

JACKSON COUNTY SHERIFF'S OFFICE
SEPTEMBER 2016

We are in a new era of policing. Law enforcement agencies are realizing what was done in the past can be done differently today. This is not to say what was done in the past was wrong, but it is time to make changes. At the Jackson County Sheriff's Office, we are making changes to ensure we are providing a professional level of service for today's policing environment.

We have taken the opportunity to critique and evaluate our organization and how we provide a professional level of service. We assessed our resources, staffing needs, deficiencies, and organizational culture so we could prepare for the future. This was done with internal & external audits, evaluations, and inspections. We partnered with the Police Foundation to conduct a strategic study for our organization. An inspection of our jail was completed by the Oregon Jail Standards staff and a review of the annual Special Corrections Grand Jury Report was completed.

After taking all information into account and listening to the wants and needs from our citizens in Jackson County, we have developed strategic goals to make improvements. This report will analyze the information we have obtained, describe the strategic goals, and explain work goals to improve our level of service.

STRATEGIC GOALS

- Provide a professional level of service with the resources provided while keeping citizens and deputies safe.
 - The Sheriff's Office is budgeted to provide a basic level of service with full staffing. Full staffing means all positions are filled and fully trained to work independently. This rarely happens. It is imperative to continue our aggressive recruitment and retention process. Without full staffing we are unable to provide a basic level of service.
- Improve public safety by efficiently managing sustainable jail operations.
 - An efficiently managed jail improves offender accountability and allows for offenders to get into programs to rehabilitate.
- Improve quality of life by effectively deploying field resources.
 - Effectively deploying resources will assist with reducing crime and solving problems.
- Improve morale and ethical fitness for all employees.
- Reduce Liability with strategic resource allocation and professional training.

ORGANIZATIONAL EVALUATION – To assess resources, staffing needs, deficiencies, and organizational culture, the following external organizational audits and inspections were completed.

- Jail inspection – Completed by State Jail Inspectors in 2015.
 - We passed the inspection, however it was pointed out that we were not meeting training standards.

- Police Foundation (PF) strategic study – Completed by the Police Foundation
 - Reviewed traffic, patrol & detective staffing, calls for service, and workload.
- Organizational Culture / Ethics Study – Completed by outside professional
 - Implemented Ethics That Help Officers Succeed (ETHOS) program. The ETHOS program will assist law enforcement officers in dealing with the stress and unforeseen challenges they encounter when faced with ethical dilemmas.

The Jackson County Auditors department assessed our overtime and take home vehicle program. In addition, our staff completed several internal audits of staffing, divisions, specialty units, property room and other functions of the office.

Based on a review of historical information, internal and external audits, and inspections, it is clear that staffing has been a concern at JCSO for the past several years. One of the weaknesses pointed out in the PF report is a lack of minimum staffing. The Sheriff’s Office has seen a decline in budgeted full time employees and has struggled to fill vacancies over the past several years. The Sheriff’s Office has gone from 183 positions in 2010 to our current 2016/17 budgeted number of 168. While the population in the county’s unincorporated areas has increased over the past five years, the number of deputies available to patrol those areas has decreased (see historical staffing report chart below). Our goal is to maintain a staffing level that allows us to provide a professional level of service. On average, the vacancy rate for the sheriff’s office over the past five years has been around 5%.

	FY 10-11	FY 11-12	FY 12-13	FY 13-14	FY 14-15
Budgeted FTE’s	183	183	183	167.45	167.75
Vacancies	17 Vacancies	5 Vacancies	10 Vacancies	12 Vacancies	4 Vacancies
Filled FTE’s	166	168	163	*155.35 Opened Jail 4/14	163.30
Population (unincorporated Jackson County)	66750	66566	68050	69140	70395
Criminal Deputy	26	25	26	16	18

Immediate organizational changes were made in 2015 to improve our responsiveness to the community. A reorganization of staffing reduced management, increased supervision, and improved span of control. The restructure balanced the organization into an Administrative section and three bureaus: Corrections, Operations, and Support. This helps to provide an organized structure for open communication and transparency to the community. Further

analysis of the three bureaus provides information and explains additional internal audits completed by JCSO staff to improve our service to the community.

CORRECTIONS BUREAU – The Corrections Bureau is a state mandated function that includes our jail, corrections records, and court security.

In 2014, the inmate capacity in the jail increased from 230 beds to 292 beds after a remodel of the basement of the jail was completed. The basement was opened in April of 2014 with 47 budgeted corrections deputies; however, only 42 deputies were actually working due to vacancies and training. The basement of the jail was opened with the same number of budgeted deputy positions as it had in the 2011-2012 fiscal year. That meant the jail was operating with a lack of adequate staffing and sustainability.

When the basement level of the jail was closed in the fall of 2015, there were only 39 working deputies. The county has added additional staffing to corrections over the past three years; however, due to the length of time it takes to recruit and fill positions, in addition to years of being understaffed, we still cannot sustain the basement of the jail being opened. **Recruitment efforts are ongoing** and we are getting closer to reaching adequate staffing to sustainably operate the jail.

Jail Staffing Levels

Corrections Deputies	FY 10-11	FY 11-12	FY 12-13	FY 13-14	FY 14-15
Budgeted	46	47	42	47	50
Working	37	40	37	42*	42
Training/Vacant	9	7	5	5	8

* Basement opened April 2014

Adequate staffing was listed as a significant issue in the FY 2012-13 & FY 2013-14 budget process. A study to determine the appropriate staffing for the type of jail we have in Jackson County has never been completed.

Internal Jail Evaluation – Operating a jail is one of the highest liability functions a law enforcement organization can have.

- Insufficient staffing = forced overtime
- Lack of training per Oregon jail standards
 - **2011, 2012, 2013** – 67% of Corrections Deputy were unable to get 40 hours of training.
 - **2014** – 69% of Corrections Deputies were unable to get 40 hours of training.
- 12,047 lodgings in 2015
 - 2000 releases based on the jail being at capacity
- In 2015, the basement of the jail was closed and the inmate population cap was reduced from 292 to 230 because of staffing levels and lack of training.
- Average overtime hours 1 year prior to opening the jail: 213.5 hours per pay period.

- Average overtime hours 1 year of jail being opened: 554 hours per pay period.
- Average overtime increased to 648 hours per pay period until basement was closed.
- Average length of stay for an inmate, before the remodel and opening of the basement portion of the jail: 8.44 Days.
- Average length of stay for an inmate, after the remodel and opening of the basement portion of the jail: 9.69 Days.
 - Difference of 1.25 days per lodging.

Special Corrections Grand Jury

Oregon Revised Statutes requires that a grand jury shall inquire into the condition and management of every correctional facility in the county at least once a year. The following are comments taken from Special Grand Jury Reports dating back to 2008.

2015 Special Corrections Grand Jury Report

It is apparent to the Grand Jury that the Jackson County Jail is understaffed, as noted in reports from previous years, and that this is a critical safety and morale issue.

2014 Special Corrections Grand Jury Report

Strategies for funding training needs to be considered as a priority in future financial projections.

2013 Special Corrections Grand Jury Report

As noted in previous reports, the Grand Jury recommends that Jackson County pursue additional sources of revenue to ensure staffing levels are adequate to maintain staff and prisoner safety with the increased capacity made available with the basement addition.

2012 Special Corrections Grand Jury Report

It is apparent to the Grand Jury that the Jackson County Jail is understaffed, as noted in reports from previous years and that this is a critical safety issue.

2011 Special Corrections Grand Jury Report

It is apparent to the Grand Jury that the Jackson County Jail is understaffed, as noted in reports from previous years and that this is a critical safety issue.

2010 Special Corrections Grand Jury Report

It is apparent to the grand jury that the Jackson County Jail is understaffed, as noted in reports from previous years. We recommend in depth analysis of full time staff levels, the cost of overtime hours, and the possibility of hiring part time deputies to offset increased costs related to overtime hours and full time employee's benefits.

2009 Special Corrections Grand Jury Report

It was apparent to the grand jury that the Jackson County Jail is understaffed. We highly recommend increasing staff levels (particularly female deputies and swing/graveyard shifts).

2008 Special Corrections Grand Jury Report

Staffing Levels: Recommend increasing number of deputies for efficiency and safety. Decreasing overtime and comp time would lead to improved staff retention.

View Reports: <http://jacksoncountyor.org/da/General/Special-Corrections-Grand-Jury-Reports>

Work Goals: Two criminal deputies positions have been reclassified and moved to corrections. Recruitment efforts have been increased, new schedules are being evaluated, and an additional supervisor has been transferred to the jail. These changes should help with our goal of opening

the basement of the jail in 2017. A training plan is in place to meet Oregon jail standards. A staffing study is being conducted by jail command staff. Based on the staffing study, additional corrections deputies may be requested. This will take place through the county budget process.

SUPPORT BUREAU – Includes the following divisions:

- Civil Division
 - State mandated function of a Sheriff's Office
 - Made up of sworn and non-sworn employees who complete the following duties
 - Processing foreclosures
 - Issuing concealed handgun licenses
 - Processing and serving orders of the court
 - Fingerprinting service, background checks, and other records work.
- Criminal Investigations Division (CID)
 - Includes Medical Examiner program and Detectives
- Criminal records
- Property and evidence
- Latent print examiners
- Criminal Data Technician
- Marine Patrol
- Search and Rescue
 - State mandated function of a Sheriff's Office

To assess resources, staffing needs, and deficiencies, an internal audit by JCSO staff was conducted on the Civil Division and Criminal Investigations Division.

The Civil Division has a backlog of work that is approximately 6 months behind. The PF report noted a continual backlog creates an internal weakness for our organization.

Work Goals for improvement:

- New supervision and command staff have been put in place.
- Work plan has been developed to get caught up.
 - This can be done without additional staffing.

Criminal Investigations Division Audit

- The PF recommended adding one additional detective, one investigative aid (criminal data technician), and starting a "Field Detective Program."
- The PF also recommended implementing an Investigative Case Management system to assist with tracking assigned cases among detectives.
- CID has a large amount of cold cases and is unable to investigate property crimes full time.
- CID does not have a high tech crimes detective.

- This position is responsible for computer forensics investigations, including those involving crimes against children.

Work Goals: An investigative case management system has been implemented and a Field Detective or Corporal program is being evaluated. Even though an additional detective has been recommended, I feel it is currently a priority to add an additional criminal data technician. This specialized civilian position will take on administrative duties for detectives, freeing them up to complete investigations and solve crimes. This will be evaluated through the budget process.

OPERATIONS BUREAU – Includes the following divisions and responsibilities:

- Criminal Patrol
 - Deputies patrol more than 2800 square miles in the unincorporated areas of Jackson County
 - This is a core function of JCSO
- Contract Cities
 - JCSO provides police services in the cities Shady Cove and Gold Hill
 - The Gold Hill deputy position is still unfilled
- White City Enhanced Law Enforcement District
- Traffic team
- SWAT Team (temporarily suspended due to lack of staffing and training time)
- Community Service Officers
- K9 deputies

Deputies are constantly handling a wide array of calls. They are understaffed to meet the demands of the numerous and diverse calls they encounter. We have seen a decrease in daily patrol staffing over the past couple of years. This affects our ability to respond to calls in a timely manner.

- 2013 – 83% of the time
- 2014 – 80% of the time
- 2015 – 77% of the time

To make up for the decrease in staffing, deputies have needed to leave their normal beat assignments to respond to calls in other areas. We have also relied on officers from other agencies to help us handle calls. The chart below shows the number of times contract city deputies in White City and Shady Cove, along with our Traffic Team deputies and officers from outside agencies, have handled calls for service outside of their normal service area.

Units Responding Outside of Assignment or Other Agency

	White City Deputy	Shady Cove Deputy	Traffic Deputy	Outside Agency Ofc
Daily Average				
2015	8.41	3.48	11.99	9.3
2014	7.94	3.59	9.71	8.5

2013	8.15	1.85	9.56	6.5
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The Sheriff's Office currently has 20 Deputies assigned to patrol unincorporated Jackson County, an area of more than 2800 square miles. The Police Foundation recommended assigning at least 24 Deputies to patrol this area.

Work Goals: We currently have all of our positions filled in the patrol division, however we will not truly be up to full staffing until next summer when our newer deputies have completed academy and field training. With 20 working patrol deputies we can provide a basic level of service to respond to calls. However, this does not allow us to do additional problem solving policing and we will still need to rely on outside assignment units to handle calls. We are working to eliminate outside agencies handling calls for service in Jackson County. Our goal is to regionalize with smaller police agencies to give us additional resources so we can restore the SWAT team.

Traffic Team

Sworn deputies who are assigned to traffic enforcement.

- Primary duty is to reduce traffic crashes and write traffic tickets.
- Assist with patrol calls during low staffing levels.
- Traffic deputy positions have been self-funded through revenue generated from traffic citations.
 - The Police Foundation, the Task Force on 21st Century Policing, and I agree this is a practice we should move to avoid.
- The traffic team was originally implemented to reduce traffic fatalities. We need to get back to this goal instead of focusing on the potential revenue.
- In November 2015, the traffic team was reduced from six deputies to four in order to fill essential positions.
- For a traffic team to be effective, adequate patrol staffing must be in place so traffic deputies are able to focus on traffic-related problems. This has not been the case in recent years.

The below chart compares patrol and traffic staffing and the number of traffic fatalities. The chart also gives a breakdown of fatal traffic accidents that happen during the day and at night. Historically, traffic deputies have not been working at night to monitor impaired driving, a leading cause of traffic fatalities.

Motor Vehicle Fatalities – (5 Year History)

Year	Patrol Deputies	Traffic Deputies	Total Fatalities	Day	Night
2010	28	6	5	3	2
2011	26	6	6	6	0
2012	25	6	9	5	4
2013	26	6	5	3	2

2014	16	6	4	3	1
2015	18	6	7	4	3

Work Goals: Traffic-related problems are among the most common complaints I receive from citizens. I believe it is important to maintain a traffic team and I would like to see the county fund these positions. We have initiated several strategies to improve how we conduct traffic enforcement to reduce fatalities. These include the following:

- Strategic policing - Identifying motor vehicle crash hot spots for focused patrol.
- Adjusting work schedules later in the day to allow traffic deputies to conduct more DUII enforcement.
- Budgeted for a decrease in revenue generated from traffic citations so we can pay for traffic patrols from our own budget.
- Began a public education campaign on DUII driving and discretionary policing.
- Obtained grant funding for extra DUII patrols.
- Researched DUII task force program.
- We have participated in six DUII saturation patrols during the first six months of 2016.