

# Appendix A – Newsletter (see attached PDF)

## Appendix B – Overview of Phase I

### **Sub Committee Recommendations (Includes comments regarding financial issues from survey and emails)**

#### **1. Health Group: Ambulance Summary of Findings & Recommendations**

- State law mandates ambulance coverage for the entire county though the state does not provide any financial resources to assist in this mandate.
- Klamath County assigns coverage through the geographic designation of Ambulance Service Areas (ASAs).
- Lack of volunteers is an increasing problem and concern for the future for the outlying service providers.
- Private ground service providers are not an option as the financial numbers do not justify a private sector investment.
- Our service providers are extremely dedicated and professional and coordinate very well with each other and with the hospital.
- Ambulance service is an essential service just like fire and law enforcement. The public assumes that when they call 9-1-1 for an ambulance, one will arrive for them.
- There is minimal overlap in coverage as the assigned Ambulance Service Area boundaries geographically divide up the County.
- There is one service gap in the County beginning at milepost 30 on Highway 140 east to the Lake County line. This area currently has no assigned service provider. For incidents in this area, either Fire District #1 or Lakeview will be dispatched

## **RECOMMENDATIONS:**

Overall the group found the ambulance system to be well coordinated and staffed with dedicated people, both paid and volunteer. The following suggestions are offered for consideration.

1) Public Education. The public needs to have access to information regarding the level and nature of ambulance response they can expect given where they live in the County. If they live in or are considering moving into a 'frontier' area, they should know that ambulance response time will be long and that the volunteers manning the unit will most likely not be paramedics. By the same token, similar information needs to be available to those living in 'rural' areas. Given the size of the County and the lack of population density, it is simply not financially feasible to provide 'urban' service levels throughout the County.

The Ambulance Advisory Board and individual service providers are encouraged to disseminate information about service levels to existing residents and potential newcomers through avenues such as the Steering Committee, the newspaper, public television, websites, realtors and the Chamber.

2) Volunteers. Recruitment and retention of volunteers is perhaps the biggest challenge facing many of the ambulance service providers in the County. Klamath County reinstatement of the lapsed state program giving ambulance volunteers a \$250 property tax rebate should be considered. To assist with the costs of training, a state program offering discounted classes in exchange for volunteer hours should also be pursued in Salem. A multi-year grant to fund training programs tied to hours volunteered and administered by the Ambulance Advisory Board could be pursued. Finally, recruitment of persons interested in becoming volunteers could be sought using (or developing) County-wide volunteer websites.

3) The Ambulance Advisory Board. Coordination of grant writing could be consolidated through the Board with volunteer services of a retired grant writer. Smaller service providers might benefit through Board coordination of administrative activities such as purchasing, sharing best practices information on billing and collection, conducting joint training activities, volunteer recruitment, and dissemination of public information about ambulance service in the

County. (Our apologies to the Board to the extent that it is already performing some or all of these activities.)

4) Funding Assistance. Unlike other emergency service provider systems, ambulance do not appear to be facing a funding crisis at this time. This is fortunate given the communities current economic difficulties. However, all of the ambulance service providers are currently stretched thin and operating as lean as feasible. Loss of more service providers as recently occurred with loss of the Sprague River provider and/or continued decline in volunteers for the outlying areas may well necessitate some minimal level of funding assistance to keep our ambulance system viable.

Voluntary subscription services and grants have been tried by various service providers with limited success.

As an alternative, this group does endorse the following: The Ambulance Advisory Board has considered the advisability of creating one funded backup unit, based in the urban area, staffed 24/7 with paid paramedics and available at all times as the second ambulance to be dispatched for any incident throughout the county.

Assuming that half the cost would be covered by transport fees collected, the Board estimates that public funding of less than \$400,000/year would be sufficient to get such a system addition in operation. (Based on the assessed value of Klamath County, a property tax rate of about 8 cents/\$1,000 would suffice. On a home assessed at \$250,000 this would amount to \$1.70/month.)

The Board believes that this may also help with the volunteer problem if the paid staffing of such a unit was closely tied to the volunteers by providing a career track to justify required training, augmenting training of volunteers and possibly utilizing the paid staff as volunteers in their off time.

In addition, even for those service providers capable of covering their own ASA, such a unit would help free them from be called as backup for neighboring ASAs and would be available to assist in large scale incidents.

Given the current economic conditions, it is premature to call for this action at this time, but it needs to remain a consideration.

- As is the case with many public service providers, those public and private agencies in the public health, mental health, violence prevention, and drug and alcohol rehab are currently facing challenges.
- Funding of health services is decreasing across the board and service delivery costs are increasing as are demands for service by the public. A number of treatment facilities have already closed and current lack of funding for 'wrap around' services is a problem.
- Current findings to address violence in Klamath are commonly secondary and tertiary prevention efforts. \*Primary prevention refers to approaches that seek to eliminate the root cause of violence and to stop violence from ever occurring.
- The system allows chronic users to continue to abuse the health care system.
- Tribal health services are a real positive for the community.
- Our public health system works together, good cooperation. There is a high degree of professionalism and commitment with our service providers.
- Unlike law enforcement and corrections, unless a member of the community has had direct contact with these health service providers, either for themselves or for a family members, our citizens generally have little idea how mental health, public health, drug and alcohol rehab and violence prevention services are provided, who provides them, or how they are funded.

## **RECOMMENDATIONS:**

1) To address the immediate law enforcement need for detox facilities the Klamath Basin Recovery Center Detox Proposal attached hereto should be endorsed and supported. This proposal is an outgrowth of the 2020 Vision for Health and Human Services committee work and has the support of local law enforcement. Grant funding requests and funding commitments by identified local government and organizations requires support.

2) Violence prevention education programs are being pursued by a number of organizations locally (our schools, Citizens for Safe Schools and the Crisis Center for example) and these programs need our continued support. Investment of resources to prevent or reduce violence before it occurs is much more cost effective than dealing with it after the fact with increasing numbers of police officers and more jail space. Other societies have been successful in this regard and there is no reason why we cannot make the effort.

Recommendations for preventing violence and abuse in all its forms and other community prevention plans offer excellent guiding principles that are relevant to Klamath County. The following are pertinent to this local planning effort. That: violence is preventable, violence prevention is local, honor what's working, that prevention is not the same as containment & suppression, we are all stakeholders and that violence prevention is a long-term effect.

3) As is the case with staffing of our volunteer ambulance service providers, the community needs to develop a program(s) for the recruitment of community volunteers willing to intervene on request to assist citizens at the first level in dealing with mental, physical, and substance abuse problems. Rather like a triage system, a network of these first responder volunteers spread throughout the county may be able to deal with problems short of calling in existing service provider resources which are stretched thin. In the alternative, if unable to deal with the problem these volunteers can help directing the person in need to the appropriate entity or in making that contact for them. Given the number of retirees in the Basin who may be willing to so engage, such a program should be worth exploring by a local non-profit or faith-based organization.

In connection with this, a central county-wide volunteer recruitment and 'assignment' website would benefit numerous local organizations in pooling our volunteer base and in making it easy for interested volunteers to locate opportunities.

4) As in all areas, we need to help educate the public in how public services are delivered and funded. This needs to be an ongoing effort coordinated among all public and private service providers. It needs to include the schools, providing area teachers with direct access

to officials and community leaders willing to make presentations in classes. Beyond school, there needs to be weekly use of the local media, websites and mailers to constantly be providing this basic background information to the general public. Waiting for crisis coverage is not sufficient and often serves only to increase the general mistrust of public institutions.

To this end we would recommend the Law Enforcement Steering Committee create a permanent standing subcommittee with the mission to generate such public information itself and through service providers.

## **2. Fire Group: Summary of Findings & Recommendations**

### **SWOT Analysis (bold font below indicates very strong agreement)**

Strengths: **Ability to respond and react to all calls, public perception, reputation for stability, leadership in the community**, training to outside entities, accessibility to the public, commitment, ability to share with each other, pride, performance, fire defense board

Weaknesses: **Staffing, increased regulations, unfunded mandates**, lack of public knowledge of fire issues, budget principals not in balance, unstable funding, and ability to attract and retain volunteers, willingness to accept new technologies

Opportunities: Better dispatching (many times information is lacking or inaccurate), radio system in place but with some glitches, central stores, public service district, embrace useful technologies, enhance interagency cooperation and opportunities (do more with less), think outside the box, creative funding (grants multi-funded equipment, etc)

Threats: **Funding, legislation, personnel (including volunteers), expanded regulatory requirements**, empire building, responder safety, building code deficiency, succession planning, bad press and public perception, lack of public education and knowledge of fire services, media support uniformly

## **Gaps**

Timely response due to service large geographic area, funding for some areas (apparatus and equipment), some problems with radio coverage (dead spots), varying service levels within some agencies (time of day), 911 dispatching

## **Overlaps**

Regulations possibly overlapping (NFPA, Federal, State), administrative duplication, purchasing duplication

## **Needs and Priorities**

**Funding, staffing, public education of fire system**, consolidation of services where practical, facilities, apparatus, interagency team building, interagency cooperation

## **Key Recommendations:**

1. Consolidation of goods and services where feasible.
2. Reserve the term “public safety” to use only when including all safety agencies and differentiate when speaking of specific disciplines.
3. Provide public education of services provided by fire service, define fire service, and explain interrelation between fire agencies.
4. Complete Article 69 within the year 2011.
5. Klamath County and the City of Klamath Falls must be held accountable when issuing a tax free zone that impacts special districts.

## **3. EMERGENCY MANAGEMENT**

### **SUMMARY OF FINDINGS & RECOMMENDATIONS**

The group conducted a PEST/SWOT analysis and developed solutions for four sub-categories within the Emergency Management category. Those sub-categories were overarching Emergency Management, Search and Rescue, Type III Incidents and 9-1-1 response.

All of the EM agencies tend to work well together despite not having a full time Emergency Manager. All members of the group identified the need for that position and an adequate, permanent home for the county Emergency Management agency.

There were three overarching themes for all 4 sub-categories within each PEST/SWOT and solutions.

- In need for a steady renewable funding source
- Improved public education/perception of requirements for sub-categories in the county
- The ability for each sub-category to keep up with technology

**Funding:** Currently the funding for each sub-category comes from a myriad of different locations and agencies with no constant stream of funding dedicated to countywide emergency services. Currently KCEMA is only funded at \$114,000, which is not enough to budget for staff, equipment and training. Funding for Search and Rescue is the burden solely of the Sherriff's Office which is derived from Title III funds into the county. Type III incident management suffers from the same lack of funding as KCEMA. Funding for Type III Incidents, which are local in nature, falls to the agencies responding to the incident. Finally, 9-1-1 funding is derived from the special tax district and telephone taxes, which is inadequate. Each of these categories is in some way mandated via law or statute, but funding is not attached making these unfunded mandates.

**Public Education/Perception:** Like all aspects of public safety, emergency services suffers from a lack of public education and at times, public interest. Favorable public support is often garnered after a positive track record of successful in Search and Rescue operations and response to disasters such as earthquake and fires. However, in order to obtain stable funding sources the general public needs to be educated as to the importance of preparations to respond to these events. Emergency Management as a whole, can be somewhat likened to an insurance policy in that the public might not see for some time the benefit of money spent on preparations, until it is needed. Recent national events such as terrorist threats and natural disasters have put EM operations more in the forefront of people's minds, but as those events become more distant EM operations become less of a pressing issue.

**Technology:** Emergency Management operations are dependent on technology and the rapidly advancing technology can prove costly for resource-strapped agencies. There is a need for a hardened Emergency Operations Center which would house computer and communications technology. These resources are expensive to purchase and maintain. There is also a change coming in radio communications to Narrow-Band frequencies which will require a change for all public safety agencies. 9-1-1 operations is also suffering from a gap in technology as cell-phone technology becomes more prevalent. Government agencies have a difficult time keeping up with rapid changes in technology.

**Klamath County Emergency Management:** EM is a statewide mandated department, although it can be managed by the county or reassigned to another entity to manage; it usually is managed by the county government. The county EM department currently has one temporary part-time (13 hours weekly) position; this is inadequate staffing to appropriately handle county emergency planning, recovery, mitigation for any all hazard event. Although some funds are available via federal funding as state pass-thru money, this funding must be county matched. Many of the necessary and required documents (EOP manual, MOU's) are missing or incomplete, this is mainly due to lack of staffing to complete the work. Klamath County EM is significantly deficient in the necessary resources to respond to a lengthy small event, or any medium or large event; due to the lack of adequate funding. The vast majority of the citizens throughout the county are unaware of the function, responsibility or inadequacies of Klamath County EM.

- Need for additional staffing
- Additional, stable funding
- Additional emergency resources
- Public education

**Possible Recommended Solutions:**

- ✓ Emergency Management council with citizen involvement
- ✓ Local emergency planning committee
- ✓ Education through the education system
- ✓ City of Klamath Falls to work with county in a cooperative effort
- ✓ Support a state level funding initiative
- ✓ County wide public safety funding levy

- ✓ Hazardous substance fees
- ✓ Utility tax
- ✓ Consolidation of EM with another agency
- ✓ Infrastructure tax

**Klamath County Search and Rescue:** SAR is a statewide unfunded mandate, and usually managed by the Sheriff’s Office. The county SAR currently has good public support, but needs to expand public education on the need for volunteers, cost of equipment, search expenses and requirements. Some funding is available through Title III timber funds, but those funds expire in 2012. SAR has unpredictable expenses which are based on the quantity and type of necessary searches. SAR has several well trained volunteers, but the force is aging with few younger volunteers to replace them. Although SAR has a variety of equipment, the necessary equipment to conduct the types of searches that could occur within our county is lengthy and very expensive. Need for additional staffing

- Additional, stable funding
- Additional search and rescue equipment
- Public education
- Volunteer recruitment

**Possible Recommended Solutions:**

- ✓ Education through the education system
- ✓ County wide public safety funding levy
- ✓ Search and Rescue fees
- ✓ Utility tax
- ✓ Infrastructure tax

**Type III Incident Management Team:** IMT is not a mandated function, but is a generally accepted and expected “trained working group” of experts that are necessary to handle significant public safety events within the county. The IMT team has members from all types of public safety responders. The cost associated with each group member volunteer is born by their agency, and this can be extensive in training, equipment and time away from their parent agency. The plus to allowing an employee to work on the team, is the use of the whole team for your agency when an event occurs, although in reality the team assists all

agencies throughout the county and state. The cost associated with the administration, training and equipment for this team is difficult for many of the agency's to bear.

- Dedicated funding
- Necessary equipment
- Public education

**Possible Recommended Solutions:**

- ✓ Public education on the need for the IMT team
- ✓ County wide public safety funding levy
- ✓ All governing bodies support
- ✓ Utility tax
- ✓ Infrastructure tax

**Klamath 9-1-1 Emergency Communications:** 9-1-1 is a statewide partially funded mandated system, and the partial funding limits what those funds can be used for. Klamath county public safety responders have chosen to have emergency dispatch, communications and 9-1-1 functionality to be combined into one call center, and further allow financial support by creating a permanent taxation rate in the county. The state telephone 9-1-1 excise tax is very minimal and the county property tax is restricted inadequate to fund the remaining costs of operating the combined emergency communication center. This lack of funding results in an inadequate number of staff to handle the call volume or appropriately spend the required time on each dispatched event. The communications center is not capable of funding the current equipment required to handle emergency calls from emerging technology (text, video streaming) that the public expects. Although the 9-1-1 center has garnered substantial public support, the need is obvious that continued public education is necessary for the citizenry to understand the functions and limits of the 9-1-1 call center. Additional, stable funding

- Additional staff
- Funding to replace technology equipment
- Public education

**Possible Recommended Solutions:**

- ✓ Public education
- ✓ County wide public safety funding levy
- ✓ User fees

- ✓ Utility tax
- ✓ Infrastructure tax

At the end of the discussion for each sub-category the group came to a consensus that in order to put the County in the best position to deal with emergency issues they will need to address public education first. The term that was used several times was “unified front” with all agencies concerned. Although agencies work well together during emergency events, a unified front with a unified message to the public will go miles in securing funding for all agencies. One recent example was used of trying to pass three operating levies which subsequently all failed. It was evident with the failure of these measures the public needs more education on why they are so important and the need for a steady funding stream needs to be secured to ensure successful emergency services operations in the future.

#### **4. Law Enforcement Group**

##### **Summary of Findings & Recommendations**

Meetings focused on the following questions:

- What is our measurable outcome?
- What recommendations do we need to feel the safety we want?
- What kind of coverage is needed?

The group decided on three major recommendations;

Sustainable dedicated funding to provide consistent, adequate UGB (Urban Growth Boundary) coverage/patrol through

- 1) UGB annexation
- 2) Law enforcement district providing funding for
  - a) City patrol of UGB
  - b) Sheriff patrol of UGB (by split levy)

***Other discussed recommendations/opportunities/ongoing concerns from committee members:***

- Community education, commitment to attending or viewing meetings on commissioner discussions about budget, GETTING INVOLVED (klamathcounty.org – videos available for community education)
- Districts “pay in” instead of annexation; prepare tangible cost comparisons for City/County estimated costs to provide services to the UGB and safely police the suburban areas.
- Officer morale declining with the Sheriff’s office, frustration about having to refuse calls; online reporting procedures being developed will help facilitate urgency and prioritize but still officers having to work/respond alone.
- GAP/LEAN for law enforcement, reach out to volunteer CPA’s, accountants to help analyze budget issues and encourage LEAN thinking in the departments.
- Citizens reach out to media, express concerns, suggestions help get local issues in the media
- Continue recruitment of volunteers (over 125 currently utilized); reach out to students?
- Progress on legislative emergency funds....working on pre-legislative bill – CITIZENS CALL LEGISLATURE encouraging the use of road funds to assist in our local public safety deficits
- UGB city, then the rest of the county, how would that look; 7 or 9 city counsel & reduction may change board
- Key component for LEA – we need to bounce the ball back to the State why would OSP not partner with us in crisis?
- Cooperative policing agreements in suburbs, city can possibly contract to help make services cheaper; currently exists with the OSP by creating one with the City might be the least cost solution.
- Consider even if the UGB coverage issue is addressed the Sheriff’s office is still dramatically under staffed, 2 people on a shift with one Sergeant when should have at least 4 people.
- Need taxing District for whole county
- Potential that OSP will not be able to continue to provide “gap” services for back up calls due to funding issues at the State level. Communicate to legislature the

importance of continued OSP patrol & investigator coverage

## COMMUNICATION/EDUCATION

- Make it positive
- Take the message to the people at places they are convening
- Service organizations, town halls, municipalities
- Teach the teachers first, introduce our children, soon to be voters, to concerns about local issues
- Long term multimedia effort

Committee encourages all who read our notes to contact legislature to encourage the public safety issues be addressed by use of road funds!

## 5. Corrections Group

### Summary of Findings & Recommendations

#### SWOT

#### **Strengths: *Characteristics of the topic that give it an advantage (What works?)***

- Community Corrections – 70% of population is successful upon reentry – are not re-offenders
- Great physical facility available
- Prior to the cutbacks on January 1, 2010 – Klamath County had a system that worked
- Juvenile Department has forged strong ethic of cooperation between schools, non-profits, government agencies, mentoring programs, law enforcement's school resource officers.
- Juvenile referral rate has fallen by nearly half (1996 to 2008) which also impacts adult rates
- 12% reduction in adult offenders because of work of the community related to drug and sexual abuse awareness
- Drug and alcohol treatment capacity is available through Bet Care
- Volunteers from OIT Psychology Department
- Strong Community spirit of volunteerism

**Weaknesses:**

- General public does not understand the funding process
- Drug and alcohol treatment “detox” facility is lacking for adults, and separately for juveniles
- Alcohol and drug treatment for juveniles has declined with closure of KADA – which provided services to juvenile facility
- Do not have enough capacity for number of mental health issues within the community
- Mental health cannot prescribe medications
- Primary care providers are ill equipped to meet need
- Prevention programs are not adequate to meet the extent of the need

**Opportunities:**

- Peer support works for adults
- Harness community spirit
  - ⇒ Neighborhood watch
- Private sector involvement
  - ⇒ Need to be educated
  - ⇒ Build support base
  - ⇒ Help find solutions
  - ⇒ Incentives/funding/advertising
  - ⇒ Arizona model – provide private sector services
- Build Community support and cooperation – tell the story so the community knows what correction agencies do – leads to positive feedback
  - ⇒ Local working together – positive outcomes
  - ⇒ Education – outreach – spread the word
  - ⇒ Correction – produce video to show on public access TV
  - ⇒ Public Safety committee – festivity at the park
    - Public awareness – bring community together
  - ⇒ Medical community – first responder
    - Incorporate their political support
  - ⇒ Churches – faith community - adopt a bed
  - ⇒ Higher education community support

- Student involvement

- Increase assessed value – economic development

**Threats: *external elements that could cause trouble (What's happening that negatively impact the issue?)***

- Major cuts to corrections at state level – loss of \$220,000 contract leading to closure of 36 bed minimum security facility - does not seem cost effective
- Mental health issues – danger to community
- 30% reduction in Medicaid payments
- Division in the community – politics
- Lack of community focus
- FEAR
- “Cancer for the community”
- Lack of community confidence

**PEST ANALYSIS**

**Political – *government, legislative and community issues that impact the topic***

- State/city /county cooperation needed
- County must define priorities for Sheriff and juvenile
- State defines priorities for Community Corrections
- Timber receipts are determined at Federal level
- If revenue bond is to be passed need strong political support
- Accountability expected from the community – need to justify expenses – expectation that only spend on what is needed.
- Statistical information on baseline information and best practices comes from government entities – needs to be shared with the community

**Economical - *economic trends, taxation, specific service provider issues that impact the topic***

- Recession –drives fear
- Declining timber receipts
- Need to justify reason for purchases made
- Frivolous spending – GPS units in snowplows
- Increased property crimes – repeat offenders
- Vehicle burglary increases insurance
- Business losses – shoplifting
- Impacts of being perceived as lawless

**Social – *community demographics and needs, media views and laws impacting the topic***

- There is a lack of awareness in the community – need to educate
- Loss of trust by the community results in:
  - ⇒ Apathy
  - ⇒ Sense that one voice does not matter
  - ⇒ Cannot make a difference so why try
  - ⇒ Fear changes our ability to respond
- Perceived lack of Accountability to the taxpayers
- Safety and security threatened – do you feel safe in your home?
- Victims expect consequences for wrong doing
- Family costs as result of domestic violence – continues the cycle
- Consequences go beyond the community – perception of who we are to the outside world
- Long term costs – social issues – loss of control – sense of not being able to make a difference –

- leads to depression, lack of initiative

### **Technological – *capacity, innovation, communications that impact the topic***

- Technology at jails adequate but could be better – allows for fewer jailers
- Electronic home devices are cost effective and paid for by offenders
- Communication –
  - ⇒ Media can help make a difference such as Fugitive insert in the Nickel
  - ⇒ Using website and Facebook to communicate

### **Recommendations:**

**Increasing jail beds is critical to a functioning criminal justice system – need 100 bed minimum** (opening one other pod would give 106 beds total)

- Would allow the jail to book and hold
- Use lodge criteria rather than book and release

### **Information needed – What is the most cost effective?**

- What are the budget needs of opening additional pod versus adding bunks to existing?
- Matrix showing pros and cons of each option
- Can we rent out space?

### **Maintain Juvenile Department at Current levels**

- The juvenile system is a microcosm of the larger criminal justice system – own bookings, courts and support systems
- Any further reductions in funding would cause the department to choose what functions they can perform and what would have to be dropped
- Currently have two positions funded by General fund – balance is state funding

### **Retain current Community Corrections Personnel**

- ✓ Must not lose contract for minimum security re-entry and work release program
- ✓ Maintain work release program
- ✓ Maintain current staffing (14 Parole Officers currently supervising 1040 adult offenders)

## **Restore Public Trust**

- ✓ Improve public awareness and education of the issues
- ✓ Help ensure stability and sustainability of the system
- ✓ Restore credibility – move beyond blame game
- ✓ To Restore level of trust – must be vulnerable

Since we have no control over state policies we may need to raise local funds to maintain current levels of funding for Community Corrections:

*Tax levy - \$20.40 per year per \$100,000 of property value = \$1 Million in revenue to County*

## Appendix C - PDF of Survey (See attached)

## Appendix D - Comments from Survey (unedited)

**We will be considering financial issues related to the observations reported. As we move forward with discussion and recommendations for long-term solutions, what advice can you give us and what likely funding sources can you identify?**

First of all, due to ignorance of the electorate of both Klamath County and the City of Klamath Falls, we have voted a Sheriff and a Mayor into positions of financial responsibility when they have shown they have no proclivity for handling their own finances. This is evidenced by personal bankruptcies by the Sheriff, and the closure of the Mayor's business. My belief is that neither one of these gentlemen should make decisions in regard to the finances of the people. Anonymous

Furthermore, in regard to the budget shortfalls, it is disappointing that the County Commissioners lacked the foresight for these budget issues years ago when they were first notified that the timber funds would likely come to an end. Rather than being proactive, the Commissioners were reactive, hoping year in and year out that the federal government would restore the timber funds, until that well finally ran dry.

Budgets exist for a reason. I am unwilling to pay extra for people to squander and ask for still more.

I feel the County Commissioners should look very closely at the Sheriff's books for how our monies are being spent. Does the Sheriff do a patrol? I think he should. We elect and pay the Commissioners to pay attention and I feel they have not fulfilled their duties in this arena. This financial situation did not happen over night. Anonymous

If a levy for jail funding is presented I would like to see drug and alcohol treatment facilities included. Anonymous

1.) Instead of funding a newly created institution to cover KADA, transfer clients and funding to the existing Lutheran Community Services. Anonymous

2.) Rebuild our Neighborhood Watch Programs and Safe Houses for school children to help cover the reduced police patrols.

The entire Sheriff's budget needs to be assessed. Anonymous  
There are many rumors about mismanagement: officers being told NOT to respond, out of town search and rescue expenditures, Hummers and expensive motorcycles (airplane?), priorities askew, PUNISHING the public for not giving more money, only concern for a solution is MORE MONEY.  
This public safety concern has become too personal.

The sheriff should not have shut the jail down because it is used by other agencies than his own. Short term funds while working on long term permanent Anonymous

answer. Why not a taxing district like the libraries? They would have to stand on their own and stay within their budget and not keep asking us, the taxpayers for more money all the time.

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Look at the cause of these problems...in general voters approved tax limitations in the past which have now manifested in public agencies having to cut services due to costs exceeding revenues. Anonymous

This is what the public has previously voted for; however, they do not realize it. Instead the public sees these issues as caused by mismanagement.

Education of the public on how these issues have occurred is critical and daunting. I'm not sure that you can change this perception even with a great public education program.

It appears that services are going to have to be cut to the point that it gets the public's attention.

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The County Commissioners should exercise their authority to adopt a county wide \$.35 / 1,000 property tax dedicated to support county wide ambulance service. they have the authority to implement the tax without a vote of the public. Anonymous

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Why not let the City and the State Police agencies take care of patrols and let the Sheriff handle the jail along with search and rescue as it was 20 years ago. This would reduce his budget and he could run his department within his means. Anonymous

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Protect the City and County residences from the Sheriffs Office budget dilemma. The SO needs to figure out it's own budget without taking funds already voted on by Klamath citizens. Examples County road funds or City sewer bills. The SO should stand on its own with dedicated funding voted on by the tax payers. Anonymous

Let the urban growth boundary area vote if they would like to be annexed or contracted in by the Klamath Falls City PD and/or City for services.

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I believe the funds swap with the City is the most viable and immediate source of resolving funding issues for the Jail for the short term. The legislative fix is only viable if the SO has a patrol division to fund with the road funds so that the funds previously used for patrol can supplant funding in the jail. If the Sheriff has to cut more patrol, he can't supplant that funding to open the jail. Anonymous

A tax levy will take longer but be more long term.

A taxing district will likely take even longer to organize and get approved.

I think that the water surcharge while being very immediate is the least likely to get public approval and should be the last option considered.

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The only long term solution is to increase the tax base. This can only occur with an influx of industry and commerce. Industry means jobs. Jobs mean earnings. Earnings mean property taxes paid. (eventually) Without the long term solutions actually pending, the short term solutions are meaningless. Anonymous

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I feel using road funds would be the best answer to funding the jail and patrols....I think it is a fair and just way for a short term answer....as far as a long Anonymous

term financial solution....I don't have an answer....it would be nice to find a way that each household would contribute to the funding, whether it be a renter or property owner.....I am just not sure how to make it work...

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I feel the most fair solution for all citizens is to remove the Sheriff Department from the County General Fund - set up a taxing district that will fully fund the operation for 24 hour patrols available county wide and to open the jail to full capacity. Additionally - the tax base to the General Fund should be adjusted down by the portion that was previously provided for the Sheriif Department operation. If this option is followed - I feel some level of budget/oversight committe would need to be established to monitor expenditures and to bring recommendations to the public for any needed increases.

Anonymous

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This is a difficult situation. My opinion is to start with a fresh budget and be brutal with what is a need and what is a desire. This would be a time consuming process to be sure, but it appears that there is "number fudging" and things need to be completely transparent to the budget committee. Also, the committee is a few steps removed and therefore are not territorial and can have a clearer view of options. All departments need to produce a current complete budget with a prioritized list. Then the budget committee (sans the commissioners, only because they will have territory biases) should develop budgets.

Anonymous

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I look around and see that almost all governement and government-funded businesses are in financial trouble. I prefer to see a preventative approach taken to repairing our community and safety. I would prefer to see funds going into schools, drug and alcohol abuse facilities and patrol personnel. I believe we should focus on treating the issue (ideally before it becomes an issue) instead of spending valuable dollars on a space that only allows the people who inhabitat it a chance to function.

Anonymous

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This is RIDICULOUS that this is even a survey. This middle-class paranoia about criminals loose on the streets of Klamath is so wrong I don't even know where to being. Where was all this concern over the safety of Klamath residents a year ago when houses were being broken into in the Mills? Let a few middle-class people get their homes broken into and then suddenly we have a crime spree that must be stopped!!! Give me a BREAK! Tell Steve Miller to stop printing propaganda for the sheriff's office and start printing the REAL news.

Anonymous

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In my opinion, the only long-term option for adequate public safety funding is through property tax assessments.

Anonymous

If our community wants these services we need to be willing to define what level of services are required; and commit to funding those services. Federal/state subsidies or other outside sources of funding should not be considered sustainable.

Obviously the climate for assessing new taxes is not good. In order to make this palatable to voters, a "statement of work" and the resources required to support those services must also be clearly defined. A law enforcement district with a long-term funding strategy (10-15 years) is most likely to be successful as opposed to a tax increase to the county's general fund - dedicate the funds to

law enforcement, and guarantee stable service levels.

At the same time, the county's permanent tax rate should be reduced to offset the movement of funding to the LE district, resulting in a net-zero effect to overall local tax burden.

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Many communities charge for chronic false alarms that siphon off patrol units. Whether or not this idea would work in Klamath Falls, I think it should be on the table as a discussion topic for some additional resources directly related to law enforcement. Anonymous

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Funding sources can include the Cigarette/Liquor tax that the county gets from the State of Oregon. This money can be used to any department that has a health care facility such as the Jail. I do believe this is in excess of \$300,000.00. Anonymous

I would support a long term taxing district.

Also, I do believe that there is an error in your survey. Your survey states this question:

"Currently, there is no drug and alcohol "detoxification" facility available for managing those who are detained for public intoxication and/or DUI. There is no place to put them other than the emergency room at the hospital. While there, it may be necessary for an officer to supervise the detainee, effectively removing that officer from patrol services. Is it important to provide this service

This is not accurate. The jail is currently being used as a detox center although I feel it shouldn't be. Your line about there is no place to put them other than the emergency room is not accurate.

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A statewide sales tax is the only thing that will bail everyone out. Law enforcement levies have a history of failing in this county. Putting a surcharge on the city residents is an unfair burden. There are no guarantees that the surcharge would be used for the jail as the sheriff has clearly stated his preference for patrol. The city already has an excellent police force. Why should it pay for the county's? Short term solutions give rise to problems we see with today's funding issues. It was no secret that dollars were going away, yet budget increases were approved and everyone spent with reckless abandon. At some point someone needs to stand up and say enough. Affected agencies need to do the best they can with what they have. If they want more they should be responsible for obtaining the funding. Tax dollars are limited. It's not like the citizens of this county are rich and holding out. Things are tight all over. But the citizens expect proper management and fiscal responsibility. Anonymous

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Road funds are being looked at closely for the big budget shortfall for schools as well. Obviously road funds are not the answer for all budget shortfalls. If a levy or water surcharge can solve the public safety issues, I'd prefer that solution over road funds which can be used to support local education and help offset the large budget shortfall that all of our schools face in this next biennium, 2011-2013. Anonymous

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I work in a mill. It's a struggle to stay afloat. We make cuts where we can and have become a much more effeshent operation. You need to learn how to do the same and still give your customers, us , your best. Anonymous

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Stronger community involvement in personal protection and responsibility for helping neighbors and those in need. Anonymous

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Restoring the neighborhood watch system and teaching people to be responsible gun owners who can protect themselves and others when the need may arise - especially those in rural areas who never have depended on prompt police service.

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Explore consolidation at every venue. County and City agencies that do similiar things (like economic development) should be consolidated to free up more money for public safety. Also, Sheriff's office and City PD should consolidate aspects of their services

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**What key questions have yet to be asked?**

What steps, over the previous 5 years, have been taken to reduce the budget for several of these agencies in public safety? Anonymous

Has our County contacted Jackson County in regard to budgetary issues? Law enforcement over there is expanding despite the economy, and the public supports them, what is different from here?

When the Sheriff goes on search and rescue missions, and speaks on national television, how does that help our local populace, and at what cost is it to our taxpayers?

When it comes to managing budgets of millions of dollars, why has the County failed to utilize financial managers/advisors, like Fire District 1 has, in an effort to determine potential issues?

Why have no steps been taken to increase capacity at the jail by way of more beds? The cells, with a few exceptions, house only one inmate per cell. If public safety is such an issue, why not put beds on the floors of cells to increase jail capacity?

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What has the Sheriff done to alleviate the situation? Anonymous  
Has the Sheriff taken a pay cut?  
Has District One fire station been encouraged to ask for volunteer labor to repair the fire house?

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Regarding the Fire District earthquake damaged building: Anonymous  
Is is feasible to purchase and relocate to another

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building? I think with the current commercial real estate market there might have some bargains out there.

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We all have learned to prioritize and budget. Is there no budgeting person in the sheriff's dept? Do we have 3 policing agencies (City, county, Sheriff)? Do they work together? What are other cities doing? Will we ever have someone run for Sheriff who is a good money manager and a good public servant? Anonymous

Where is PREVENTION mentioned in this survey?

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Why has the Sheriff's department taken on more responsibilities than it had in the past? Why can't the City and State step up and handle patrols? Anonymous

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Are there any county services that are not mandated that the Board of Commissioners can cut in order to free up more funding for the Sheriff's Office? Anonymous

Are there any sources of revenue (alcohol and tobacco funds) that have historically been given to county agencies other than the Sheriff's Office that can be diverted to the SO, freeing up dollars to pay for jail and patrol services?

Are there funds being spent from the general fund for projects that are not mandated that can be spent on law enforcement? (Meals on Wheels, Ladies Lounge, etc.)

Can the Board of Commissioners explore other sources of funding to support law enforcement, like county sales tax or gas tax?

Can money be saved in County departments by use of furlough days?

Why can't the Board of Commissioners take a leadership role in the current funding crisis instead of hiding behind the Citizens for Public Safety Committee?

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Who is doing what to increase the tax base in Klamath County? Anonymous

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If a levy to fund the Sheriff Department is passed - will it be in an amount to fully fund all department operations - and if so - will the taxes currently paid to fund County General Fund which includes the Sheriff Department be reduced appropriately? What oversight/budget committee will be established to ensure proper use of the levy funds? Is there a reason the Sheriff Department is Anonymous

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not able to be separated from the General Fund and fully funded from a county wide taxing district?

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Why can't the sheriff balance a budget? Instead of raising taxes, let's replace the sheriff! Anonymous

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I think the questions are all on the table, but support for any of the solutions presented relies on getting answers. Anonymous

In the case of the sheriff's funding problem, there is still some work to be done to prove to the public that money is being spent as wisely as possible. That's not to say it isn't, but there is a vocal contingent of voters who believe there is still room for other cuts in salary, etc. before cutting patrol and jail services.

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Would we favor leasing out half of the remaining unused jail space to neighboring states at enough of a premium to allow hiring of enough personnel to operate the entire remaining space, thus allowing for an additional 30+ spaces for our use? Anonymous

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Where is the money really going? What are the true needs, not wants? Anonymous

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Has anyone been asked to take a pay cut? If not, why not? Anonymous

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I do not think it's been adequately describe why the shortfall existed in the first place. How is it we had funding for the jail and patrols and now we don't (without increasing taxes). Anonymous

Why did our taxes not all ready cover the people/patrols they all ready had staffed and the jail facility all ready built?

Forgetting about the failed levy - how did the Sherriff get to where he is at now? I don't see the Sherriff or the Commissionners taking any responsibility in this. They were hired and paid by us to manage funds and now they want more but can't fully explain why.

What happened - where did the money go?

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What areas can be consolidated in city and county government? kmorris@citizensforsafeschools.org

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# Appendix E – Restoring Community Trust

## **From Notes of Meeting on March 9, 2011 - How to build community trust**

- More information/facts in context to build transparency
- Focus more on strengths not weaknesses – what we are getting for money
- Diversify outreach – go to different groups
- Visibility of agencies w/citizen groups
- Bring elected officials from both city and county together frequently and over time
- Provide constant “education” via community reports, media etc. to bring community to understanding
- Get good at telling agency stories
- Be trustworthy ourselves by being responsive to requests for info whether these come from media or citizens
- Deal w/clearing up confusion re: \$100 million road fund = \$6/mil and \$35 mill carryover from road dept
- In order to build trust elected officials are going to have “to do something” i.e., Make a decision

## **Report on Opportunities to Strengthen Existing Governance**

Citizen opinion, gathered during our process, conveyed a certain mistrust of government. Whether real or perceived, resolution of these concerns is needed to strengthen efforts to reform public safety, since mistrust might lead citizens to dismiss other recommendations. In keeping with our responsibility to the public and to insure a fair hearing, we recommend the following suggested practices to strengthen decision-making within existing government engaged in implementing proposed changes.

The Public Safety system in Klamath County relies heavily on multiple jurisdictions, agencies and funding sources. The system as a whole is no stronger than the sum of its parts. If one entity experiences difficulty in funding and decision-making, the entire system is affected. Since the majority of citizen feedback related to existing services and operation of County

government, this presentation focuses on the County. In theory, when the County is strengthened, the entire Public Safety system will be improved.

The suggestions are organized around budgeting, operations, policy, citizen communications and the County's influence and cooperation within other jurisdictions.

## **Budgeting**

Management of the budget process is central to the influence BOCC has over County Departments. ORS Budget law specifies that the BOCC and the Budget Committee shall set, control, implement and authorize all budgets for all departments.

**Suggestion: Adopt a zero-based budgeting approach.** This is a “budgeting technique that generally attempts to analyze budget requests without an implicit commitment to sustaining past levels of funding”. In other words there is, conceptually, no such thing as a “fixed cost”. “Every assumption and proposed expenditure receives a critical review throughout each budgetary cycle.”

**Suggestion: Compare previous year actual to coming year budget,** rather than compare last year's budget to this year's budget. Budgets have been laughingly described as “fictional documents based on hopeful assumptions.” For the budget process to work correctly, next year's fiction (the budget) needs to be compared to this year's fact (Actual). Since the capacity to compare actual against budget now exists, the process should take advantage of that capability.

**Suggestion:** It may be useful for each department to provide a **narrative explanation** for any variance greater than +/- 10%, when comparing prior actual to coming year budget line items. The Budget document, put before the Budget Committee, could highlight those variances and offer an explanation for each one.

**Suggestion: Separate capital budgets from operating budgets.** If an operating Budget has capital items in it, it becomes very difficult to “weed out” operating income and expense when reviewing the documents.

**Suggestion: Generate a narrative for each department, defining levels of service** as they relate to levels of funding. From a management perspective, if Budget Committee members and Commissioners can see what they are “buying” for certain sums of money, the responsibility for public impact is shared by all rather than being placed directly upon

department people for allocation decisions. Note that this suggestion appears to have been implemented in the most recent Budget process.

## **Operations**

**Suggestion: Follow “modified accrual”** accounting standards defined according to GAAP (Generally Accepted Accounting Principles). Under these standards, income is recognized when the income is “due and available.” Expense is to be recognized when an obligation is incurred and, it is incurred when the decision is made to purchase and an agreed cost is determined. While this may seem like a technical accounting discussion, it matters, because, if income is recognized before it is “available”, and expenses are recognized well after the obligation is incurred, a false profit/loss picture emerges. This goes to the citizen question, “how can they not know how much money they have?”

**Suggestion: Practice the BOCC/Dept “Liaison Assignments”** as defined by BOCC policy, which reads: (<http://klamathcounty.org/commissioners/>

“The Klamath County Board of Commissioners adopted the practice of making liaison assignments to each board member. These assignments allocate various county departments, boards and commissions, advisory committees, intergovernmental agencies and outside organizations to individual commissioners. **These assignments however, are limited in scope and responsibility for the authority of the board is collective on both policy and administrative matters.** The liaison role involves communication and advice, however final decisions can be made only by the governing board as a whole. The Board supervises the various Department Heads which are appointed positions.”

**Suggestion: Reduce** the tremendous number of relatively **detailed BOCC policy** decisions constantly in play, moving those operational decisions closer to departmental decision makers.

**Suggestion: Provide BOCC Executive Staff** support to assist in handling project deadlines, communications, staff reviews, budget conformance audits, policy conformance, etc. Further, BOCC could make individual, ad hoc, "Action Officer" assignments from within existing key departmental staff, asking the assignee to become a "Subject Matter Expert" (industry calls them "SMEs") to examine, digest and recommend a course of action related to specific issues. Subject matter might include KBRA, TMDL, North Hills, etc.

## **Policy**

**Observation:** There are a number of comprehensive County-wide **policy structures** regarding employment, procedures, finance, operations, conflict of interest policies, performance auditing, follow-through, counseling and remediation. Sufficient staff to update, examine, audit and recommend infractions for enforcement, are needed. A short list of enforceable policies is preferable to a large list of unattended policies.

## **Citizen Communications**

**Suggestion: Identify a specific Public Relations/Media outlet** within the County and use that outlet to shape and present positions in a structured way. Comments from Citizens for Public Safety workshops and Plenary Sessions suggest citizens are hearing mixed messages, and, occasionally, inaccurate statements, regarding decisions, directions and intent. Certainly news should not be orchestrated and free opinion is to be protected but, crafting messages identifying intent would be useful.

## **Inter-governmental Impact**

We suggest an Inter-Governmental policy work group representing a City-County coordination group comprised of citizens and city and county staff, much like the membership of Citizens for Public Safety. The group could be tasked by City and County governments to craft recommendations on Integration of services, Workforce consolidation and Cooperative enterprises. The group might also be tasked to submit ongoing recommendations on Parks and recreation, Code development and enforcement, Public works and Law enforcement.

## **Cooperation with Government**

In our efforts to re-build trust with citizens, we suggest emphasis on transparency, providing open public records to the public. Perhaps a sub-group of the Inter-Governmental Policy work group could be tasked to develop an open records database providing on-line access to public records, publicizing the links and routes to the open records sites, informing citizens of all open meetings and providing accessibility to City-County department public inspections. As an example, one day a month might be set aside to allow the public to inspect any department of government.

# Appendix F – Prevention

**“An ounce of prevention is worth a pound of cure.”**

## **Invest in Prevention:**

Studies in Oregon revealed that for every dollar invested in prevention programs we receive between \$3 to \$8 in benefits by reducing costs of crime, substance abuse, teen pregnancy, dropout rates, etc.

## **Fight Crime: Invest in Kids:**

For every youth we prevent from a life of crime and/or substance abuse, we spare the American tax-payer between 1.7 and 2.3 million dollars in social service costs (including treatment, incarceration, increased health premiums, law enforcement, defense and/or judicial costs, etc.) Mentoring programs pay for themselves with the success of just 1 out of every 100 children enrolled in such programs.

## **Fight Crime: Prevent Domestic Violence:**

Child abuse in Klamath County is 3<sup>rd</sup> highest in Oregon at 23 cases per 1000 children. Children who see or hear their parents or caretakers being abused become victims of emotional abuse and this affects the child’s psychological and social development. As violence against women becomes more severe and frequent at home, children experience a 300% increase in physical violence by male batterers. Girls who witness abuse in their childhood learn that violence is a normal part of relationships and are more likely to suffer abuse as an adult. 67% of all boys that witness domestic violence as a child will grow up to become abusers, which results in a new generation of violent families. These crimes destroy family units, may cause a lifetime of pain and suffering and make victims and their children more dependent on state and local resources.

## **Crime Prevention: Drug and Alcohol Abuse:**

Drug and alcohol abuse are major contributors to crime in Klamath County. The local prevalence of methamphetamine is a serious problem by generating violence and other illegal activity in connection with drug trafficking. U.S. Federal studies strongly indicate that persons who abuse drugs and alcohol are much more likely to commit all types of crimes, to include family violence and murder.

Crime resulting from the use of drugs and alcohol detracts from the quality of life and livability in our community. As the root cause of most local crime problems, there is a need for support and funding of local Drug and Alcohol Treatment and prevention programs. Klamath County Mental Health gets money from the state, which is dispersed through indigent slots for persons going into treatment at various facilities in Klamath County. The Oregon Health plan also pays for treatment of certain qualified individuals. Klamath County Community Corrections currently has two certified drug and alcohol drug counselors on staff and an estimated 85% of persons under their supervision suffer from drug or alcohol related problems. Currently, Klamath County Community Corrections has the lowest recidivism rate in the state, which is a direct result of internal support programs and other community partners.

Federal, State and local funding for local treatment programs helps promote the primary goal of reducing the frequency and severity of crimes. Leveraging support through our State Representatives for sustained funding for these as well as prevention programs is critical to continued success and providing a long-term solution to this problem.

A large portion of local Public Safety resources (both police and ambulance) are also consumed by intoxicated persons who are a danger to themselves and others. The inability to secure intoxicated persons in an adequate detox facility increases the likelihood of crimes being committed and limits law enforcement's ability to focus on other aspects of crime prevention. Currently there is limited space available for detox beds at the Klamath County Jail and a long-term solution is necessary to solve this problem. Support for the Bestcare detox beds program grant is important and necessary to support public safety and crime prevention in Klamath County.

**Problem:**

As a community, we need to focus on finding solutions to the casual factors that create problems in our community. The value of prevention trumps post-incident intervention. In addition to drug and alcohol abuse, local problems usually start with minor incidents that escalate as a result of "stressors" causing violent events to occur. Stressors can be psychological, social, environmental and genetic; or a combination of multiple factors. Examples of stressors can include bullying, child abuse, sexual abuse, neglect, living with a

mentally ill parent, living in a no-parent household, living with a substance abuser and witnessing domestic violence. A stressor for some, especially teenagers, can simply be boredom! The dynamics associated with violent events can be reduced by addressing the underlying problems through local prevention programs. Fewer crimes improve the livability of our community, result in less victimization, reduce demand on public resources, promote economic growth and inspire a strong family-oriented community. Without a comprehensive global approach, we will fall short of our goals.

### **Coordinate Existing Programs:**

Examples of current existing programs include:

- Stop the Hurt Coalition, Klamath Basin–A Call to Men, Citizens for Safe Schools, Integral Youth Services (IYS), Hands And Words Are Not For Hurting, Department of Human Resources (DHS – Child Protection Services), Community Watch, Public Health, Mental Health, existing K-12 health curriculum and programs under the Safe Schools/Healthy Students Initiative, fire safety, faith-based programs, Best Care, etc.

There are many dynamic and innovative programs doing great things in Klamath County. However, some programs work with a narrow segment of the population, others struggle with sustainability and there is no consistent message, coordinated approach or unity to prevent the duplication of efforts. The coordination of efforts can realize advantages synonymous with “economies of scale” by increasing efficiency and geographical reach, as well as sharing the costs of marketing anti-violence campaigns with a dedicated media budget. It would benefit the community to have a funded coordinator position oversee and direct prevention strategies.

Prior to exploring options for a funded coordinator, local program participants should meet and collectively identify an interim program coordinator to unify, organize and manage anti-violence awareness and prevention efforts. A representative from each respective prevention program should meet regularly to promote mentoring and violence prevention against bullying, abuse, cruelty to animals and neglect. Public education and awareness campaigns about the negative effects of drugs and alcohol also plays an important role in reducing criminal recidivism, the costs adjudication, incarceration and post-prison supervision. The consortium should try to identify funding options for a long-term funded coordinator.

**Possible budget:**

Coordinator Funding: \$50,000 to \$60,000.

Media budget: \$5,000 to \$50,000 for radio, print and television marketing.

**Lead Agency Possibilities:**

The following agencies would be a good choice to lead a coordinated effort until long-term funding for a prevention coordinator could be obtained:

- Lutheran Community Services (LCS), Hands and Words are Not for Hurting, Citizens for Safe Schools, YMCA, Klamath Falls Police Department and the District Attorney's Office.

**Funding Possibilities:**

1. Children's Levy (like the City of Portland).
2. Create an agency with United Way support.
3. Stop Grants.
4. Create a budget line for prevention in the city and county budgets.
5. Fundraisers.
6. Ask local non-profits to apply for funding similar to a tourism grant programs or choose a signature 1 or 2 high performing and proven non-profit organization.

**Process:**

Prevention programs should be provided to all demographics in Klamath County regardless of gender, race, age, income, disabilities, educational attainment, home ownership, employment status and location. Special emphasis should ensure verbal and written information is available and disseminated in both English and Spanish when appropriate. Prevention programs should create printed materials, videos and social media to be viewed in schools, by inmates in the county jail and by clients under supervisor by Community Corrections. Public Safety professionals should instruct teachers during in-service trainings on anti-violence and anti-bullying programs, increase teachers' awareness of the signs of

abuse or neglect and update teachers on mandatory reporting laws regarding physically and sexually abused children.

Public Safety should work with school districts to improve students' perception of Public Safety officials through increased interaction, class lectures and anti-violence and anti-bullying training to students. Engage community youth by soliciting their perceptions of current social issues and identify what crime prevention efforts they think will work for their respective ages (Elementary, Jr. High and High School students).

Area youth could also meet with prevention programs to focus a best practices approach to address current problems and help plan, implement and evaluate the effectiveness of anti-violence campaigns. The goal would be for students to become part of the solution by participating in an anti-violence and anti-bullying club at their school with teacher oversight. The goals would be to increase student reporting and promote zero-tolerance through students to becoming mentors for other students.

### **Recommendations:**

- Educate citizens and local government officials of the quality of life and cost benefits realized through crime prevention efforts.
  - Accomplish as soon as possible to garner support and provide a fact-based logic model to make better informed decisions about crime prevention.
- Request City and County Governments dedicate funds toward crime prevention.
  - Accomplish as soon as possible in an attempt to secure funding prior to the new fiscal year on July, 1.
- Educate the public on the benefits realized through mentoring programs.
  - Accomplish as soon as possible to garner support for mentoring programs.
- Campaign for prevention and awareness of the devastating effects suffered by victims of Domestic Violence.
  - Accomplish as soon as possible and continue with a long-term education campaign for the public and law enforcement officials in Klamath County.

- Educate citizens and local government officials of the negative effects of drug and alcohol abuse and the need to fund drug and alcohol treatment and support programs.
  - Accomplish as soon as possible as this is a primary cause of crimes.
- Educate citizens and local government officials on the imminent need to support the Best Care Detox beds program.
  - Accomplish as soon as possible to garner support for the project.
- Promote awareness and support for prevention programs regarding “stressors” as a common initiator to violent events. We must support programs that address causal factors to crimes in conjunction with long-term solutions to crime problems.
  - Accomplish as soon as possible in an attempt to secure support and funding for service providers prior to the new fiscal year on July, 1.
- Provide outreach to the Hispanic community with Spanish speaking translators to ensure an all-inclusive approach to public safety.
  - Accomplish as soon as possible to improve outreach.
- Request City and County Governments dedicate funds toward public recreation as part of a Parks and Recreation program to improve the local quality of life with the hope of decreasing crime by juveniles who lack mentors and/or positive activities.
  - Accomplish as soon as possible in an attempt to secure funding prior to the new fiscal year on July, 1.
- A representative from at least 5 local prevention programs should identify an interim program coordinator to unify, organize and manage anti-violence awareness and prevention efforts through regular meetings involving representatives from prevention programs.
  - Accomplish by July 1, 2011.
- A consortium of prevention program representatives should seek funding opportunities for a long-term prevention coordinator and a media campaign.
  - Apply for possible grant funding prior to October 1, 2011, which is the beginning of the new federal fiscal year.
  - Consider fundraisers to augment programs goals.
  - The consortium should immediately decide on a selection process and fill the funded coordinator position if dedicated funding becomes available.

- The consortium should collectively decide on an anti-violence and anti-bullying media campaign if dedicated funding becomes available.
- A coordinated effort between prevention programs should schedule and conduct in-service training for teachers on a variety of topics prior to and during the school year.
  - Attend City and County school board meetings in July, 2011 to announce anti-violence and anti-bullying campaigns and seek support, approval and advice on how to accomplish those goals.
  - Pre-school training should be scheduled in July, 2011 and be conducted in August, 2011 before the beginning of the school year.
  - Teachers' in-service training should be conducted during the school year at a time designated by the school districts.
- A coordinated effort between prevention programs should work with school officials to identify and implement anti-violence and anti-bullying campaigns with teacher oversight during the school year.
  - This program should be announced during the teachers' in-service training in August, 2011.
- Invite youth representatives to join in meetings with prevention programs to provide age appropriate information and viewpoints to identify current problems. Create solutions that promote education and participation by the entire student body.
  - This program should be discussed with school officials and during the August, 2011 teachers' in-service training for advice and plans on how to select students and implement the program.
- Sustain a comprehensive and progressive crime prevention campaign in Klamath County by seeking continual improvement, innovation, measuring outcomes and fostering cooperation amongst the consortium of prevention programs.

This document written by:

Christa Runnels; Andy Abbott; Bill Thompson; Debbie Vought; Mark McDaniel

# Appendix G – Patrol Funding Options

## **Special Taxing Districts Option**

Years ago, the federal government paid Klamath County a percentage of funds generated from the sale of timber on federal lands located within the county. When timber sales declined, the federal government compensated affected counties with direct payments. Federal compensation from “timber funds” has gradually lessened and will end next year. The loss of “timber funds” is causing budget reductions for schools, roads, and county general funds.

Klamath County’s General Fund, made up of 14% of property taxes collected in the county, pays for most of county law enforcement. The loss of federal “timber funds” and decline in property values due to economic recession is causing less money to go into the Klamath County General Fund. As a result, the Klamath County Sheriff’s Office, District Attorney’s Office, Juvenile Department, and Emergency Management Department have all suffered budget cuts in the last two years.

These budget cuts have caused a decline in law enforcement services. In order to turn this around, Citizens for Public Safety recommend the following steps:

- 1) There is an immediate need for stable funding to keep the Klamath County jail fully operating. The “Jail Only” levy on the May, 2011, ballot will fund the jail for three years. Voters should approve the levy to enhance public safety for three years while long-term recommendations are implemented.
- 2) Long term, the jail is a top institutional priority for a functioning public safety system. The jail and civil division should be paid for by the Klamath County General Fund which is built on property taxes paid by all county residents.
- 3) Police patrol services should be controlled and paid for by the citizens receiving service. City residents already pay taxes for police patrols. Without federal subsidies to pay for county services, it’s time for county residents to provide ways to fund police patrols.

Special Law Enforcement Tax Districts have been formed in other Oregon counties to guarantee service. Voters must first approve these districts. The districts can be governed by independent boards of directors elected by citizens. Districts can be designed in several ways. Citizens for Public Safety recommend the following possibilities for long-range funding of patrols serving county areas:

- 1) Two Law Enforcement Special Tax Districts. District #1 for unincorporated county areas inside the Klamath Falls Urban Growth Boundary (UGB), and District #2 for all unincorporated county areas outside the UGB. Citizens in each district would elect a five-member board of directors who would have financial authority to approve contracts with whichever service providers they chose. Boards would hold service providers accountable to the terms of the contracts.
- 2) Two Law Enforcement Special Tax Districts made up of many smaller sub-districts. District #1 would be formed of sub-districts in unincorporated county areas inside the UGB. District #2 would be formed of sub-districts in unincorporated county areas outside the UGB. Sub-districts would represent an identified neighborhood such as Sunset East or rural areas such as Keno. Elected representatives from each sub-group would serve on the two district's boards of directors. The boards would have financial authority to approve contracts with whichever service providers they chose. Boards would hold service providers accountable for the terms of the contracts.
- 3) Two Law Enforcement Special Tax Districts. District #1 would be composed of the unincorporated county areas from inside the UGB plus the City of Klamath Falls. District #2 would be comprised of unincorporated county areas outside the UGB. District #1 would elect a five member board of directors to represent the unincorporated areas within the UGB and contract with the City of Klamath Falls to provide services. District #2 would elect a representative board of directors to award contracts for service and hold providers accountable.

Implementation of the special tax districts would be the work of a joint inter-governmental policy work group appointed by the leadership of the City and County Governments. The work group would analyze issues to recommend the final organization, structure, and implementation of the districts. With public input, the City and County governments would have to find consensus on the final form of the districts.

## Detailed Examples of Klamath County Special Taxing Districts

**Law Enforcement District #1.** Purpose: Collect and disburse property tax for law enforcement patrols.

- I. District # 1: All unincorporated areas within Klamath Falls Urban Growth Boundary (UGB).
- II. District #1 Board of Directors:
  - A) Five member Board elected at large from residents of the district.
  - B) Volunteer board – no compensation for members.
  - C) Must meet at least quarterly, once every three months.
- III. Board Authority: to approve district contracts and expenditures.
- IV. **Recommendation:** Law Enforcement District #1 will contract with the City of Klamath Falls to provide 24 hour police patrols and other law enforcement services to the district.
  - A) Klamath Falls Police Department already provides patrol service to wide area throughout the UGB (Greensprings, Airport, Gatewood, Americana, North Hills, etc.).
  - B) One unified patrol force with one command staff from one agency will provide greater efficiency and service than two agencies attempting to provide the same service.
  - C) City of Klamath Falls integration with unincorporated areas inside the UGB is already underway and will increase over time.
  - D) Funds for Emergency Management, Search & Rescue, and Dive Rescue could be added.
  - E) Sheriff's Office will be free to focus on jail, civil process, and patrol outside UGB.

**Law Enforcement District #2.** Purpose: Collect and disburse property tax for law enforcement functions.

I. District #2: All unincorporated areas in Klamath County outside the Klamath Falls UGB.

II. District #2 Board of Directors:

A) Five member Board of Directors, resident in, and elected from:

- 1) One member from the area located west of the UGB (Keno, Rocky Point).
- 2) One member from the area located north of the UGB (Modoc Point, Chemult).
- 3) One member from the area located east of the UGB (Dairy, Beatty, Bly).
- 4) One member from the area located south of the UGB (Henley, Stateline).
- 5) One member at-large from the unincorporated area outside the UGB.

B) Volunteer Board – no compensation for members.

C) Must meet quarterly, once every three months.

III. Board Authority: to approve district contracts and expenditures.

IV. **Recommendation:** Law Enforcement District #2 will contract with Klamath County.

A) District #2 will contract with the Klamath County Sheriff's Office to provide 24 hour patrol coverage countywide.

B) The Klamath County Sheriff's Office would be contracted to provide countywide services such as Search and Rescue, Dive Rescue, and other countywide services.

C) Funds for Emergency Management and Corrections work crew could be contracted.

D) One countywide patrol force interacting with small-town police departments would promote mutual support and efficiency.

E) Klamath County Jail and Civil Process would still be funded from County General Fund.

## **Annexation Option**

Over the past 6 months, many of the individual work groups of the Citizens for Public Safety effort have identified annexation of the suburbs by the City of Klamath Falls as a possible option for solving the public safety policing issues currently facing the community. Raising annexation as a possible solution is no doubt in recognition of the fact that while the S.O. is facing serious funding issues and currently cannot provide 24/7 coverage for the suburban area, the KFPD has maintained its funding from the city and is able to provide city residents with 24/7 coverage and officer staffing levels that meet national averages. Sheriff Evinger recently acknowledged that annexation would help the S.O. by transferring the law enforcement responsibility to the KFPD. The suburbs are no longer rural; they need urban level police services.

What Would It Look Like? Annexation of the entire Urban Growth Boundary (UGB) would move the official City of Klamath Falls population to 45,000, from 25<sup>th</sup> in the state to 12<sup>th</sup>. The community would become one, suburban voters would have a voice in city government and city services would be extended though many existing services would remain the same.

The KFPD would assume law enforcement responsibilities for the entire UGB, extending the following services to the currently unincorporated area:

- 24/7 patrol

- Traffic enforcement

- Detective unit

- Street crimes unit (gangs and drugs)

- Domestic violence prioritization

- School resource officers (1/2 the cost)

- SWAT

- Community outreach/neighborhood watch coordination

- The Citizen's Academy

- The Reserve program

- Major Crimes unit

- Computer forensics

- Accident reconstruction

- Bad checks

Data driven crime tracking

K-9 units

Current KFPD staffing of 39 sworn officers would be expanded by at least 15 officers plus additional non-sworn staff for support functions. The KFPD's current \$6.5M budget would need to increase to about \$9M, roughly a 40% increase. The new station on Shasta is sufficient in size and location to serve the expanded department and area. Street lighting and expanded Code Enforcement are additional city services which would be extended into the newly annexed areas; both are of direct value for law enforcement and public safety.

Economies of scale in the KFPD, increased state shared revenues (alcohol and tobacco) and increased franchise fees from utilities (half of which are already being paid by the suburban area but go elsewhere) means that the current city tax rate could be reduced by 40%. Water rates in the unincorporated areas would drop by 20% to the in-city rate. BTS, Fire District #1, Vector Control, and SSSD would continue to serve the area. Wiard Park District could continue or be absorbed into City Parks. The Airport would continue, now with the financial support of the entire community. The county would retain jurisdiction of the roads or by separate agreement with the city, these roads could be transferred to city jurisdiction. County services other than S.O. law enforcement would continue as they currently do for the city (for example Jail, Animal Control and Building). Planning would be assumed by the city.

Politically the city's five ward boundaries would need to be redrawn to incorporate the expanded population, each ward is required to be roughly equal in population. Since council persons must reside in their ward, redrawing wards to reflect a doubling of population will require a new council election to spread representation throughout the community. The number of council seats/wards could be increased but only by amendment of the city charter which requires a vote of the people.

Pros and Cons. Though law enforcement is perhaps the primary public service at issue, annexation involves much more and has such a history in this community that it is difficult to completely catalog the perceived pros and cons and there are numerous other issues which would need to be addressed.

Pros

- extends complete package of urban level law enforcement services to the suburban area
- frees the S.O. to concentrate on rural law enforcement services
- creates economies of scale and efficiency for the KFPD
- unites the community, enhancing recognition upstate and improving 'first looks' by out of area new businesses looking to expand or relocate
- gives the unincorporated area a voice in city government
- reduces the city tax rate
- reduces the water rate for newly annexed property
- shares the cost of the airport throughout the urban area

#### Cons

- Increases property taxes and franchise fees for suburban residents (the biggie)

How This Might be Implemented     Annexation of the suburban area can only happen with the consent of the residents expressed either by vote or petition. Based on past annexation efforts it is clear that the initial expression of interest must come from the suburban area, not from the city. However, given the current state of S.O. services in the community, it is also clear that the city has an obligation to be open to helping. Three consent processes suggest themselves:

- 1) One Fell Swoop. It could happen all at once with a vote of the entire suburban area. Annexation measures can be submitted to the voters at any of the four annual election dates (September or November this year, March or May next year). The measure can be submitted by the city council or by initiative of the people. Given the history of animosity on this issue, any election proposal must begin with individuals, groups and/or organizations representing the suburban area, not with the city. The City Charter does not require a corresponding vote of acceptance by city voters. Though this is an option, consent of the city council is sufficient. If a simple majority of the voters in the unincorporated area vote in favor the area is annexed immediately unless the measure specifies an alternative effective date. City property taxes would not be applied until November 2012 in all cases.

There are challenges with doubling the population at one fell swoop. It will take some time for the KFPD to increase the necessary staffing of sworn officers, city financial reserves may need to be drawn on to ramp up personnel and services in advance of new tax receipts, ward boundaries will need to be redrawn and special elections conducted to adjust the elected representation on the city council. On the other hand, the 40% reduction of the city tax rate beginning 2012-13 can be affected.

- 2) Incremental Approach. Recognizing that 'annexation' is a political hot button for many who live in the suburbs, an incremental neighborhood approach may be preferable. The city could formally offer interested neighborhoods favorable annexation terms as it has for local industry thereby making it financially easier for those neighborhoods who want KFPD services to join the city. Specifically, for annexing neighborhoods this would entail immediate extension of city police and other services coupled with reduction in water rates, but reducing the impact of city property taxes by phasing them in over a number of years. Informally the city has provided something similar to recently annexed areas. The city's Industrial Annexation Policy provides for a five year phase-in. State statute allows the city to go up to ten years. A standard policy could be adopted by the city council and specific terms negotiated on a case by case approach with interested neighborhoods. The actual neighborhood consent could be by a neighborhood election (as above) or at any time by submitting a triple majority petition signed by a majority of the property owners (residents) representing a majority of the land area and a majority of the assessed value.

The advantage of such an incremental approach is that only interested neighborhoods need get involved, those neighborhoods with no interest in joining the city for enhanced police protection can simply choose to sit it out. Further, it would be easier to assimilate neighborhoods over time in terms of extending KFPD services and political representation. By way of examples, the KFPD already patrols North Hills, Lynnwood, Stewart-Lennox and Gatewood/Ferndale/Americana. It would be relatively easy to immediately incorporate KFPD patrol of nearby neighborhoods such as Moyina, Shasta Way, Lakeshore, Green Acres and/or the Memorie Lane/Sturdivant neighborhoods respectively.

The disadvantages of this approach are that it would be slow and fragmented, continuing the current mish-mash of jurisdictional boundaries over time; it does not present a clear case for reduction of the city tax rate; and it leaves the S.O. the challenge of continuing to provide some level of urban law enforcement to neighborhoods opting out.

- 3) Hybrid Approach. A variation on the above would be to divide the unincorporated suburbs into smaller zones which share commonalities of geography and development, and then schedule separate votes on annexation in each of the areas at the same election date. The entire community would benefit from a single community discussion on the pros and cons of annexation while preserving self determination for the residents of each zone. Zone boundaries could be drawn so as to be functional from a service perspective whether they ultimately get service from the KFPD or continue with the S.O. With 10 to 12 zones for instance, less than half (if that) would opt to annex. This approach might make it easier to extend KFPD services and political representation to those neighborhoods opting in. Focusing the decision on one election date would make it easier for both the city and the county to adapt their budgets to the new boundaries and makes a city tax rate reduction more feasible. As noted above however, such a proposal will likely maintain fragmentation of service areas and must begin with suburban individuals, groups and/or organizations, not with the city.

### Recommendations

- 1) There are very strong feelings in the suburban area against annexation and coupled with an increase in suburban property taxes in this economy, it is unlikely that an area wide annexation will happen. That said, if residents and/or groups from the suburban area do approach the city about pursuing an annexation election option the city should be open to working with those residents.
- 2) Further, the city should consider developing a favorable tax phase-in policy as a formal offer to any interested suburban neighborhood(s) and the city should be open to negotiating the terms of a possible consent annexation with any suburban neighborhood interested in joining the city in order to obtain KFPD services.

# **Consolidation Option**

**Introduction** Consolidation of public services has been suggested as a means to either achieve cost savings in public safety service delivery or as a means of freeing up financial resources for public safety services by consolidating non-public safety services.

There have been a number of successful public service consolidations in the community, the best known being the consolidation of City Fire into Fire District #1 in the 1990's. Essentially a consolidation consists of one entity or public service being consumed by another. To be successful consolidations require a balancing of four issues: maintaining acceptable service levels (a consolidation which results in decreased service levels is rarely acceptable to the public); providing for adequate funding for these service levels (transferring service responsibilities to another entity which does not have the resources to cover them will result in decreased service levels); resolution of any personnel matters; and political acceptance (governing bodies and their constituents must be willing to give up control over the service delivery and in some cases give up their very existence). The fire consolidation was successful because service levels were enhanced, the two unions were willing to merge and one fire chief was willing to move on; annexation of the city by the district assured the district adequate funding for the combined services, and the political leadership of both city and district were willing to work together to make it happen. Such a concurrence of these four factors is rare.

**Non-Public Safety Consolidations** Many local government services outside the public safety area are already consolidated. Examples include building permits, animal control, assessor and tax collection, courts, and public and mental health. In the rest of the country these services are often separately administered at the city, county and/or state levels. There clearly are numerous other examples of areas where local governments might further consolidate, i.e. HR functions, payroll functions, finance and accounting, purchasing, planning etc. All of these need to be continually explored by local government. However, even assuming they could be successfully accomplished, none of these relatively small consolidations (even if cumulated) would free up real dollars sufficient to be of appreciable value to public safety budgets,.

The one consolidation which might have the potential of freeing up real dollars is city Streets into county Roads. The potential freed up funding here is the \$700,000 the city offered to swap with the county. These dollars are currently in the city Street budget and would be 'freed up' if the county took over city streets. Unfortunately the consolidation of city streets into county Roads has been extensively studied by the county and the conclusion of that county study was that it would not work. It is not known whether this was a conclusion based on funding, service levels, personnel matters or political considerations.

### **Public Safety Consolidations**

- 1) Fire. State-wide, fire districts have been prime candidates for consolidation as was the case locally with the City and Fire District #1. The largest unit of local government in Oregon is a fire district serving the Portland metro area reflecting the inherent economies of scale achieved in fire protection service. In Klamath, outside of the urban area our fire districts are heavily dependent on volunteers. Volunteer fire services are feasible for rural areas, but service demands in urban areas necessitate paid personnel. Consolidating a paid urban department with a volunteer rural department raises serious service level, personnel and financing issues and would result in little benefit to either area. Since rural volunteer fire departments also serve important community center functions, political issues are also likely to be of concern. However, increasing pressures on our rural districts suggest that some consolidation among rural volunteer districts may be necessary and/or advantageous. Rural districts should be encouraged to explore such options and be open to consolidations which would benefit their public. Fortunately our fire service providers have an excellent system of mutual aid in place which enhances service levels and in essence is a form of consolidation.
  
- 2) Ambulance. Like fire service, ambulance service in the rural areas is generally dependent on volunteers. A number of rural ambulance districts operate with no tax support; other ambulance services are operated in conjunction with a largely volunteer fire district. Trying to consolidate the urban, paid personnel, ambulance service provided by District #1 with volunteer rural services raises the same kind of service level, personnel, and funding challenges as above with the fire services. Again as with

the fire services, a system of back-up and coverage support has been developed by the Ambulance Advisory Board which is an extremely effective organization comprised of the various county-wide service providers.

There is a one area where a form of consolidation would benefit ambulance service in the county. Our rural ambulance services are finding it increasingly difficult to recruit and maintain the volunteers necessary to provide the service. We lost Sprague River for this reason and could well lose more in future years. Developing programs to help the recruitment and maintenance of volunteers is necessary. It also may soon be necessary to create a nominal county-wide funding umbrella to assure adequate ambulance coverage for our residents and to help provide some back-up for our volunteer service providers.

- 3) Law Enforcement. Much of our local law enforcement is already consolidated: prosecution, jail, community corrections, court and juvenile services. Are there options for consolidation among our policing services? Perhaps.

As is the case in Chiloquin, unilateral consolidation could be achieved by the City of Klamath Falls by simply disbanding its police department and defaulting to coverage by the S.O. (The City followed this course after Ballot Measure 5 reduced the city budget and the city simply disbanded its animal control and passed the service back to the county.) Unfortunately, since no additional funding would accompany this action, the S.O. would have to spread its existing resources even thinner and policing service levels would drop substantially in both the city and in the suburbs. The good news is that city taxes would drop substantially.

In the alternate, would the city transfer the city tax dollars it uses to fund the KFPD to the S.O. to help fund a 'consolidated' service? Given the continuing budget cuts the S.O. is facing, it is difficult to envision the S.O. being able to offer improved services through such a 'consolidation', and unless the Sheriff committed to continue to provide at least the same level of prior KFPD services in the city, it is very unlikely that city residents would agree to continue to pay the same taxes for less service. Based on

recent history, even if the Sheriff promised to continue the same level of services, politically it is doubtful that city residents would be willing to give up local control of their police.

Could a separate policing district be created to consolidate services within the urban area? Annexation of the suburbs by the city would serve to consolidate police services in the KFPD, but politically annexation is not likely to happen. In the alternative, the unincorporated area could establish a special taxing district for police services as it did with Fire District #1 and Wiard Park. This district could supplement funding for the S.O. or contract for policing services with the S.O. If this district contracted with the KFPD for urban police services the resulting economies of scale would reduce the KFPD's per capita cost for law service. (This process is more fully addressed in the Special Taxing Districts report of the Citizens for Public Safety.)

True consolidation of urban policing services could be effected by the creation of a single urban police district serving the city and suburbs in the same manner as Fire District #1. A special district encompassing the entire UGB could be created by all the residents in the UGB, a governing board elected and an independent tax base approved. The board would contract with the City for uniform KFPD services throughout the UGB (the tax rate would be uniform.) Contracting with the city would maintain the existing cohesion and effectiveness of the KFPD and maximize cost savings from shared city administrative services such as payroll, legal, accounting etc. Contracting with the KFPD would also be a necessary precondition for district support by city residents who like KFPD services. The resulting economies of scale would allow the KFPD to provide those services to double the population with only a 50% increase in budget. To avoid compression and fairly reflect the funding provided through the new district, the city would have to make at least an equal reduction in its tax rate. To the extent that city rate reduction exceeded the new district rate, other service providers in the urban area would benefit from reduced compression. Police services can be consolidated in the urban area just like fire services have been, and without annexation.

## **Recommendations**

- 1) The prior county study on the merger of city streets into county roads needs to be reviewed to determine whether or not conditions may have altered sufficiently to make this consolidation potentially feasible.
- 2) Rural volunteer fire districts should be open to and explore the possible service advantages of consolidation with neighboring volunteer districts. The fire services have a proven track record of benefiting from consolidations which create economies of scale and improve service delivery.
- 3) It is anticipated that within the next 5 years our local ambulance service providers will need some form of county-wide assistance to assure adequate coverage and backup support for the rural areas. The Ambulance Advisory Board needs to take the lead in how best to structure this assistance; the county residents need to support the Board's program.
- 4) A police services special district encompassing the entire urban area (including the city) should be pursued. Such a district should have its own elected board of directors, have a tax base with a uniform rate throughout the urban area sufficient to at least extend current KFPD level urban policing services uniformly throughout the district, and have services provided by an expanded KFPD through a services contract by the new district with the City of Klamath Falls. Upon implementation of such policing services, the city's tax rate must be reduced by at least the amount of the new district's tax base rate.

# Appendix H – Revenue Generation

Type of Tax	Preempted by State?	Relevant Statutes	Revenue Limits to Counties?	Usable as General Fund?	Comments
Liquor	Yes (County may not impose) ORS 473.190	ORS 471.810	10% (after OLCC expense); distribution based on population; (Cities get 20% net, based on population)	Yes	Annexation would increase City revenues without impact on County revenues.
Cigarette	Yes (County may not impose) ORS 323.030(2)	ORS 323.005 to 323.482	limits have been amended by state from 50/50; currently per ORS 323.455 County receives (based on population) 3.45% of one tax (ORS 323.030) and .47% of another tax (ORS 323.031)	Yes	Annexation would increase City revenues without impact on County revenues.
Beer, Wine, Cider and Imported Beer, Wine & Cider (if tax imposed there)	Yes (County may not impose) ORS 473.190	ORS 430.380; 471.810	50% of net OLCC revenue treated like Liquor; 50% to State DHS to provide match for alcohol, drug, and mental health programs (Counties get 40% of the DHS dollars, based on population)	Yes and No (alcohol, drug, and mental health match) County's 40% must be used for alcohol/drug abuse	Annexation would increase City revenues without impact on County revenues.
Video Lottery	Yes (County may not use) ORS 461.030	ORS 461.547	2.5 percent of the net receipts to Counties	No, for economic development <u>only</u>	
County Forest Lands Harvest Receipts	No, but properties owned/managed by State	ORS 530.110 & 530.115	At least 10% of the receipts generated locally	Yes	No control over amount of funds generated.

Type of Tax	Preempted by State?	Relevant Statutes	Revenue Limits to Counties?	Usable as General Fund?	Comments
Gas & Weight-Mile Taxes	No, for gas & vehicle registration (ORS 319.950 allows for gas; ORS 803.420 allows for veh regis.); BUT use is restricted.	<u>Gas</u> : ORS 319.020 & .530 <u>Regis/lic.:</u> ORS 803.090 & .420 <u>Weight &amp; Weight-Mile:</u> ORS 818.225 & 825.476 & .480	24.38 % of the State Highway Funds (user taxes and fees) shall be allocated to counties less the amounts specified in OTIA I, II, and III to service the bond debt authorized by the Legislature. Amount based on # of veh. Registrations (ORS 366.530); City allocation is 15.57% based on population (ORS 366.800)	No; exclusively for the construction, reconstruction, improvement, maintenance, operation and use of public highways, roads, streets and roadside rest areas in this state	With legislative authorization (as proposed by County currently) could possibly use funding for patrol and free up other funds for jail operations.
Transfer Taxes and Fees	Unclear; “the following fees and no more” may be charged	ORS 205.320 & 205.323	Only qualified expenses paid from revenue fund.	No, limited to Assessment and Taxation	Limited viability because it only assesses fee for recorded documents; no county-wide applicability

Type of Tax	Preempted by State?	Relevant Statutes	Revenue Limits to Counties?	Usable as General Fund?	Comments
Transient Room Taxes (Hotel/Motel)	No, but use is restricted.	ORS 320.345 – 320.350	5% to lodging providers; Can impose new, additional taxes, but: a) at least 70% must be spent on tourism & tourism-related activities; and b) can't decrease % spent to fund tourism & tourism-related activities.	Yes, but : a) cannot change use of taxes in existence in 2004; For new taxes: a) at least 70% must be spent on tourism & tourism-related activities; and b) can't decrease % spent to fund tourism & tourism-related activities.	Difficult to direct funding to public safety purposes unless it is currently allocated in that fashion.
Sales Taxes	No (County may impose)			Yes.	County can impose, but difficult and costly to administer; may not be politically acceptable approach; Ashland has imposed a food and beverage tax (excludes alcoholic drinks)
Income Taxes	No (County may impose)	Case: <i>Port. Dist. Co. v. DOR</i> , 307 Or 94, 98 (1988)		Yes.	County may "piggy-back on the state system; Difficult and costly to administer

**Note:** ORS 203.010 & 203.035 delegate in the most comprehensive terms local legislative authority over "matters of county concern."

203.010 General Powers of county as body politic and corporate. Each county is a body politic and corporate for the following purposes:

**(4) To do all other necessary acts in relation to the property and concerns of the county.**

203.035 Power of county governing body or electors over matters of county concern. (1)  
Subject to subsection (3) of this section, **the governing body or the electors of a county may by ordinance exercise authority within the county over matters of county concern, to the fullest extent allowed by Constitutions and laws of the United States and of this state**, as fully as if each particular power comprised in that general authority were specifically listed in ORS 203.030 to 203.075.

County ordinances that impose taxes or exemptions from taxation must be submitted for a referendum vote of the people. (ORS 203.055) Also, such ordinances may have no effect inside incorporated cities without the consent of the city governing body or city voters. (ORS 203.040)

# Appendix I – Volunteers and Partnerships

## “Can we augment career Public Safety personnel with volunteers during times of growth?”

During times of growth, the need for Public Safety services can sometimes outrun the ability to provide the services. It is often difficult to fit into an already tight budget both the added cost of the additional infrastructure, and the costs of the additional personnel. The use of volunteers for services during times of expansion can ease the agency’s cost of expansion.

Positive	Negative
<ul style="list-style-type: none"> <li>• Cost of volunteer program will be less than the personnel costs of career personnel, and can be used to augment forces in response agencies.</li> <li>• Assists in the administration and project work is currently being met with great success with college level interns.</li> <li>• Can be a career track for interested people to get experience.</li> <li>• Although response service levels could be different between the career and volunteer providers.</li> <li>• At least there is a service provided.</li> </ul>	<ul style="list-style-type: none"> <li>• Difficult to get volunteers for some disciplines.</li> <li>• Training requirements for responders are the same whether volunteers or career in direct service delivery.</li> <li>• The program may still cost for personal protective equipment and other personal issue items</li> <li>• Expansion volunteer program may not currently be an active or exist, thus implementation may be time consuming.</li> </ul>

## “Could the Public Safety agencies in Klamath County benefit from a single volunteer grant writer?”

This question was originally posed in Phase One as a grant writer for just all ambulance agencies, but the group in Phase Two, chose to expand this to include all public safety, and possibly a grant administering agency. This person would seek out grants sources, give

public safety agencies updates to available grant funding opportunities, assist or write grants, and then administers the grants when awarded?

Positive	Negative
<ul style="list-style-type: none"> <li>• Could have success with First Responder federal block grants while they last.</li> <li>• South Central Oregon Economic Development District currently exists and could fill this need.</li> <li>• Takes the pressure off the local agencies to administer the grant funding</li> <li>• Money would not come from local taxes.</li> <li>• Free up project money to use on operational costs.</li> <li>• Could be on the full time search for grant funding sources.</li> </ul>	<ul style="list-style-type: none"> <li>• Major funding source of First Responder federal block grants are probably ending.</li> <li>• If grants become easier to apply for, more agencies will apply, creating local competition, or possible favoritism</li> </ul>

“Could Klamath County’s Public Safety agencies benefit from joint volunteer training and recruitment?”

A single Point of Contact known as a Volunteer Access Center, (VAC) could be developed for those who wish to volunteer, but do not know where to start. Although individual disciplines already practice joint training, there are several similar entry-level training courses that can be facilitated by one POC.

Positive	Negative
<ul style="list-style-type: none"> <li>• Although individual training is specialized. Introductory training is</li> </ul>	<ul style="list-style-type: none"> <li>• Initial background checks and current certification checks are also</li> </ul>

<p>typically standard and overlapping.</p> <ul style="list-style-type: none"> <li>• A VAC placed in an organization like Klamath Community College (KCC) could benefit from offering the required training.</li> <li>• A website can be virtual VAC and developed to direct the potential volunteer to the proper agency to fit their needs.</li> <li>• A “volunteer fair” which is an event much like a job fair in which agencies set up booths, and people go to learn about opportunities to volunteer.</li> <li>• This is already occurring in the mental health field, and could be encouraged to expand into all disciplines.</li> </ul>	<p>something that must be considered.</p> <ul style="list-style-type: none"> <li>• It will not work unless VAC has the time, mission and “gas in their tank” to undertake this task.</li> <li>• A website VAC may be impersonal and not answer all questions.</li> <li>• Unless seeking input, the VAC will tend to fill their favorites or the “squeaky wheel”</li> </ul>
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“Could a system of volunteers be set up to “triage” mental patients who repeatedly abuse the system?”

This would be a network of trained volunteers to respond at the request of agency personnel, to assess the needs of a repeat offender/user of the system. These are people who lack the coping skills to solve their problems long term and rely on 9-1-1 and the public safety services it can access.

<p>Positive</p> <ul style="list-style-type: none"> <li>• This could be done through faith based organizations such as chaplaincies.</li> </ul>	<p>Negative</p> <ul style="list-style-type: none"> <li>• This only sorts them into the proper support system and is not an actual problem solver.</li> </ul>
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<ul style="list-style-type: none"> <li>• Could take the volume of calls for service pressure off responders who are seeing repeat clients who don't really have emergencies.</li> <li>• Something similar may already exist</li> </ul>	<ul style="list-style-type: none"> <li>• There may be some assumed liability</li> <li>• The agencies would need criteria of when to refer the person to the volunteer support network.</li> <li>• This would need a parent organization and point of contact.</li> <li>• May need to separate out the core reason prior to referral, such as violence/abuse from mental illness</li> </ul>
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“Should citizens be involved in Public Safety at the Unified Public Safety Council?”

There are many different Public Safety agency councils and committees that meet and confer over issues on a regular basis. During Phase One this question was originally posed as citizen representation at the Emergency Management Council. By name this does not exist, but the concept was applied to all Public Safety committees and councils.

<p>Positive</p> <ul style="list-style-type: none"> <li>• Adding citizens to the council would broaden the education of those attending.</li> <li>• It would break the “closed door” and “Good old Boys” syndrome perceived by some.</li> </ul>	<p>Negative</p> <ul style="list-style-type: none"> <li>• It can decrease the needed communication and conversation about sensitive matters.</li> <li>• Who is chosen to represent the citizens or is it an open door policy?</li> <li>• Citizen involvement may drop after some time due to lack of interest as it is not mandatory.</li> </ul>
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“Is there a need for a volunteer neighborhood based citizen response team?”

A Citizen Emergency Response Team or CERT is a concept that is widely used throughout the United States. The concept includes groups of citizens that watch out and care for their neighbors during times of disaster. The level of training is very basic and the purpose is to solve the non-emergency problems so they don't distract from an already overloaded emergency response system. This cooperation can even extended to daily emergencies.

Positive	Negative
<ul style="list-style-type: none"><li>• Creates a sense of community</li><li>• It is already occurring in some neighborhoods and just needs to be copied and place in others.</li><li>• Emergency Management could take the lead on this as it falls directly into their purview.</li></ul>	<ul style="list-style-type: none"><li>• Not all neighborhoods are “neighborly”</li><li>• It is another group to manage and a meeting to attend.</li></ul>

“Is there a need for a temporary employee pool to be shared by Public Safety agencies?”

Many agencies loose good part time employees because the employees leave for full time employment. Many of the jobs are either not funded full time or do not have full time workload. Further, many of the skills developed by employees of Public Safety employees are similar among agencies within a discipline.

Positive	Negative
<ul style="list-style-type: none"><li>• A temporary agency can manage the different agency needs creating full time workload.</li><li>• Each employees will have been vetted and screened, to a level for all agencies.</li><li>• This will keep good employees from leaving.</li></ul>	<ul style="list-style-type: none"><li>• Limited or no full time employee benefits.</li><li>• Limited in the types of jobs covered by temp agency, no direct supervision or care provider, only administrative duties.</li><li>• Difficult to advertise a “non” position.</li></ul>

# Appendix I – Responses to All Other Ideas

## 1. Mandate “closest unit” response for all public safety agencies to eliminate “Kingdom Building”.

This is generally used under mutual aid and automatic aid, but if unilaterally implemented, it would create a situation where one agency could respond all the time into another agency’s jurisdiction based on a boundary. In this case, one agency is using money from their taxpayers to subsidize another agency’s response.

## 2. Run vehicles longer than 100,000.

The current practice is to get specific years of service out of apparatus and vehicles. Fire agencies try to get a minimum of 20 years of service life out of a fire apparatus, and the last 5 years are typically spent as a reserve apparatus. That means they are only used when the front line engines are down for maintenance. The outlying agencies can purchase a new apparatus and still only have 70,000 to 100,000 miles after 20 years of service. Therefore, many smaller districts will purchase a used apparatus at a decreased cost.

Currently Fire District No. 1 is running one front line engine from 1992 and two from 1989; each of these has well over 100,000 and some are pushing 200,000 miles. Of the five ambulances owned by Fire District No. 1, three have well over 100,000 miles and one of those is still front line. Although grants are constantly being sought by the Fire District, currently no money is available in the budget to replace these apparatus.

Law enforcement vehicles are tools used 24 hours every day for routine patrol, calls-for-service and rapid response to emergency situations. The occasionally need to traverse obstacles and rugged terrain; coupled with frequent acceleration, braking and occasional high speed driving, causes an inordinate amount of wear and stress unique to law enforcement vehicles. Although several police vehicles are currently in service with over 100,000 miles, safety issues become a concern and past efforts of trying to maintain high mileage police vehicles through maintenance and repairs is generally not cost effective. Additionally, with a finite number of vehicles in the fleet, whenever one or more vehicles are down for repairs it

makes it difficult to continue 24 hour patrol operations without doubling up officers in vehicles, which ultimately reduces the ability to quickly respond to multiple calls-for-service that commonly occur at the same time.

**3. Demand (within reason) a buy local policy to help fuel local economy.**

This is a struggle that occurs within the purchasing departments of each agency, whether to buy local and support the community or buy from a wholesaler and get the most for the taxpayer's dollars. According to a study done by local economists Willie Riggs at the OSU Extension office in Klamath Falls, when a tax dollar is given to local government, it stays in the local economy longer than any other industry.

**4. Prepare a tangible cost comparison between SO and City PD patrolling the UGB to find out who can do it most cost effectively**

This would be addressed in the recommendation covering Special Districts.

**5. Adding violence prevention as a line item to county and city budget to stop the cycle. Could ask for local non profits to apply similar to tourism grant program or choose a signature 1 or 2 high performing, proven non profits**

Stop the Hurt campaign is currently being funded at an ad hoc level by interested agencies. This system is being built out and developed, but must be formalized and institutionalized for it to be long term. The line item exists in the fire service, but currently the funding is being looked at for cuts due to lack of funding. The Klamath Falls Police Department also currently has a line item for Crime Prevention that is funded at \$4,000 annually.

**6. Search and Rescue Fees**

Search and Rescue is currently a constitutionally mandated service that must be provided by the Sheriff. Because it is mandated, it has many grant opportunities for funding. Fee for service is something that agencies in the northern portion of the state have adopted for rescues on Mt Hood. Research on the subject of charging for a service that is constitutionally mandated should be looked into prior to making this a recommendation.

**7. Ask churches/businesses/service clubs to “adopt a bed” at the jail**

Although the cost can be broken down to the individual beds, the jail is funded by POD and not bed count. The funding of a bed is broken down by the cost of a POD (there are three different sized PODs) divided by the total number of beds within the POD. This may work for partial funding of an operating jail, but this would run into issues of managing donations to open a POD. For instance, when funding exists for only a few beds or partial POD but not enough money exists to staff that POD, what happens?

This idea will need to be explored by the Sheriff and the BOCC to determine the actual implementation, management and benefits of this program.

**8. Keep county and city accountable when issuing a tax free zone that impacts special districts**

A dialog is now open between the City and special districts as a result of this issue being discussed in this forum.

**9. Advertise on patrol cars, fire trucks and ambulances**

The potential revenue of this program could increase the agency funding from a few \$1000s to up to maybe \$10,000 per year. The range would depend on the rate charged and the number of vehicles in the fleet. This is a program that must be implemented at the agency level and will need guidelines and policies to manage it closely. For instance, it can create a hardship on the agency if they are sued for discrimination based on the Public Safety agency not allowing an inappropriate product or company or political action committee to advertise on their vehicle.

**10. Produce public safety education video/ provide educators with direct access to public safety officials for classroom presentations**

This is a great idea and requires funding. The school districts could benefit from guest speakers bringing engaging conversation in to the classrooms. The community would benefit from this in the long term as the students grow up and begin to become active in civic activities. Although this occurs on a limited basis, this should be considered on the wholesale immediately.

In the future, further development of standard curriculum on local government should be created and delivered regularly to target age students. This would provide for long term program stability of a standard course delivery. Several of these suggestions were directly addressed in the recommendations covering Prevention.

**11. The need for a hardened Emergency Operations Center for computer and communications technology**

This is a cost item that should be addressed through grants, as the funding is available.

**12. Buy more electronic home monitoring devices paid for by offenders themselves**

A cost benefit analysis of the home electronic monitoring devices should be looked at for future use even if the Jail receives a stable funding stream. These devices could ultimately reduce the cost of corrections, and leave the room in the jail for the truly dangerous and evil criminals.