May 26, 2016

Re: 2015 Corrections Grand Jury Report

Dear Gentlemen,

The 2015 Corrections Grand Jury has recently completed an extensive inspection of the Jackson County Jail, the Jackson County Work Release Center and the Jackson County Juvenile Detention Facility. In addition, the Grand Jury received testimony from 24 individuals. Section IV of the 2015 Corrections Grand Jury report, containing their recommendations, is set forth below. Once the solicited responses are received, the complete report and all agency / department responses will be published. The Corrections Grand Jury made six recommendations, some of which contain multiple suggestions.

It is requested that the affected agency / department send a written response to the recommendations within the next 30 days to the Jackson County District Attorney’s Office – Attention: Senior Deputy District Attorney Allan E. Smith. These responses will then become part of the final published report. As in past years, it is requested that the responses be formatted as follows:

A. Agreed and completed. The agency / department affected agrees with and has implemented the recommendation.
B. Partial Agreement and completed. There is partial agreement, which has been completed, and partial rejection. Reasons for and details of this action are solicited.
C. Disagreed and rejected. Reasons for rejection are solicited.
D. Agreed but unable to implement at this time. Reasons for the inability to implement are solicited.
E. Unanswered. The agency or department has not responded to the recommendation.
F. Pending. Partial or full acceptance has occurred, but implementation is either incomplete or has yet to be initiated.
Although any/all of the agencies or departments are welcome to submit a response, it would appear that the most logical responses would be received from the following:

**Jackson County Sheriff’s Office** – All Six Recommendations

**Jackson County Community Corrections** – Recommendation # 6(b)

**Jackson County Administrator** – Recommendations 5 and 6(a)

**RECOMMENDATIONS**

1. 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. This leads to an increased amount of forced releases, forced staff overtime, lowered morale and insufficient recommended training hours. It is our recommendation that the county explores all additional recruitment resources to provide additional staff, which would enable the basement to be reopened.

We suggest the following:

- Recruitment efforts could possibly be directed towards sizable military bases, located in states with higher unemployment rates.
- Establish and/or expand social media recruitment efforts.
- Explore advertising and marketing agencies, utilizing veteran outreach at the military bases.
- Offer moving allowance and relocating services for additional recruitment incentives.
- Explore possibility of increased salary differential for corrections officers.
- Assign a specific person within the Sheriff’s Department for recruitment duties.

2. It is the recommendation of the Grand Jury that the Jail facilities be improved by implementation of the following:

- Additional cameras need to be installed in strategic areas where none exist currently.
- Officers need to have ear-pieces for safety and confidentiality as compared to the existing open radio system.
- To proceed with the remodel of the attorney-client visiting area as a priority to avoid potential legal issue(s) for the county.

3. The Grand Jury recommends that the expanded basement facilities, 62 beds, be reopened as soon as staffing is available.

4. It is apparent to the Grand Jury that the need for a mental health discharge facilitator be in place for discharge planning / follow-up care.

5. The Grand Jury recommends that the jail operations be evaluated and a preliminary study be completed within the next 12 months in relation to a new jail being built, taking into consideration location and inmate logistics.
6. It is recommended by the Grand Jury that policies and procedures:

   a. Within the county be revisited and clarified regarding lateral transfers and considerations for in-house promotions from the policies established in 2011.

   b. Absconds from the work center be responsible for the same financial penalties as clients who fulfill their commitment(s).

   c. The policy/procedure at the jail for attorney-client visits: The client should be presented to the attorney within 15 minutes after arrival when calling ahead. This could also help prevent legal action against the county.

Thank you for your attention to this matter.

Sincerely,

Allan E. Smith
Senior Deputy District Attorney
Jackson County, Oregon
THE CONDITION AND MANAGEMENT OF CORRECTIONAL FACILITIES WITHIN JACKSON COUNTY, OREGON

By

2015 Special Corrections Grand Jury
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I. EXECUTIVE SUMMARY

The 2015 Special Corrections Grand Jury inspected the Jackson County Jail, Jackson County Juvenile Detention and Residential Facility, and the Community Justice Work Center. The Grand Jury’s over all observation of the Jackson County Correctional Facilities is that they are incredibly well run given the resources available. Recommendations will be addressed in the Grand Jury Recommendations, Section IV, of this report.

II. INTRODUCTION

Oregon Revised Statutes requires that at least once yearly, a Grand Jury shall inquire into the condition and management of every correctional facility and youth correction facility in the county. On February 29, 2016, four grand juries attended orientation and were sworn in. Three juries were assigned to hear criminal cases presented by the District Attorney’s office; on Tuesdays, Wednesdays and Thursdays. The fourth jury was assigned to meet on Fridays beginning March 4, 2016 to inquire into the condition and management of the correctional facilities within Jackson County. In this report, the Friday jury will be referred to as the Special Corrections Grand Jury, or simply, the Grand Jury.

On Friday, March 4, 2016 the Grand Jury attended first meeting with Facilitator Allan Smith to begin orientation of our duties and line up of interviewees.

On Friday, March 11, 2016 the jury received testimony from corrections Capt. Dan Penland/Sgt. Joshua Aldrich-Jackson County Jail. Later, the Grand Jury toured and ate lunch at the main jail facility in Medford escorted by Sgt Russ Beane. During lunch, the jury heard testimony from an Aramark Representative about the food program. After lunch, we received testimony from Deputy Jeff Carpenter, a male and a female inmate, and later from Dennis McNamara, the Mental Health Specialist, and a maintenance person (Rick).

The jury toured the Jackson County Community Justice Work Center and received testimony on Friday, March 18, 2016 from Eric Guyer, director of CJWC, a male and a female client, and Joe McDougall, Community Justice Officer.

On Friday, March 25, 2016 the jury received testimony from Joe Ferguson—Jackson County Juvenile Detention Facility and later toured the Juvenile Detention and Residential Facility, where Joe Ferguson and Jean Nicholas (Program Director) took us through the facility. Testimony was also given by a male and a female detainee and Heather Martin, Corrections Officer.

On Friday, April 1, 2016, the jury received testimony from Sheriff Corey Falls, Jackson County Commissioner Colleen Roberts, Jackson County Community Corrections John Watson, Jackson County D.A. Beth Heckert, Jackson County Manager Danny Jordan, Jackson County Mental Health Court Judge Lisa Grief and Defense Attorney John Hamilton.
In total, twenty-four witnesses were sworn in before the Grand Jury representing a wide range of individuals whose lives and careers are affected by the operation of correctional facilities in our community. The observations, conclusions and recommendations of this report are based upon the testimony of these witnesses, from the facts and figures they provided, and from observations of the Grand Jury as it toured the county’s correctional facilities.

The Grand Jury visited three correctional facilities which are operated within Jackson County.

- Jackson County Jail (JCJ)
- Juvenile Detention Facility (JDF)
- Community Justice Work Center (CJWC)

This report addresses the facilities and operations of each of these agencies and includes 6 recommendations.

III. SYNOPSIS OF GRAND JURY INTERVIEWS AND FACILITY TOURS

Allan Smith, Senior Deputy D.A.

- Grand Jury Orientation
  On March 4, 2016 the Grand Jury was informed of their duty to review the administration of the Jackson County Detention system and tour the associated facilities. During this orientation meeting, Mr. Smith, facilitator, assisted with a plan of action (tours and interviews, etc.) for the Grand Jury.

- Grand Jury Checklist
  To aid the Grand Jury in the execution of their inspections, Mr. Smith provided an inspection checklist for each tour. This checklist contained sections for Grand Jury members to indicate their observations regarding the facility description/limitations, facility security, conflict resolution, legal issues, prisoner access to counsel and family, and facility medical services.

- Facility Locations
  Discussed where each facility is located.

- Grand Jury Statutes
  Discussed the state statutes that govern the Grand Jury.

- Community Justice System
  Described how Community Justice is the adult probation and parole division. It is responsible for keeping track of people serving their sentences and violations. Described how the transition center is operated as a work release center. Mr. Smith discussed the criminal justice system: courts (state-adult & juvenile), police (state, city, Sheriff-jail), defense (court appointed, state-So. OR Public Defender) community justice (county/state, local probation office-supervision and rehab, juvenile-delinquency/dependency), corrections (jails), prisons (state), probation, district attorney (prosecute cases in state court), federal court, U.S. district attorneys, city attorneys, victim witness office, family support office, treatment courts.
• General Guidance
In addition to organizing and scheduling the interviews and tours, Mr. Smith provided helpful advice for the Grand Jury to complete their duty and discussed the technicalities of being on the Grand Jury (attendance roster, schedule, report writing).

JACKSON COUNTY JAIL

Captain Dan Penland/Sergeant Joshua Aldrich – Corrections Officers (Interviews)
• Distributed a memo to the Special Grand Jury regarding jail statistics. (see attachment)
• Total number of lodged people increased 2.9% from 2014.
• In late 2015 the Sheriff decided to close the beds in the remodeled basement area. This contributed to overcrowding problems in the rest of the jail.
• Forced overtime has been reduced since the closure of the basement and loss of 62 beds, however, forced releases have increased.
• There are recruitment challenges.

Joe Ferguson, Juvenile Deputy Director
• Distributed a report including statistics from the Jackson County Juvenile services. (see attachment)
• Mental health services provided mainly by request and are not regularly scheduled. Not adequate mental health services for female juveniles.
• The staffing ratio is 1 to 8 during daylight hours and 1 to 16 at night.
• Three beds are contracted to Josephine County.
• They house all Measure 11 offenders in detention until conviction ages 15-17.
• There is very little violence within the facility.
• They focus more on reform than punishment.

Aramark Representative
• They serve about 9000 meals per week for all 3 facilities
• 2700 – 3000 calories per day. Meals can be tailored to inmates’ special needs
• 2 dieticians on staff
• Company works 16 hours per day
• Jail staff prep the meals and put meals on the trays

Dennis McNamara – Mental Health Specialist (Interview) Mr. McNamara is a Correct Care Solutions employee contracted with Jackson County.
• His responsibilities include: suicide watch evaluation when the inmate is first detained, approving meds, communicates with mental health providers regarding medications, and provides reading glasses to inmates. His opinion is that inmates are over medicated and are on medications that may not be necessary.
• Would like to see the addition of another mental health person as he is the only provider.
• Additional person would allow for increased counseling and discharge planning.
• 20% of population is diagnosed as having mental illness (depression, PTSD, anxiety)
Deputy Jeff Carpenter/Union Rep
- Increase in morale since closing of basement.
- Overall safety of internal emergency response time and building maintenance is good under the circumstances.
- The need for communication via ear piece vs open radio for the purpose of safety and confidentiality.
- Staff recognition program to boost morale.

Male Sentenced Jail Inmate (Interview)
- He stated that the food was acceptable.
- He said he thought the jail was clean and well maintained.
- Concerns: timely response of getting medications.
- Requested expanded computer use to become more educated.

Female Sentenced Jail Inmate (Interview)
- Staff is professional and able to accommodate disabilities.
- Uses programs offered, such as cognitive, drug & alcohol, N.A., etc.
- They’re given cleaning supplies to keep their areas sanitary.
- Food is ok, and realizes that it’s jail and not expecting it to be a 5 Star Restaurant.
- Concern: timely response of getting medications.
- Concern: Only get clean clothes 2x per week.

Maintenance Person-Rick (Interview)
- Facility Maintenance for the JCJ.
- Upgrading HVAC system for more consistent controls.
- Working on upgrading kitchen.
- Working on plumbing to have lockout features to prevent flooding from inmates which is a constant problem there.
- He is the only maintenance person there, although there are 2 positions budgeted, Rick is often on his own.
- Concern: Replacement parts are expensive and not always available due to the age of the facility and equipment.

Jackson County Jail (Inspection)
On March 11, 2016, the Grand Jury participated in a tour of the Jackson County Jail, conducted by Sgt. Beane. What follows is a listing of the Grand Jury’s observations of the facility.
- Public Reception
- Booking Area
- Sally Port
- Administration
- Video Monitoring & Central Internal Control Room
- Procedures for Prisoner Movement
• Classifications of Prisoners
• Laundry
• Trustee System
• Clothing Designation
• Inmate Assignment of Clothing, Bedding and Personal Hygiene Products
• Jail Design (various housing units, Observation areas etc.)
• Food Administration
• Video Conferencing
• Suicide, Detox and High Risk Procedures
• Law Library, and General Library
• Medical Clinic
• Recreation Areas
• Visitation Areas (Family, Attorneys, etc.)

COMMUNITY JUSTICE WORK CENTER

Eric Guyer, CJWC Director
• Gave presentation about work center and its programs, budget, etc.
• 176 beds.
• In 2015 had 2,280 intakes.
• 164 Absconds (walk-aways).
• 1,968 work crews in 2015, roadside trash pick-up, firefighting, animal shelter, fairgrounds/airport cleanup, Rogue Disposal, etc.
• 3 divisions of clients.
• Programs include job search skills, interview techniques, proper interview/work attire.
• Core Values: Safety, Change, Teamwork, Customer Service.
• Recommendation: Video Appearance to ease funding of transporting clients.

Joe McDougall--County Supervised Authority (Work Release Supervisor)
• Work crews 1 supervisor for 6-8 clients.
• Fire crews 2 supervisors for 10-12 clients.
• Processes and transports inmates from county jail (6-8 per day average).
• Mental Health continuity at the WC is making progress and following through the system by coordinating and transporting to outside sources.
• Verbal communication used instead of physical restraint for conflict resolution.
• Transition to community housing is limited due to client background & housing availability.
Female Client-Dorm Mediator (Interview)
- Staff is caring and respectful.
- Needs are properly addressed.
- Could use more beds on the female side.
- Daily and 1 on 1 groups are available.
- Able to do laundry every morning.

Male Client (Interview)
- Needs are met for Reasonable Accommodation needed.
- Liked the Life Skills classes and opportunities that enrich life for easier transition.
- Some clients are disruptive in larger groups.
- Some TV programming is not conducive to the purpose of the facility. (ie: violence)
- Clothes provided are in good condition, but shoes for use outside the facility are often not adequate.

Jackson County Corrections Work Center (Inspection)
On March 18, 2016, the Grand Jury participated in a tour of the Jackson County Work Center Facility, conducted by Director Eric Guyer. What follows is a listing of the Grand Jury’s observations of the facility.
- Re-entry from outside appointments, etc.
- Levels of Detention
- Counseling Programs
- Work Release
- Men’s Dormitory
- Women’s Dormitory
- Kitchen Facility
- Outdoor Facility
- Classrooms

COMMUNITY JUSTICE JUVENILE DIVISION

Joe Ferguson—Juvenile Deputy Director (Interview)
Jean Nicholas—Program Director (Interview)
- Juvenile population: total of detained, time in custody, average length of stay, average daily population, admission reasons and described the pod structure.
- 2 full time mental health persons
- Well-staffed
- Year round school
- No contact sports
- 122 cameras
- Feels building is a safe and healthy environment
- Residential is males only, 15 beds
- Detention has 40 beds
- Visitation: Detention has 9 opportunities each week
• Visitation: Residential has 4 opportunities each week with the possibility of an overnight stay off premises.
• Monthly special meals, birthday cakes, etc.

Heather Martin—Senior Staff, 13 years (Interview)
• Likes her job
• No major problems
• Secure facility

Female Inmate (Interview)
• Likes Life Skills Classes
• Likes the Groups (anger management, etc)
• She felt due to her age (18) she shouldn’t have to go to school

Male Inmate (Interview)
• Likes it here
• Likes the programs, structure & staff interaction
• Would like more individualized school work (didn’t feel challenged enough)
• Likes to help others with their school work

Jackson County Juvenile Facility (Inspection)
On March 25, 2016 the Grand Jury participated in a tour of the Jackson County Juvenile Detention & Residential Facility, conducted by Jean Nicholas and Joe Ferguson. What follows is a listing of the Grand Jury’s observations of the facility.
• Intake Room
• Temporary Holding Cells
• Visitation Area
• Classroom
• Common Area
• Control Room
• Recreation Area
• Housing Units
• Sally Port
• Full time nurse for any medical issues

Grand Jury Interviews—April 1, 2016
Sheriff Corey Falls
• Recruitment & Retention
• Possibly 500 retirements statewide
• Facility, Overcrowding (2000 forced releases in 2015)
• Corrections Deputies not being able to meet 40 hours of recommended training due to work load
• Policy prohibits transition from patrol to corrections
• Basement pod closure 2015 (due to insufficient staff and recruitment challenges)
• Decreased forced overtime following the basement closure

Colleen Roberts, Jackson County Commissioner
• Board meets 3 times per week (Sheriff is able to make requests at any of these meetings)
• One commissioner helps oversee the policies of the corrections facilities
• Working on stepping up mental health services within the correctional facilities

John Watson – Community Justice Deputy Director (Interview)
• Jackson County Community Justice Adult Services Division (see attachment)
• This document indicates how a person would enter the Community Justice Supervision Department, the statistics of the population, and how a person would navigate through the program. It documents High and Medium Caseloads and includes statistics on the probation officers caseloads.
• Staffing Level: Currently, Jackson County has 23 senior deputy probation officers. These officers currently supervise 1944 offenders.
• Mr. Watson indicated that the main goals of Adult Services Division are Rehabilitation and Public Safety.
• Case Load
• The case load is divided between 38.5% Low risk and 61.5% Mid/High risk (including sex offenders and drug crimes).

Beth Heckert—Jackson County District Attorney (Interview)
• Provided overview of how the corrections system works in Jackson County.
• Forced releases at jail have resulted in multiple failures to appear in court which impacts the D.A.’s office.
• D.A.’s budget in good shape.

Danny Jordan—Jackson County Manager/Administrator
• Reports to Board of Commissioners
• Strong public safety background
• Wants to see jail basement, 62 beds, reopened
• He stated to keep basement open, patrol officers could be rotated in temporarily to provide staffing until recruitment issues resolved and vacancies filled

Judge Lisa Grief—Mental Health Court
• Mental Health Court started May 2015
• Individuals are in program for 1 year
• Cap of 10 participants, with 7 in program currently
• Male & female participant numbers are about the same
• Successful program completion can result in charges being dismissed or reduced sentences
John Hamilton—Defense Attorney

- He has requested more client visiting rooms as the existing number of rooms are not adequate and they do not provide enough privacy.
- Visiting rooms: Facilities issue, plans have been drawn up to begin addressing this issue
- Slow response time to bring clients to him after calling ahead

IV. GRAND JURY RECOMMENDATIONS

The affected agency/department should respond to the recommendations in the following format. This written response then becomes part of the Grand Jury report.

A. Agreed and completed. The agency/department affected agrees with and has implemented the recommendation.
B. Partial Agreement and completed. There is partial agreement, which has been completed, and partial rejection. Reasons for and details of this action are solicited.
C. Disagreed and rejected. Reasons for rejection are solicited.
D. Agreed but unable to implement at this time. Reasons for unable to implement are solicited.
E. Unanswered. The agency or department has not responded to the recommendation.
F. Pending. Partial or full acceptance has occurred but implementation is either incomplete or has yet to be initiated.

After a careful and thorough review, the Grand Jury makes the following recommendations:

1) 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. This leads to an increased amount of forced releases, forced staff overtime, lowered morale & insufficient recommended training hours. It is our recommendation that the county explores all additional recruitment resources to provide additional staff, which would enable the basement to be reopened.

We suggest the following:
- Recruitment efforts could possibly be directed towards sizable military bases, located in states with higher unemployment rates.
- Establish and/or expand social media recruitment efforts.
- Explore advertising and marketing agencies, utilizing veteran outreach at the military bases.
- Offer moving allowance and relocating services for additional recruitment incentives.
- Explore possibility of increased salary differential for correctional officers.
- Assign a specific person within Sheriff's Department for recruitment duties.

2) It is the recommendation of the Grand Jury that the Jail facilities be improved by implementation of the following:
• Additional cameras need to be installed in strategic areas where none exist currently.
• Officers need to have ear pieces for safety and confidentiality as compared to the existing open radio system.
• To proceed with the remodel of the attorney-client visiting area as a priority to avoid potential legal issue(s) for the county.

3) The Grand Jury recommends that the expanded basement facilities, 62 beds, be reopened as soon as staffing is available.

4) It is apparent to the Grand Jury that the need for a mental health discharge facilitator be in place for discharge planning/follow up care.

5) The Grand Jury recommends that the jail operations be evaluated and a preliminary study be completed within the next 12 months in relation to a new jail being built, taking into consideration location and inmate logistics.

6) It is recommended by the Grand Jury that policies and procedures:

   a. Within the county be revisited and clarified regarding lateral transfers and consideration for in house promotions from the policies established in 2011.
   b. Absconds from the work center be responsible for the same financial penalties as clients who fulfill their commitment(s).
   c. The policy/procedure at the jail for attorney-client visits: The client should be presented to the attorney within 15 minutes after arrival when calling ahead. This could also help prevent legal action against the county.

V. ACKNOWLEDGMENT

The Grand Jury acknowledges the professional courtesy and cooperation we received from all agency managers, staff and witnesses we interviewed during this inquiry. We appreciate District Attorney Beth Heckert and Senior Deputy District Attorney Allan Smith's help and guidance throughout this process.

VI. WITNESSES

1. Captain Dan Penland
2. Sergeant Joshua Aldrich – Corrections Officer
3. Joe Ferguson, Juvenile Deputy Director
4. Dennis McNamara – Mental Health Specialist
5. Deputy Jeff Carpenter/Union Rep
6. Maintenance Person-Rick
7. Male inmate jail
8. Female inmate jail
9. Eric Guyer, CJWC Director
10. Joe McDougall—County Supervised Authority (Work Release Supervisor)
11. Female Client-Dorm (CJWC)
12. Male WC Mediator (CJWC)
13. Joe Ferguson—Juvenile Deputy Director (Interview)
14. Jean Nicholas—Program Director (Interview)
15. Heather Martin—Senior Staff, 13 years
16. Male inmate (Juvenile)
17. Female inmate (Juvenile)
18. Sheriff Corey Falls
19. Colleen Roberts, Jackson County Commissioner
20. John Watson – Community Justice Deputy Director (Interview)
21. Beth Heckert—Jackson County District Attorney (Interview)
22. Danny Jordan—Jackson County Manager/Administrator
23. Judge Lisa Grief—Mental Health Court

VII. APPENDIX OF ATTACHED DOCUMENTS

1) Jackson County Jail Memo
2) Jackson County Juvenile Services
3) Jackson County Community Justice Adult Services Division
To: Special Corrections Grand Jury  
From: Sergeant Joshua Aldrich  
Subject: Jail Statistics  
Date: March 11, 2016

The Jackson County Jail provides services to all of the agencies within the county’s 2802 square miles. The county has a total population of 204,630 (Population Research Center, Portland State University). Included in this population are 11 incorporated cities: Ashland, Butte Falls, Central Point, Eagle Point, Gold Hill, Jacksonville, Medford, Phoenix, Rogue River, Shady Cove, and Talent. The jail accepts lodgings from each of these cities who has a police department, and also serves the Oregon State Police (OSP), Drug Enforcement Agency (DEA), US Marshalls, Immigration and Customs Enforcement (ICE), national Forest Service, Parole and Probation (P&P), Federal Bureau of Investigations (FBI), Alcohol Tobacco and Firearms (ATF), United States Postal Service, and Military Police.

The Jackson County Jail operates on a budget of 10.2 million dollars.

The Jackson County Jail was built in 1981. There are 346 beds available within the facility. We currently have a self-imposed inmate population of 230. The cap of 230 was imposed due to a number of factors including the jail’s design, staffing levels, as well as staff and inmate safety. When the jail population reaches 230, inmates are then “cap releases”.

Late in 2015 the Sheriff decided to close the beds in the remodeled basement area. This eliminated 62 jail beds. There were several reasons that Sheriff Falls decided to close the beds, Staffing, Overtime and Training are some of the reasons. I will leave the details for him to talk about when you interview him later during your review.

Beginning in 2014, we have partnered with Community Justice and the Circuit Court to provide Alcohol & Drug (A&D) treatment to eligible inmates in the jail. The A&D treatment in the jail is offered at the Community Justice Transition Center and also at On-Track. This allows an inmate released from custody, either to the street or transition center to continue their treatment without interruption.

In 2015 the jail lodged 12,047 people. This is an increase of approximately 2.9% from 2014 when 11,700 inmates were lodged. This number includes all lodgings as well as process only’s and court commitments. A process only is someone who has been charged with a crime but has not been lodged in jail and needs to be photographed and fingerprinted. A commitment is someone who is ordered to jail by the court. The Judge has ordered them to turn themselves in, to the custody of the Sherriff (Jail) on a specific date and time to serve their sentence.
Sentenced inmates may serve their time in the jail or, if they are eligible, they may be transferred to the Community Justice Work Center (CJWC).

The jail’s kitchen is contracted to Aramark Corporation which provides meals for the jail, Juvenile Facility, and CJWC. The kitchen provides between 1200-1300 meals a day for the three facilities. The jail’s laundry is staffed by jail inmates and provides laundry services for both the jail and Juvenile facilities.

We currently contract for prisoner medical services with Correct Care Solutions (CCS), formerly CONMED Inc. CCS provides on-site medical staff from 6:30 a.m. until 11:00 p.m. seven (7) days per week. A doctor visits the jail and does sick call once per week, and a Nurse Practitioner also visits once per week. CCS also provides an on-call after-hours service. CCS, as part of the agreement with the county, contracts with a local dentist who visits the facility 2 times per month.

We currently are authorized fifty (50) full-time sworn deputies in the jail (9 females and 50 males), two (2) Transport Deputies, four (5) Sergeants, and one (1) Captain who is the Jail Commander. We also have sixteen (16) full-time Records Clerks, one (1) Corrections Specialist (currently this position is vacant), two (2) Administrative Assistants, and one (1) Records Supervisor.

Our highest areas of risk (liability) are inmates who require special observation (checks). These types of checks require a deputy to observe the inmate, assure they are okay, and document their observations at a minimum of every 15 minutes. The most significant of these would be intoxicated inmates and those on suicide prevention checks. These checks can take a significant amount of the deputies’ time depending on how many inmates are on these special checks.

Inmates with mental health issues also pose a huge risk for the jail. The risk of suicide is higher in jail and those with significant mental health issues can consume a lot of jail resources such as medical, mental health, and deputy time. As community resources dwindle, the jail has become a secondary mental health facility. With no available resources, the officer on the street is forced to lodge mentally ill people in jail in an effort to keep the community safe.

We have been sending our Corrections Officers to the 40 hour Crisis Intervention Training (CIT). The goal is that all officers in Jackson County will receive this training in dealing with those suffering mental health issues. Sheriff Falls has made it a priority for the Sheriff’s Office to get all of the deputies through this including those assigned to the jail through the class.

The jail is constantly inspected by outside agencies. Some of those are:

- Jackson County Health Department (kitchen is twice per year, overall building once per year)
- Fire Marshall
- Immigration and Customs Enforcement (ICE)
- US Marshalls Service
- Pharmacy Board
- Bureau of Prisons
Challenges/Goals for 2016-2017

- Continued Jail overcrowding
- Increasing Mental Health population
- Deputy training (40 hours per year recommended by Jail Standards).
- RFP for food service
- Partner with instructors at SOU to develop a policy on dealing with Lesbian, Gay and Transgendered inmates.
- Continue reaching out to the Hispanic Community
Jackson County Community Justice
Juvenile Division

Detention and Residential Facility
Annual Grand Jury Inspection
2016
### Jackson County Community Justice - Juvenile Services

#### Referrals / Youth 2003-2015

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</table>

#### Total by Referral and Youth

![Graph showing total referrals and youth over years](image)
DETENTION AND RESIDENTIAL PROGRAM SERVICES

Admission
Division staff conduct initial mental health, substance abuse and health screening on each youth admitted into placement.

Mental Health Services
Two full-time mental health professionals provide services to youth in both detention and the residential programs through Jackson County Health and Human Services (JCHHS). Current recruitment is occurring for the residential mental health staff. After hours services are also provided by JCHHS.

Services are focused on crisis assessments, individual counseling, services to parents/families for youth in placement.

Health Care Services
Correct Care Solutions provides contracted health care to youth while in placement. Youth placed in the residential program have access to the Oregon Health Plan and can access outside providers for routine medical and dental services as well.

Visitation
Approved visitors have nine opportunities each week to visit youth in detention. Youth placed in the residential program have four opportunities each week for visitation but also can have off-site and overnight visits.

Attorneys of record can visit at any time scheduled with facility staff.

Mentors from Youth for Christ visit with youth during lunch time Monday-Friday.

Education
The Medford School District provides a full-time, year round (220 days) education program for youth in placement. Both the Detention and Residential Programs each have a full-time teachers and an aid to assist.

Recreation
All youth receive at least one hour of large muscle exercise each day. Main activity is volleyball as the majority of youth can play and there is lower chance of contact and injury. Access to basketball games is also utilized especially during nice weather in the outdoor recreation yard. Youth in the residential program have the opportunity to go off-site for recreation activities as well.

Social Skill Development
The division utilizes evidence based and best practices in providing skills building services to youth in placement. These include, but are not limited to: Aggression replacement training, girl's circle, thinking for a change, options to anger, boy's council, truthought, carey guides, phoenix gang intervention, the change company.

Daily group skill building activities occur in both the detention and residential programs.

Structured Free Time
Youth in the detention and residential programs have scheduled time each day for reading, writing letters, doing art projects, practicing guitar (residential), talking with staff and other approved activities from staff.

Volunteers
Volunteers from Youth for Christ and Mediation Works come into the programs weekly to share with youth.

A number of Interns from Southern Oregon University and Rogue Community College spend time working with youth in the programs.
Juvenile Detention Program

Detention provides secure custody, accountability and services for youth offenders awaiting court or serving sentences. Accountability is not achieved when offenders simply do time in detention programs. True accountability involves making time count. School, assessment, evidenced-based skill building, recreation, education, medical screening and counseling services are all provided in a structured and supervised environment.

The Detention Program has a maximum capacity of 40 single rooms, with an additional 5 holding rooms within the intake/receiving area. Two separate living units provide 20 single rooms, general living area, classroom, meal area, showers, kitchenette, and counseling room. Additionally, there is an indoor gym and outdoor recreation area for large muscle activities. The facility is current staffed to hold up to 24 youth.

The design of this facility provides opportunities to implement approaches to dealing with issues that contribute to the criminal thinking and behavior of detained youth. By addressing these issues, offenders have a greater chance of becoming positive, contributing community members.

Staff to youth ratios follow the recommendations of The National Partnership for Juvenile Services to ensure a minimum ratio of one direct care staff to no more than eight (1:8) juveniles during waking hours, and a ratio of one direct care staff to no more than sixteen (1:16) juveniles during sleeping hours. At least one direct care staff of the same gender as residents served will be on duty at all times.
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<th>Average Daily Population</th>
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### JUVENILE DIVISION - Detention Program Admission Reasons

The purpose of this section is to track youth placed in the detention program by age, race, gender, admission reason and placement agency.

#### JACKSON COUNTY JUVENILE DETENTION FACILITY

**ADMISSION REASON REPORT**

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Information obtained from JJIS report #85

- **WHT:** White
- **BLK:** Black
- **ASN:** Asian
- **HSP:** Hispanic
- **IND:** Indian
- **OTH:** Other
- **Law Vio:** Law Violation
- **Warrant:** Warrant
- **Prob Vio:** Probation Violation
- **VCR:** Violation of Conditional Release
- **Runaway:** Out of State Runaway
- **COD:** Court Ordered Detention
- **ICE:** Immigration and Customs Enforcement

#### 12 Years of Admission Reason by Percentage

- **Law Violations:** 27%
- **Warrants:** 13%
- **Probation Violation:** 42%
- **VCR:** 7%
- **Out of State Runaway:** <1%
- **Court Order Detention:** 8%
JUVENILE DIVISION - Detention Program Use of Force

The purpose of this section is to track the use of force against youth placed in the detention program to determine and deal with possible safety and training issues.

## Total Restraints by Gender

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## JACKSON COUNTY DETENTION PROGRAM - USE OF FORCE

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The purpose of this section is to track incidents regarding youth placed in the detention program to determine and deal with possible safety and training issues.

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<th>Noncompliance</th>
<th>Aggression</th>
<th>Law Violation</th>
<th>Contraband</th>
<th>Use of Force</th>
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</table>

- Medical: 24%
- Suicide Behavior: 9%
- Noncompliance: 20%
- Aggressive Behavior: 13%
- Contraband: 6%
- Use of Force: 30%
Juvenile Residential Program

Jackson County Juvenile Services operates a 15 bed residential program, serving adjudicated male youth, ages 12-17 years of age, which is authorized to provide Rehabilitation Services (RS). The program serves youth that have behavioral problems which cannot be adequately assessed while at home, and close and objective observation of the youths day-to-day behavior is needed in order to evaluate the reasons for the behavior and to determine the level of the youth’s need for services, to develop and implement an individual case plan, and to provide rehabilitative services in order to further stabilize the behavior for successful transition back into the community.

The residential program consisting of one living unit and consists of a mixture of single and shared bedrooms, a general living area, classroom, an eating area, bathrooms/showers, kitchenette/laundry, and a counseling room. In addition to the space in the unit, there is an indoor gym and outdoor recreation area for large muscle activities. The design of the facility maximized opportunities for increased staff / youth interaction and the implementation of a direct supervision model.

The design of this program provides opportunities to implement approaches to dealing with issues that contribute to the criminal thinking and behavior of youth. By addressing these issues, offenders have a greater chance of becoming positive, contributing community members.

Staff to youth ratios follow the contractual requirements from the State to ensure a minimum ratio of one direct care staff to no more than five (1:5) juveniles during waking hours, and a ratio of one direct care staff to no more than fifteen (1:15) juveniles during sleeping hours.
## JACKSON COUNTY JUVENILE RESIDENTIAL FACILITY
### POPULATION REPORT

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### Jackson County Juvenile Residential Facility

#### Admission Report

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#### CBT Residential Program

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### Definitions

**Nonconsensual Sexual Acts:** Contact of any person without his or her consent, or of a person who is unable to consent or refuse; **AND** contact between the penis and the vagina or the penis and the anus including penetration, however slight; **OR** contact between the mouth and the penis, vagina or anus; **OR** penetration of the anal or genital opening of another person by a hand, finger or other object.

**Abusive Sexual Contact:** Contact of any person without his or her consent, or of a person who is unable to consent or refuse; **AND** intentional touching, either directly or through the clothing, of the genitalia, anus, groin, breast, inner thing, or buttocks of any person. Excludes incidents in which the intent of the sexual contact is to harm or debilitate rather than sexually exploit.

**Staff Sexual Misconduct:** Consensual or nonconsensual sexual acts including: intentional touching of the genitalia, anus, groin, breast, inner thing, or buttocks with the intent to abuse, arouse, or gratify sexual desire.

**Staff Sexual Harassment:** Demeaning references to gender or derogatory comments about body or clothing; **OR** repeated profane or obscene language or gestures.
Jackson County Community Justice
ADULT SERVICES DIVISION

Community Justice has 23 Senior Deputy Probation Officers who supervise an average of 1944 offenders.

Circuit Court Parole Board Supervisory Authority

Community Supervision

Sex Offender Domestic Violence Drug Crimes Property

- 76% Male 24% Female
- Average age of Offender 21-25 years old
- 14% A felony 21% B felony 62% C felony
- 32% person crimes 68% property/statute crimes
- 11% Sex Offenders Only 18 “Predatory”
- 82% local, 6% Out of State, 12% Other counties
- 61.5% Med/Hi Risk
- 38.5% Low Risk
Probation/Post Prison Flow Chart

1. Intake
   - Risk Assessments
2. Rehabilitation
   - Public Safety
3. Sanctions
   - Interventions
4. Conditions of Supervision
5. Probation Officer Assigned
6. Successful Discharge
7. Recidivism
Use of Supervisory Authority allows the appropriate sanction to be used for the level of violation, taking into consideration risk and community safety.

Community Justice uses an evidence based approach to supervise offenders and promote community safety. Clients risk to reoffend is assessed and appropriate treatment is implemented to identify and address barriers and issues to success. Individual case plans are utilized depending on each person’s needs, background and assets to address treatment, conditions of supervision, victim issues and offender rehabilitation.
## Adult Division of Community Justice

### Programs and Specialized Units

<table>
<thead>
<tr>
<th>Program</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>INTAKE:</strong></td>
<td>Individualized, evidence based, risk assessments to target criminognic factors and assess risk. Assigned to geographic PO and supervised.</td>
</tr>
<tr>
<td><strong>SEX OFFENDER SUPERVISION:</strong></td>
<td>Team approach with PO, treatment providers and polygraph examiners. Local networking and State model. Notifications. Registration.</td>
</tr>
<tr>
<td><strong>DOMESTIC VIOLENCE:</strong></td>
<td>Team approach with PO, treatment providers and polygraph examiners. Some Misdemeanor cases.</td>
</tr>
<tr>
<td><strong>REDUCED SUPERVISION:</strong></td>
<td>Offenders are monitored at a lower level.</td>
</tr>
<tr>
<td><strong>DRUG/ROC COURT</strong></td>
<td>Supervised by Court and PO intensive supervision.</td>
</tr>
<tr>
<td><strong>REACH IN</strong></td>
<td>Po meets with offender while in prison to formulate case plan and assess needs. Re-entry council to coordinate community partners and resources.</td>
</tr>
<tr>
<td><strong>K-9 /MADGE</strong></td>
<td>Highly trained K-9 drug dog and handler who work with local law enforcement on drug searches and investigations.</td>
</tr>
<tr>
<td><strong>MENTAL HEALTH</strong></td>
<td>Mental Health Court and caseload of those needing ongoing MH services</td>
</tr>
<tr>
<td><strong>WOMENS ISSUES</strong></td>
<td>Focus on female offenders, using WRNA risk tool.</td>
</tr>
<tr>
<td><strong>GEOGRAPHIC UNITS</strong></td>
<td>Specialized, community based supervision.</td>
</tr>
</tbody>
</table>
SERVICES TO COURTS

- COMMUNITY SERVICE: Serve municipal and state courts
- HOME DETENTION/GPS MONITORING: Alternative to incarceration, security for most dangerous offenders.
- DUII EVALUATIONS: Monitor over 2000 DUII cases for courts
- PRE TRIAL SUPERVISION: Provide supervision for pre adjudicated clients released from the jail.
- SUPERVISORY AUTHORITY: Conduct parole hearings, supervise local control cases, issue warrants and act as "gate keeper" for jail and work center.

In House Programming

- Drug/Alcohol Counseling
  - Staff imbedded at Community Justice to provide assessments, conduct group, provide instant feedback to PO.
  - Provide cognitive behavioral groups for Po referral
  - Work with staff at the transition center for continuity of care.

- Mental Health Counseling
  - On site mental health worker who can conduct assessments, provide crisis counseling, ongoing therapy and provide education to staff.
  - Case managers on site for groups and assistance with OHP referral and navigation through system.
  - Peer Support on site. Provides transports and support.

- Future Resource Center
  - Job search assistance
  - Oregon health plan enrollment
  - Housing referrals and assistance
  - Life Skills
Jackson County Outcome Measures

Employment

Restitution and Community Service

Successful Case Closures

Recidivism

Treatment

Recidivism rates

Parole: 67% do not reoffend after 3 years

Probation: 76.7% do not reoffend after 3 years
June 22, 2016

To: Senior Deputy District Attorney Allan E. Smith, Jackson County District Attorney’s Office

RE: Corrections Grand Jury Report Responses

Senior Deputy District Attorney Smith. I want to thank you and the corrections grand jury committee for all the work pertaining to our sheriff’s office, community justice, and Jackson County citizens. I believe this work will improve our community justice system within Jackson County.

I have reviewed all of the recommendations in the Corrections Grand Jury Report and appreciate all of the input. Below are our responses to the six recommendations.

**Recommendation 1:** Explore all additional recruitment resources to provide additional staff, which would enable the basement to be reopened.

*AGREED AND IMPLEMENTING*

Over the past several months our staff has done an excellent job filling the many vacancies we were plagued with. To date we are at full staffing in our criminal patrol. Within our corrections division we still have three unfilled positions. Of those three positions, two applicants have completed the hiring process and will start work Monday July 25th. We also just completed (June 17, 18) an entry level hiring process and we will use this recruitment to hire additional positions as we still have one opening to fill and have just learned of a resignation from a probationary corrections deputy.

Recruitment efforts could possibly be directed towards sizable military bases, located in states with higher unemployment rates. Explore advertising and marketing agencies, utilizing veteran outreach at the military bases.

With our recruitment efforts towards military veterans we advertise in the National Minority Update which reaches veterans, minorities and women. Our staff will be trained on Recruiting Veterans and Facilitating the Transition Between Military Service and Civilian Careers. We are also in compliance with the GI Bill which offers financial reimbursement for Military Service Members while they are in the police academy. This information is part of our recruitment announcement and is on our employment page in following manner:

*JCSO has been approved for the On-The-Job Training (OJT) Program, which allows for GI Bill/OJT training benefits paid to those who are qualified for the GI Bill. This cash benefit can total as much as $20,000 over your 18-month probationary period, in addition to your salary.*
We are also focusing our recruitment efforts on colleges and universities and improving our overall marketing about the deputy position. For instance, JCSO developed a video that provides a virtual tour of the jail. The video is shown at colleges and universities, along with a presentation highlighting the specific duties of a deputy. When at job fairs or other events at educational institutions, a female deputy brings nuisance contraband found in the jail to demonstrate some of her responsibilities in the jail. JCSO is also making its staff available to be shadowed by interested recruits, and provides a sign-up sheet at the job fair or event. Finally, JCSO is talking to the director of the criminal justice program at the university to coordinate internship programs.

As part of our effort to recruit more women the sheriff’s office now ensures that a female deputy is involved in the testing process for job candidates. Female recruits seem to feel more at ease doing the Oregon Physical Abilities Test when they meet women who have passed the exam. During the interview process, JCSO now asks female applicants some gender-specific questions, such as, “Will you feel uncomfortable supervising male inmates as well as female inmates, giving them directives and enforcing rules?”

Retention:
JCSO instituted specialized training programs geared toward women, such as defensive tactics. JCSO is making an effort to provide female deputies with greater opportunities and assign them to positions in the jail that historically they did not hold. For instance, female deputies are receiving training to be officers in charge and field training officers. They are now assigned as utility officers and will soon be assigned as defensive tactics instructors.

Establish and/or expand social media recruitment efforts.

Social Media. JCSO is posting its job openings on Facebook and Twitter. We are also working with the County’s Marketing firm (5 O’clock Marketing) on developing a recruitment video.

Offer moving allowance and relocating services for additional recruitment incentives.

Many agencies are offering signing bonuses to encourage applicants to work for their organization so I am not opposed to offering moving allowances and relocating services for additional incentives. However, offering incentives are a discussion we need to have with our association. We have begun this discussion as it pertains to starting salary for lateral deputies and will continue the discussion with other attractive incentives. Ultimately this is a good discussion to get agreed upon in our collective bargaining agreement.

Explore possibility of increased salary differential for corrections officers.

Exploring increased salary differential for corrections deputies is not something I am opposed to but this is another collective bargaining discussion.

Assign a specific person within the Sheriff’s Department for recruitment duties.
June 22, 2016
Page 3 of 6

We have a specific person within the Sheriff’s Office assigned for recruitment duties. This person also has other tasks as recruitment is not their full time job.

ADDITIONAL INFO:

Staffing Challenges:

- Jackson County has seen a marked decrease in the number of applicants, department-wide throughout county government.
- In particular, JCSO has also seen a decline. A corrections deputy recruitment in June of 2015 had 126 applicants. The same kind of recruitment for the same position in January 2016 had 60 applicants. Our June recruitment consisted of 122 applicants for criminal and corrections deputy. Of those applicants only 53 showed up for the written and physical agility test. Out of the 53 only 28 applicants passed both tests to move forward. (NOTE: These tests are required by DPSST for certification)
- The marked decrease in applications received has been felt by law enforcement agencies across Oregon. Per a recent bulletin from DPSST, there are over 400 law-enforcement positions vacant throughout agencies in Oregon and there are over 500 certified personnel due to retire in 2016.
- While JCSO is competitive in offered wages for counties of a like population, we must compete with law enforcement agencies across the state for the same kind of applicant. Many of these other agencies offer higher starting wages. They can also be more creative in offering internal processes for Corrections personnel to go to Patrol, for offering promotions to high-achieving employees, and hiring or moving bonuses for lateral applicants.

Timelines for Hiring and Training a Working Deputy:

- The hiring timeline for a deputy includes additional steps not required for any other position within Jackson County’s job codes. These are important, because a certified law enforcement officer is the only position which has arrest and retention rights over other human beings, and can use lethal force at discretion.
  - Recruitment sent to HR and announcement created: up to 1 week
  - Recruitment open 2 to 3 weeks.
  - Once recruitment closed, invitations sent for testing date, 3-4 weeks out from closing
  - Written and physical agility testing, screening interviews: 2-3 days
  - Assessment interviews: 2 weeks
  - Selections made, Background packets sent to those chosen: 1 week
  - Background packets with 25-page questionnaire returned: 1-2 weeks
  - Background completed by investigator: 3-4 weeks
  - Background reviewed by hiring authority, selections made: 1-2 weeks
  - Conditional Offer sent: 1-2 days
  - Code 3 Medical Exam scheduled, conducted and reports received: 2-3 weeks (concurrent with psych exam)
  - Psychological exam scheduled, conducted and reports received: 3-4 weeks
  - Reports reviewed, date of hire determined with allowance for two-week notice: 3-4 weeks
Hired – total time elapsed since decision to run recruitment: average from 5 months to 7 months, 3 weeks.

- While our timeline from recruitment to hire may seem long, it is less than the industry standard for law enforcement agencies in Oregon:
  - Medford Police Department: 10 months
  - Washington County Sheriff’s Office: 6 to 9 months
  - Clackamas County Sheriff’s Office: 7 months
  - Grants Pass Dept. of Public Safety: 6 to 9 months
  - Lane County Sheriff’s Office: 6 to 9 months

- Once hired, an entry-level applicant for a deputy position has 6 – 10 months of training, including their time at DPSST. They are still heavily supervised until through their probationary period, or 18 months.

- Lateral applicants can in some cases be working independently within less than 6 months, thus the reason for lateral recruitments. Unfortunately, we are then competing with other law enforcement agencies.

Additional Ways We are Addressing the Crisis of Hiring:

- Have been granted the ability to run recruitments without an open FTE, to create hiring pools
- In January, hired 2 new retired detectives to act as Background Investigators, and re-hired two of our retirees to do the same. They all have been sent to training on conducting backgrounds. We now have 7 Extra Help Background Investigators whom we may call upon.
- In February, all Background Investigators met with Administration to standardize processes for backgrounds, thus creating equitable assessments for all applicants in the background phase of our process.
- The Sheriff’s Office is about to start using NeoGov in a manner greater than any other department in the county, allowing us to contact and record information on applicants in a more efficient manner.
- Have been advertising for recruitments in a manner that supports creating an employee pool which reflects the diversity of our population in Jackson County, through Caminos Revista and the National Minority Update. The latter targets qualified veteran, minority and female deputy applicants.

Recommendation 2: The Jail facilities be improved by implementation of the following:

Additional cameras need to be installed in strategic areas where none exist currently.

AGREED BUT UNABLE TO IMPLEMENT AT THIS TIME

I agree we need more cameras, but we need to upgrade the whole system. The system is old and parts of it are reaching their end of serviceable life. This year we focused on the remodel of the attorney visiting and replacing cameras would be the project for next budget year. We have a quote to add 132 cameras. The quote is from 2013. The quote then was $750,000.00 which included a complete upgrade of the existing system.
June 22, 2016
Page 5 of 6

Officers need to have ear-pieces for safety and confidentiality as compared to the existing open radio system.

**PENDING**

We have not had overwhelming support from the deputies to use earpieces. It would only be about $1500.00 dollars, so it is easily within the budget. We have spent a great deal of time teaching everyone that there are certain security issues we do not discuss over the radio. We also recently installed phones in each duty station so that secure communications are much easier. This cut down the amount of radio traffic and made the transfer of secure information much more confidential.

To proceed with the remodel of the attorney-client visiting area as a priority to avoid potential legal issue(s) for the county.

**PENDING**

Money was put into the 2016-2017 budget to remodel this area. We are waiting to hear from facility maintenance as to a possible start date.

**Recommendation 3:** The expanded basement facilities, 62 beds be reopened as soon as staffing is available.

**AGREED**

Our goal is to open the basement of the jail by January of 2017. We received two additional deputies in our 2016/17 budget that we will use for corrections deputy’s positions. We are also in the planning stages of staff movement and scheduling adjustments to try and open the jail on a trial basis. This would not be sustainable but would give us a start until we were able to ask and hopefully add more positions in the 17/18 budget cycle.

**Recommendation 4:** It is apparent to the Grand Jury that the need for a mental health discharge facilitator be in place for discharge planning / follow-up care.

**PENDING**

Jackson County Mental Health recently received a grant which will allow them to embed a Qualified Mental Health Provider (QMHP) in the jail. This will provide additional resources to our current Mental Health worker and part of the QMHP’s responsibility should include planning for release. This grant was just recently received and the processes have started to hire this person.

**Recommendation 5:** The Grand Jury recommends that the jail operations be evaluated and a preliminary study be completed within the next 12 months in relation to a new jail being built, taking into consideration location and inmate logistics.

**AGREED**
I think this is an excellent idea. I believe we need to look at our criminal justice system as a whole and see if we are providing the best level of service with the resources we have. We need to additionally look at the relationship between community justice and the sheriff’s office and how these two entities can best work together. It is my understanding the County is looking into an entity that can do this study. I also believe we should discuss remodeling the transition center to serve as additional jail beds prior to entering into a discussion about building a new jail facility. An overall study can guide us with some of these decisions.

Recommendation 6: It is recommended by the Grand Jury that policies and procedures:

A) Within the county be revisited and clarified regarding lateral transfers and considerations for in-house promotions from the policies established in 2011.

AGREED

I have met with all three commissioners to discuss this policy change. I believe this consideration should be covered in the preliminary study suggested in Recommendation 5.

B) Absconds from the work center be responsible for the same financial penalties as clients who fulfill their commitments(s).

UNANSWERED – This should be addressed by Community Justice

C) The policy/procedure at the jail for attorney-client visits: The client should be presented to the attorney within 15 minutes after arrival when calling ahead. This could also help prevent legal action against the county.

AGREED BUT UNABLE TO IMPLEMENT AT THIS TIME

The current practice is we pull inmates every half hour. Attorneys must call at least 15 minutes prior to the hour or half hour to schedule a visit. We make every attempt to have the client to the attorney at the scheduled time. With all of the duties normally required of staff: Medical call, Courts, Mental Health Visits, transports. Emergencies it is often difficult to get the prisoners at the time requested by the attorney. At each moment of the day the corrections deputies are having to prioritize which task they complete first. But as I noted earlier, we strive to have the inmates in place at the scheduled times.

Thank you for the opportunity to respond to the Corrections Grand Jury report. I look forward to discussing these topics further in an effort to improve our system.

Sincerely,

Cl Falls
Corey Falls
Jackson County Sheriff
June 22, 2016

2016 Corrections Grand Jury

RE: 2016 Grand Jury Recommendations

Thank you for your commitment to Jackson County and the safety of its residents. Your recommendations and insight into the operations of the Community Justice Transition Center will help ensure the safe and effective delivery of correctional services.

Recommendation #6.b: “Absconds from the work center be responsible for the same financial penalties as clients who fulfill their commitment(s).”

Response: A. Agreed and Completed: Clients who abscond from the Transition Center are still obligated to complete their sanction or sentence. Any financial obligations incurred by clients who abscond are upheld and clients who fail to honor these obligations may be sent to collections. In addition to this, clients who abscond while wearing Transition Center clothing are charged a $75 replacement fee.

Thank you again for your hard work for the citizens of Jackson County. Please do not hesitate to contact me if I can be of further assistance.

Sincerely,

Eric Guyer
Program Manager
To: Allan E. Smith, Senior Deputy District Attorney  
From: Danny Jordan, County Administrator  
Subject: Grand Jury Response  
Date: June 29, 2016

I appreciate the opportunity to respond to the report as narrowly specified in the request from the Grand Jury. As I understand, I was asked to specifically respond to items 5 and 6 (a).

5. The Grand Jury recommends that the jail operations be evaluated and a preliminary study be completed within the next 12 months in relation to a new jail being built, taking into consideration location and inmate logistics.

As you may be aware, the County built a new jail with state funding in 1998 in response to SB 1145. The facility was in operation under the direction of the Sheriff until it was no longer financially feasible to operate it as a jail. Even during the time of operation of the new jail, forced releases still occurred. After having been shuttered, it was later converted into a transition center and has since been operated by Community Justice Staff.

The reasons for converting it from a jail to a transition center are still as valid today as they were back then. It is a much more successful alternative as opposed to jail incarceration with regard to outcomes for recidivism based on evidence based practices. It is much less expensive to operate. It requires participation in cost of operation by the offenders themselves and does not place the entire burden on the tax payers.

There is no argument that law enforcement could fill many more jail beds. When I last inquired there were almost 11,000 outstanding warrants for citizens in our county when considering the various releasing authority’s (Court, Parole Board, Municipalities, Supervisory Authority, those via Interstate Compact) outstanding warrants. There is no reasonable or affordable way to build enough jail beds to accommodate all the demand.

In approximately 2005, I was a member of a team from Jackson County that attended the National Institute of Corrections "New Jails Program". In summary, it was determined that Jackson County would need a 550 to 650 bed jail (not considering the Transition Center) to serve the County. That was well over ten years ago. Given the number of outstanding warrants mentioned above, even 650 new jail beds would leave us in a situation of continuing the practice of forced releases of offenders. Building a new jail may delay the need to make forced releases for a short time but ultimately we would be back in the same situation shortly after a new jail was opened.

Another point of consideration is the issue that the County does not currently have enough non-dedicated operating revenue to run another jail due to the County's permanent rate limit imposed by Ballot Measure 50, set in the Oregon Constitution. In order to open a jail, the County would have to eliminate other state mandated services supported by the General Fund, and/or raise a significant portion of new taxes for
both construction of a new jail, and even more significantly - the ongoing increased annual operating costs.

When considering how to manage issues of incarceration, the question to consider is more along the lines of what is the most cost effective approach to manage the offender population? Jail is the most expensive alternative and it has been shown to be the less effective in reducing recidivism in comparison to other community based options. The biggest deterrents to reoffending are gainful employment, evidence-based programming and housing. Putting offenders in jail causes offenders to lose both employment and housing, and either limits or eliminates access to programming. It also exposes them to a greater level of the criminal element by way of association and other criminogenic factors. In other words, jail tends to breed more criminality. If we are able to manage the population through the transition center, and/or other community based options, they can likely retain or gain employment, retain or gain housing and are likely more available and have better access to participate in specific evidence-based programming to address criminogenic factors. Offenders are also able to pay for a portion of the cost of running the transition center, pay court ordered financial obligations, pay restitution, pay child support, etc.

Another big issue that has impacted the increase in forced releases over the last several years is the fact that due to reduced funding, the State Circuit Court eliminated their pretrial release program. They had previously released between 500 to 550 offenders per month that now require forced releases instead of being released by Court order or on their own recognizance. This issue is now being addressed through Community Justice which has received funding for essentially implementing a similar program. This is, once again, a much less costly alternative for managing the jail population then building a new jail.

All of the points I make in this response are also tied to policy issues that would have to be addressed before even considering the recommendation that "a preliminary study be completed within the next 12 months in relation to a new jail being built, taking into consideration location and inmate logistics." Discussions on these issues would require a multitude of individuals, including but not limited to the Board of Commissioners and Sheriff, to come to the table and form agreements around specific courses of action. I've only listed a few considerations that must be addressed, there are many more but I have tried to limit my comments to the specific question I was asked to respond to.

One could consider other factors such as other needs within the criminal justice system. For example, the criminal justice system needs to be in balance for it to work properly. According to a report prepared by the Oregon Department of Justice, Jackson County needs 6 to 7 additional judges in order to meet the current demand. The County is responsible to provide facilities for and maintenance for the Courts. See ORS 1.185 below.

1.185 County to provide courtrooms, offices and jury rooms. (1) The county in which a circuit court is located or holds court shall:
   (a) Provide suitable and sufficient courtrooms, offices and jury rooms for the court, the judges, other officers and employees of the court and juries in attendance upon the court, and provide maintenance and utilities for those courtrooms, offices and jury rooms.
   (b) Pay expenses of the court in the county other than those expenses required by law to be paid by the state.
   (2) Except as provided in subsection (1) of this section, all supplies, materials, equipment and other property necessary for the operation of the circuit courts shall be provided by the state under ORS 1.187. [Formerly 1.165]

The current Circuit Court facility can't accommodate even one more judge so, expansion of the court facilities is necessary in order to meet the current needs for judges based on the current size of the District Attorney's Office, Community Justice Department, Transition Center, the number of police
officers/Sheriff deputies in all jurisdictions and Jail. If the County had additional resources it could be argued that new court facilities, or any of the other aforementioned areas within the criminal justice system, should be addressed before jail bed expansion occurs.

There are alternatives that could be considered as well. For example, if the rest of the criminal justice system is expanded as stated previously, and to the point that a new jail is needed, it might be a less costly and more beneficial option to convert the Transition Center back to a jail and build a new Transition Center. As a side note, there is also enough room to build out two additional pods in the current transition facility. Either way, my point is that there is not simply one option, one answer, and there are many decision makers that need to be included in making the determination as to the vision and direction.

Under all options, I would certainly have no problem suggesting that all less expensive, evidence-based options for reducing recidivism as alternatives to the most expensive alternative of building and operating a new jail be studied and implemented before the County simply take action on the recommendation that a "preliminary study be completed within the next 12 months in relation to a new jail being built, taking into consideration location and inmate logistics."

6. It is recommended by the Grand Jury that policies and procedures:
   a. Within the county be revisited and clarified regarding lateral transfers and considerations for in-house promotions from the policies established in 2011.

The County currently not only permits but promotes and supports the practice of and recruits specifically for lateral transfers for the Sheriff's Department. The County does not now, nor has it ever promoted employees from within the County organization. Recruitments are open and competitive, however, employees are encouraged to apply for positions that would advance their career as positions become available. The County offers step one of the salary range to all new employees however, if that offer is rejected, a different salary can be negotiated based on the years of service (including a number of factors along with overall qualifications of the applicant compared with the job) and salary level total compensation in a similar position, as well as the recruitment history. If a current employee applies for and is offered a job at a higher classification, they can negotiate a salary at the next step that gives them a salary increase.