rate in Jackson County has consistently been higher than the national average. According to data from the Medical Examiner's Office, there were 47 suicides in 2014, nearly twice as many as the national average of 12.93 per 100,000 population. As a public health initiative, the Jackson County Sheriff's Office may consider taking the lead to identify the causation and prevention of suicides for the county.
- **Consistency in handling calls via cell phone.** The ability to handle pending calls by re-contacting the reporting party using cell phones depends on the assigned shift and supervisor. There are advantages and disadvantages of doing so. The

department should develop a formal policy on this practice which should then be consistently enforced.

- **Consideration for establishing a Sheriff Advisory Board.** Now that the Sheriff has been in office over a year, consideration should be given to initiating a Sheriff's Advisory Board. Members of the board may assist the Sheriff in providing a community perspective to implementing changes within the department. It should be made clear, this Board is "advisory" in nature only and has no authority in developing policy, procedures nor input in personnel matters.
- **The Sheriff's Office would benefit from cultural awareness training.** The community identified the difference between bi-lingual abilities and cultural awareness believing many deputies are not aware of the latter. Such information specific to the cultures of Jackson County may be incorporated into in-service training of deputies.
- **The Sheriff's Office should have a list of referrals to provide the public.** When deputies do not have the authority or means to solve a community problem, a referral should be made so the community has a next step to resolve their issue. Such a resource guide may be provided to all members of the Sheriff's Office as well as included on the department's web-page.

## THREATS

### Internal

- **Review of high-risk policies and procedures.** Operational policies and procedures of the Jackson County Sheriff's Office have not been systematically reviewed and updated for a number of years. The Sheriff's Office is in the process of reviewing policies and procedures to ensure they reflect current legal and progressive operational policing practices. The agency is utilizing the services of Lexipol to incorporate contemporary risk management policies into the department.

### External

- **Jackson County budget.** Maintain funding levels for the efficient and effective operation of Jackson County. The primary revenue source in Jackson County is property taxes, which there is very little to no public support to increase in Oregon. Unlike other counties in Oregon, Jackson County planned well for the anticipated loss of federal funds resulting from timber revenue.

**Appendix A**

**JACKSON COUNTY SHERIFF'S OFFICE**

**FOCUS GROUP RESPONSES**

BLACK - Business Group (Tuesday, January 19, 2016; 1200-1400)

BLUE - Residential Group (Tuesday, January 19, 2016; 1800-2000)

GREEN - Social Services Group (Wednesday, January 20, 2016; 1200-1400)

RED - Civic Organizations Group (Wednesday, January 20, 2016; 1800-2000)

**1. How would you describe the reputation of the Jackson County Sheriff's Office?**

Impeccable	Recovering (from previous admin)
Professional	Improved Communication
Dedicated	Passionate
Undermanned	Pride in Training
Misconceived	Under Appreciated
Narcotic enforcement more important than Traffic	
Dedicated	Professional
Cross-Trained	Effective/Through
Understaffed	Challenged by drugs and violent crime
Friendly	Time challenged due to geography
Corrections - revolving door	Lack of Mental Health resources
Weak Court Sentencing	Non-responsive to Property Crimes
Serious	
Respectful	Invested in Community
Professional	Dedicated
In Transition	Lots of Responsibility

Efficient	Large County/Few Resources
Well Trained	Visible
Amazing	Self-Reliant
Wear Many Hats	Peace Keepers
Not Ethnically Diverse Not Bilingual (Spanish)	
Prior Administration "good old boy"	
Changing	Public Not Aware
Shed in a Positive Light	Don't See as Much
Present at Schools	Unknown to Community

**2. What are your expectations for the Jackson County Sheriff's Office?**

- Uphold the Constitution
- Behave with honesty and integrity
- Continue education
- Adapt to crime trends and legislative changes
- Hire those with high moral integrity
- Strengthen gang and narcotic enforcement to address increased activity
- Listen to the community
- Communicate well
- Treat everyone the same; be color blind
- Keep those arrested in custody
- Swift response to CFS or re-contact to advise of delay
- Presence to deter crime
- Lobby for funding
- Transparency
- Act professional
- Be thorough
- Be innovative when necessary to get things done
- Demonstrate compassion and concern
- Respond to everything
- Use resources to maximize services
- Professional
- Well Trained
- Communication with Community
- Use Facebook effectively
- Consistency of contact
- Problem solvers not just report takers
- If S.O. can't respond timely, residents will handle
- Diversity in make-up of department, represent the community
- Able to resolve language barriers
- Keep commitments
- Be prepared
- Utilize Neighborhood Watch
- Educate and involvement with youth
- Embrace Good Neighbor program
- Work with Code Enforcement
- Help
- Utilize resources correctly (follow-up and prioritize work)
- Respectful
- Professional

- Well trained
- Uphold the law
- Accountable
- Honest
- Set aside personal biases
- Knowledge of County demographics
- Role model
- Compassionate/Empathetic
- Ethical/Moral
- Timely response
- Solve Problems
- Be involved in the community
- Be able to de-escalate
- Public Safety
- Proactive
- On-going training demonstrated in the budget
- Work with other police departments
- Transparent
- Integrity
- Responsive to community concerns
- Build relationship with underserved segments of the community
- Provide leadership and coordinate resources for the County to deal with the homeless
- Corrections should provide leadership and coordinate efforts to stop recidivism of those in custody
- Train deputies in resources and referrals available to the community
- Use limited resources wisely, should SAR be used outside Jackson County
- Low expectation for response due to size of county
- Follow-up on your case
- Professional
- Good communications
- Empathy
- Knowledge on how to prevent future crimes and share with public
- Recognize the rural nature of the county and aware of related laws

### 3. *Are those expectations being met?*

Expectations not being met:

- Strengthen gang and narcotic enforcement to address increased activity
- Communicate well
- Keep those arrested in custody
- Do not re-contact to advise of delay on CFS
- Training should exceed minimum standards
- Communicate constraints so public better understands
- Adequately addressing the homeless population
- Respond to everything though know the department can't
- Use resources to maximize services
- Well Trained (Corrections issue identified in Citizen's Academy)
- Communication with Community
- Use Facebook effectively
- Consistency of contacts (same officer respond hampered by geography)
- Keep commitments
- Be prepared
- Utilize Neighborhood Watch
- Educate and involvement with youth
- Embrace Good Neighbor program (Want the Sheriff to support)
- Work with Code Enforcement
- Utilize resources correctly (follow-up and prioritize work)
- Set aside personal biases
- Knowledge of County demographics
- Role model
- Empathetic (Not culturally aware)
- Solve Problems
- Be involved in the community
- Be able to de-escalate
- Proactive - becoming more
- On-going training demonstrated in the budget
- Transparent
- Integrity
- Build relationship with underserved segments of the community
- Provide leadership and coordinate resources for the County to deal with the homeless
- Corrections should have a role in the County's efforts to stop recidivism of those in custody
- Train deputies in resources and referrals available to the community
- Use limited resources wisely, should SAR be used outside Jackson County

- Follow-up on your case
- Empathy (can always improve)
- Knowledge on how to prevent future crimes and share with public
- Recognize the rural nature of the county and aware of related laws

Comment:

- The Sheriff's Office is trying to meet the public's expectations but is hampered by funding issues.

**4. What are some good things about the Jackson County Sheriff's Office?**

- Citizen Academy
- Search and Rescue
- Boating safety instruction
- Deputies know problem areas and people
- Web-site and Facebook
- Visible presence in the field
- Maintain equipment and personal grooming
- Take home car policy results in additional units in community
- Sheriff is proactive and visible in the community
- Department has a plan to improve training
- Personnel responsible for fingerprinting and licensing
- Protect the public
- Deputies are personable
- Briefings are informative
- Sheriff holds deputies to high standards
- Current administration is no longer in the media for controversial actions
- Good relationship with other law enforcement agencies
- Citizen Academy
- Involvement in the community (Polar Plunge, Toys for Tots...)
- Proactive (drive drunks home from bars watching Super Bowl)
- Community Outreach
- Search and Rescue
- Marine Program
- Opportunity for Volunteers
- Traffic School
- Deputies use good judgment and are people sensitive
- 911 Dispatch Center
- Visibility at schools
- Chaplin Program
- Obtain funding from outside resources
- Citizen Academy
- Some officers are known by name
- Annual and monthly training
- Search and Rescue
- Marine
- MADGE Narcotic Task Force
- Department is willing to look at what needs to be improved
- Conduct themselves Professionally and professionally
- Search and Rescue

- Citizens Academy
- Drug Task Force for methamphetamine
- Proactive partner with other County agencies
- Technical computer program
- Positive image of department through colors of vehicles, uniforms...
- Approachable
- Good relations with outside police departments

**5. What are some areas the department may improve upon?**

- Establish better relationship and educate youth
- Initiate a Youth Police Academy
- Implement/Expand the School Resource Officer program
- Plan better to recruit and hire in a timely manner
- Improve handling of homeless and mental ill
- Prioritize better
- Additional police presence on the bike path
- Allocate additional resources to drug and gang enforcement
- Deputies are distracted by using in-car computers while driving causing a safety hazard (the public is restricted from using phones to talk/text while driving, why can deputies use their computers? Should be audible or pull over)
- Does the ethnic make-up of the Sheriff's Office match the community?
- Calls should be dispatched better geographically to decrease response times and driving
- Members of the Sheriff's Office should be more visible and engaged socially in the community
- Promote Agency
- Think outside the box
- Corrections - need additional beds
- Potential funding opportunities in corrections
- Detailed and Transparency in Asset Forfeiture expenditures (potential to have adverse impact on minority communities who won't initiate process to have funds returned)
- Increased transparency in budget process
- Transparency in Interagency Agreements; should have public hearing on all (U.S. Marshall agreement is an example)
- Assess patrol coverage map to decrease long driving distances
- Use Corrections personnel for prisoner transports to allow deputies to stay in service
- Improve interaction with mental health subjects
- Drug addiction is being diagnose as mental health and vice versa
- Sheriff's Office should participate in ON-TRACK
- Corrections - provide life skills programs for persons in the jail
- Increase number of DRE experts
- Provide better communication to the community on Corrections issues
- Sgts should ride-along with deputies in the field to better know their work
- Transparency on measures of effectiveness
- Do not have comparative stats available for the public
- Identify community priorities
- Increase transparency

- Communicate what's going on in the community
- There should be better collaboration between Corrections and Mental Health Services.
- Corrections not very supportive of mental illness
- Expand opportunity to attend Citizen Academy to the entire community
- More community involvement by mid-managers and line personnel
- Deputies should consistently work the same beat
- Don't have bi-lingual resources and not culturally aware
- Communicate the good things the department does
- Use social media and update department's Facebook
- SWAT seen as overkill in the community
- Better training of first responders in handling mentally ill
- Educate the community on important topics
- Better utilization of resources
- Increase department's size, skills and capabilities
- Develop partnerships
- Identify alternative services when deputies can't solve the problem
- Sell unused equipment and use funds to increase staffing
- Market to hire diverse employees
- Pay workers for bi-lingual skills (including partial pay for "street" ability)
- Evaluate need for resources including canines
- Lack of diversity awareness
- Expand candidates for the Citizen's Academy
- Maintain Technical Computer program
- Difficult to succession plan in a Sheriff's Office due to it being an elected position
- Examine hiring process to increase ethnic and gender make-up of department
- Market department to the community
- Need bi-lingual deputies
- Educate the department in cultural differences

**6. Do you trust the Jackson County Sheriff's Office?**

- The community has no reason not to trust the S.O.
- The S.O. has a track record for handling personnel issues well
- Deputies are held accountable for their actions
- Level of trust depends on individual deputy
- Most have a positive experience with deputies
- Traffic is seen as both positive (potential for warnings to change behavior, probable cause to identify potential offenders...) and negative (issue bad tickets)
- So far, yes
- I trust those I have met
- Trust the Sheriff and his ability to hold personnel accountable
- Sheriff's Office has a culture of trustworthiness
- Some in the community may share the national opinion of not trusting the JCSO because they don't personally know about the department or its members
- Totally
- No reason not to
- Opinion is based upon attendance of Citizen's Academy

**7. Any final comments or something you wish us to know about the Jackson**

**County Sheriff's Office?**

- The Sheriff's Office needs to gain support from outside agencies to deal more effectively with issues like drugs and the mentally ill; there is only so much they can do by themselves.
- The Citizen's Academy is an excellent way to gain community support and educate the public.
- The Sheriff should have regular meetings with the media (print, radio and TV to improve relationships and create a vehicle to "get the word out" of the good things done by the JCSO. (Dave Olmsted seemed interested in doing so.)
- The Sheriff should conduct further focus group meetings and open forums.
- The Sheriff's Office needs to be prepared for the turmoil that will challenge police throughout the country.
- Initiate a program for rewarding citizens for doing something good or performing random acts of kindness.
- The public takes police service for granted.
- Beef up the department's web-site and advertise its existence (example on billboards.)
- High-Tech Crime Task Force should be a regional approach with additional personnel assigned from the Sheriff's Office.
- Look for opportunities to partnership with public, private and non-profits.
- Community members from the first session wants the department to know they don't think the JCSO is like Ferguson.
- Department should initiate a "Safe Storage" program for the public to temporarily store weapons while away. All paperwork must be destroyed when weapons are picked up. Willing to pay a fee for such service.
- Appreciate opportunity for open conversations to bring about a positive change
- Is 3/12 schedule best for patrol.
- Appreciate outreach into the community for input.
- Great department and Sheriff is doing a good job.
- Would like to see the Sheriff and County get with the Unions to review shift change policy every three months to increase continuity of services.
- Would like a single contact in the department for reporting potential metal theft.
- Officers put their lives on the line and deserve respect; they are appreciated.
- Appreciate Sheriff going to the Cattlemen's meetings.
- Appreciate Sheriff going to the Cattlemen's meetings.
- Wimer would like the substation in their community and would be willing to help finance.
- The department should bring together the community and resources for the better of the county.
- Sex trafficking in an important issue in Jackson County and the Sheriff's Office should continue to aggressively investigate.

- The Sheriff's Office should use its platform to provide leadership in studying the "epidemic" suicide rate, especially teenagers, in Jackson County.
- Work with the community to find solutions to problems.
- Thanks you for holding this event (focus group sessions.)
- A number of issues need more resources in the County: homeless teens, sex trafficking, suicide and mental health.
- The drug culture has always been present in Jackson County.
- The department should look for ways open attendance of Citizen's Academy to a broader population.
- Would like to see the Sheriff's Office interact with La Clinica.
- Legalization of marijuana has blurred the line between right and wrong.
- Social media is the way of the future, get more involved.
- There should be more collaboration between Corrections and Mental Health Services.
- I feel protected, we are blessed to have the Sheriff's Office.
- The Citizen Academy graduate e-mails keep attendees informed and are appreciated.
- The High-Tech Crime Task Force should continue for child pornography trafficking.
- Can do better marketing the department to the community.
- Emergency services should be more than Search and Rescue.
- The Sheriff's Office has a positive story to tell of providing excellent services with such limited staffing and tough budget conditions.
- The Jackson Sheriff's Office has done well in maintaining safety in the areas bordering Josephine County that has little to no police presence.
- The Jackson County Sheriff's Office does not have a negative reputation which is a good thing.
- Look at hiring qualifications that may minorities from testing.
- Can some modules of the Citizen's Academy be extracted and taught in a one-day session to increase the minorities understanding of the Sheriff's Office.

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