

**Public Safety Resources in Lane County, Oregon  
and Nine Other US Counties**

**A report to**

**Lane County Council of Governments**

**Prepared by**

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**October 2006**

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# 1 Introduction

The criminal justice system is composed of a number of agencies that are charged with protecting public safety. These agencies include law enforcement, prosecution, courts and corrections—each of which plays a role in protecting citizens from crime and responding when crimes are committed. The extent to which these agencies can—and do—react as a system varies greatly from jurisdiction to jurisdiction, although in much of the United States different levels of government are responsible for different functions implying that there may be little cooperation within the “system” across these jurisdictional boundaries. In many jurisdictions, law enforcement is primarily a local function, while courts (including prosecution) and corrections are state functions. Even in jurisdictions like Lane County, where responsibility for most of these functions is local, it can be extremely difficult to identify appropriate levels of staffing and other resources to assure that each agency is efficiently and effectively able to meet community standards with respect to public safety.

This report is intended to provide information to Lane County that can be used in the assessment process that is underway to determine “optimal” levels of staffing and resources for its public safety agencies. The situation for Lane County is dire because of funding constraints that have forced substantial reductions in funding for key components of its justice system—resulting in extremely low numbers of patrol deputies, reductions in the numbers of deputy district attorneys, elimination of programs that could prevent or reduce crime, and closing of jail beds because of insufficient staffing.

Lane County has been developing a model of its justice system to simulate the flow of cases through its agencies (the IDM2). This model will allow County policymakers, planners and practitioners to assess the impact of changes through Lane County’s adult corrections system, including arrests, prosecution case tracking and sentencing. This type of simulation—coupled with policy objectives—should help Lane County identify changes in resource requirements in the future, as well as to develop an understanding of the effect of changes in one part of the system on the other components.

As a word of caution, it is important to keep in mind that “optimal” is a relative term. When we are concerned about public safety and the criminal justice system, we can identify two extreme levels of resource provision: At the highest extreme, every possible resource is devoted to preventing and solving crimes and punishing criminals with the goal of driving crime towards zero—to the sacrifice of other public and private uses of resources. At the lowest level, a community devotes a minimal level of resources to public safety at a “cost” of increased crime. These extremes, of course, bracket the policymaker’s decision—to identify the level of resources—somewhere between these extremes—to devote to crime control and justice. The optimal levels of staffing depend upon the community’s goals, its resources, and its willingness to use those resources to attain its public safety goals.

This report contains an analysis of public safety resources in ten counties. The purpose of the report is to identify and compare the allocation of public safety resources in Lane County with those in the other counties. The comparison counties include the three Oregon counties that

Lane County has used for intra-state comparisons and six counties in six other states that were identified as similar to Lane County in terms of demographics and crime patterns. This comparison will provide Lane County with one measure for judging how well they are staffing and funding public safety resources. However, it is important to understand that developing appropriate comparisons can be difficult. In order to make appropriate comparisons, data that are similar must be acquired for all of the counties. Similar data may be difficult to obtain because jurisdictions have different structures and jurisdictions measure or “count” differently. To address this issue, standardized data collected by Federal agencies were used to the extent that appropriate data were available. These Federally developed databases were supplemented with data gathered from local sources. As a result of this strategy, some comparisons may not be as exact or as timely as desired, but these comparisons are still useful in assessing the relative standing of the counties on specific items at a specified time. In assessing how well Lane County compares to the other counties, readers are encouraged to focus on the overall pattern rather than the relationships between individual comparisons. In addition, to the extent that Lane County officials may have more current data than those included here, that more up-to-date information can be used to assess the extent to which the current situation is better or worse than that identified with the data used in this analysis.

The following chapter provides a description of the comparison counties. Chapter 3 provides information on staffing levels and productivity across these counties, with particular attention to how the resources compare to those of Lane County. Chapter 4 provides information on some of the public safety related programming supported by the comparison counties outside of Oregon. The final chapter provides conclusions and recommendations.

## 2 Comparison Counties

Data from the US Census and the FBI Uniform Crime Reporting Program (UCR) were used to identify a purposive sample of counties comparable to Lane County, Oregon. The following factors were considered in selecting counties with values similar to Lane County: Population, Violent and Property Crime Rate (Uniform Crime Report), and demographic composition. In addition, effort was made to identify counties from different regions of the country.

We initially examined statistics for Metropolitan Statistical Areas (MSA), looking for MSA's with similar violent and property crime rates and then population. In 2004, the Eugene-Springfield MSA had a population of 333,776; the violent and property crime rates were 257.7 violent and 4,905.70 property crimes per 100,000 residents, respectively.<sup>1</sup> The national average crime rates in 2004 were 465.5 and 3,517.1 per 100,000 population for violent and property crime, respectively. Thus, in 2004 the Eugene-Springfield MSA had a much lower violent crime rate and much higher property crime rate than the national averages. MSA's with similar population sizes and crime rates were then identified and census data were consulted to identify the demographic composition of the county within the target MSA's focusing on age and racial distributions.

This analysis yielded the following set of counties that were judged sufficiently similar to Lane County for this study. The six counties are:

- Ada County, ID (Boise City-Nampa Metro area)
- Buncombe County, NC (Asheville Metro area)
- Greene County, MO (Springfield Metro area)
- Larimer County, CO (Fort Collins-Loveland Metro area)
- Washtenaw County, MI (Ann Arbor Metro area)
- Whatcom County, WA (Bellingham Metro area)

The following charts provide information comparing the characteristics of these counties to Lane County, as well as to the three Oregon counties that the Lane County Public Safety Task Force included as comparison counties in the report *Lane County Public Safety Task Force Final Report* (October 2005).<sup>2</sup>

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<sup>1</sup> 2004 UCR data are from Crime in the United States 2004 Uniform Crime Reporting Program, produced by the Federal Bureau of Investigation, and were accessed on line at [http://www.fbi.gov/ucr/cius\\_04](http://www.fbi.gov/ucr/cius_04). Previous years' UCR data were obtained from the web-based Data Center of the National Consortium on Violence Research (NCOVR) at Carnegie Mellon University < <http://www.ncovr.org/>>. The UCR data at NCOVR are based on data obtained from the U.S. Department of Justice, Federal Bureau of Investigations, Criminal Justice Information Services Division (CJISD).

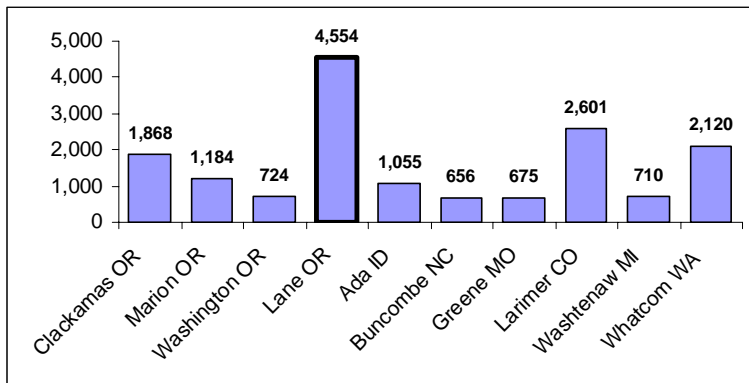
<sup>2</sup> Unless otherwise specified, data indicated as US Census data were obtained from U.S. Census Bureau: State and County QuickFacts. Data derived from Population Estimates, 2000 Census of Population and Housing, 1990 Census of Population and Housing, Small Area Income and Poverty Estimates, County Business Patterns, 1997 Economic Census, Minority- and Women-Owned Business, Building Permits, Consolidated Federal Funds Report, 1997 Census of Governments Last Revised: Friday, 23-Jun-2006 10:45:26 EDT.

- Clackamas and Washington Counties, OR (Portland-Vancouver Metro area)
- Marion County, OR (Salem Metro area)

The characteristics of these counties are important because a number of factors, including age and race, are associated with crime and victimization rates (e.g., offenders tend to be younger). Economic opportunities and characteristics associated with achievement at the individual level (and to some degree the community level) have also been associated with crime rates.

In the remainder of this chapter, comparisons are provided for the geographic, demographic and socio-economic, business and tax, and criminal justice characteristics of these ten counties.

### Geographic Characteristics



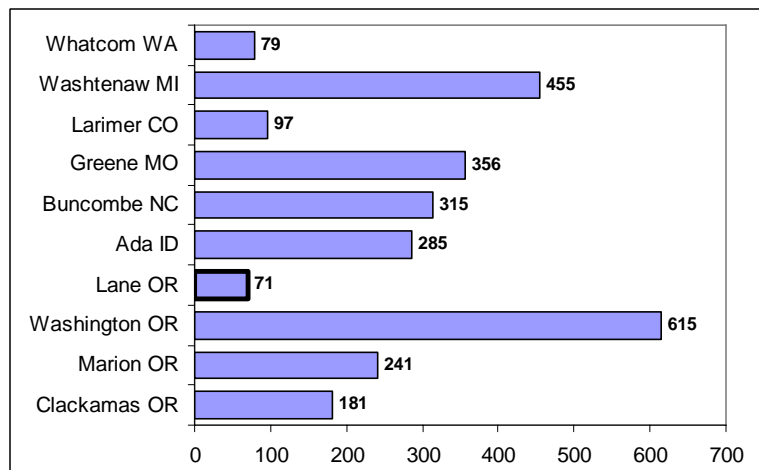
Lane County is a very large county encompassing 4,554 square miles. Figure 2-1 compares the land area of Lane County with the selected comparison counties. As can be seen, with the exception of Larimer County, CO, Lane County is at least twice the area of the other counties, which range in size from 656 square miles to 2,601 square miles.

Figure 2-1. Land area, 2000 (square miles).

The geographic size of a county impacts the need for certain criminal justice resources. In particular, other things equal, larger areas require more law enforcement personnel than more compact regions to ensure timely and adequate response to calls for service or to provide sufficient patrol coverage.

Figure 2-2. Persons per square mile, 2000.

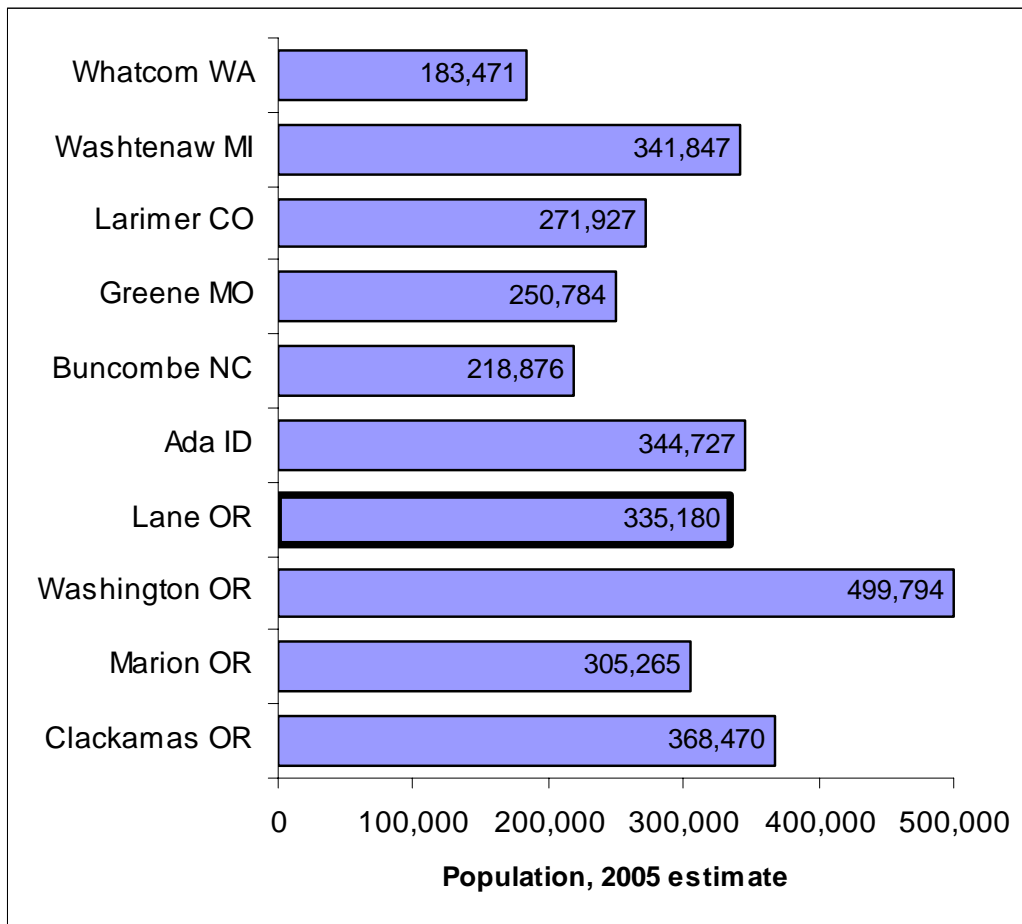
As population size was one of the criteria for selecting comparison counties, the substantial differences in area shown in Figure 2-1 suggest that there should be large differences in persons per square mile (2000) as shown in Figure 2-2. Lane County with a substantial land mass is the least densely populated, with roughly 70 persons per square mile in 2000. In contrast, Washington County



had 615 persons per square mile. The average for the ten counties was a population density of 269 persons per square mile.

### ***Demographic and Socioeconomic Characteristics***

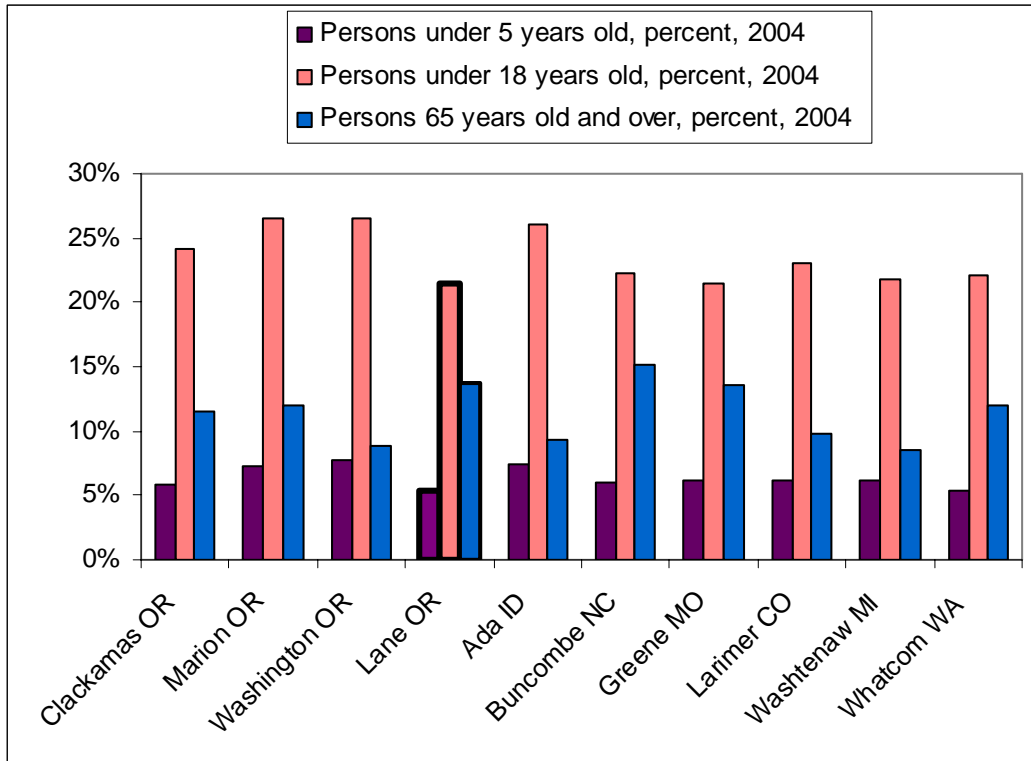
Lane County had a population of 322,959 in 2000 and an estimated population of 335,180 in 2005. Figure 2-3 shows the 2005 population estimates for each of the ten counties in the study. The Oregon comparison counties are shown below Lane and the counties from elsewhere are shown above Lane. All of the comparison counties had estimated populations between 200,000 and 400,000 in 2005, with the exception of Whatcom County, WA (Bellingham) and Washington County, OR (Portland). Lane County's four percent (3.8%) population growth rate between 2000 and 2005 was the smallest of these ten counties, which had an average growth rate of eight percent. Washington County, Ada County, and Whatcom County each had population growth rates over this five year period of ten percent or greater (12.2%, 14.6% and 10%, respectively).



**Figure 2-3. Population estimates (2005) for Lane County and comparison counties.**



Figure 2-4 shows the age distributions for the counties. As can be seen, the percentage of population under the age of 18 ranges from 21.4% to 26.6% (5.4% to 7.7% under the age of 5 years), while the percentage of population older than 65 ranges from 8.5% to 15.1%. Overall, Lane County's population is somewhat older than the comparison counties. A smaller percentage of Lane County's population is young (5.4% under the age of 5 and 21.4% under the age of 18) and a larger percentage (13.7%) is 65 or older. (15.1% of Buncombe County's population is 65 years old or older.)



**Figure 2-4. Comparison of distributions of young and older population subgroups.**

Figures 2-5 and 2-6 provide information about the racial, ethnic and foreign-born composition of the counties. In Figure 2-5, we see that all of the counties are predominately white, with all but Washington County (87.1%) and Washtenaw County (77.4%) having white populations exceeding 90% in 2004. (The average across all ten counties is 90.7 %.) The percentage of Lane County's population that is white is 92.5%, roughly equal to the average across all counties. The extent to which the white population is also non-Hispanic does vary across these counties. The average difference between the percent white and the percent white, not Hispanic is 6.9%, with Lane County near this average at 5%. The average does, however, somewhat obscure the rather large range for this difference of between 2% (Greene County) and 19.1% (Marion County).

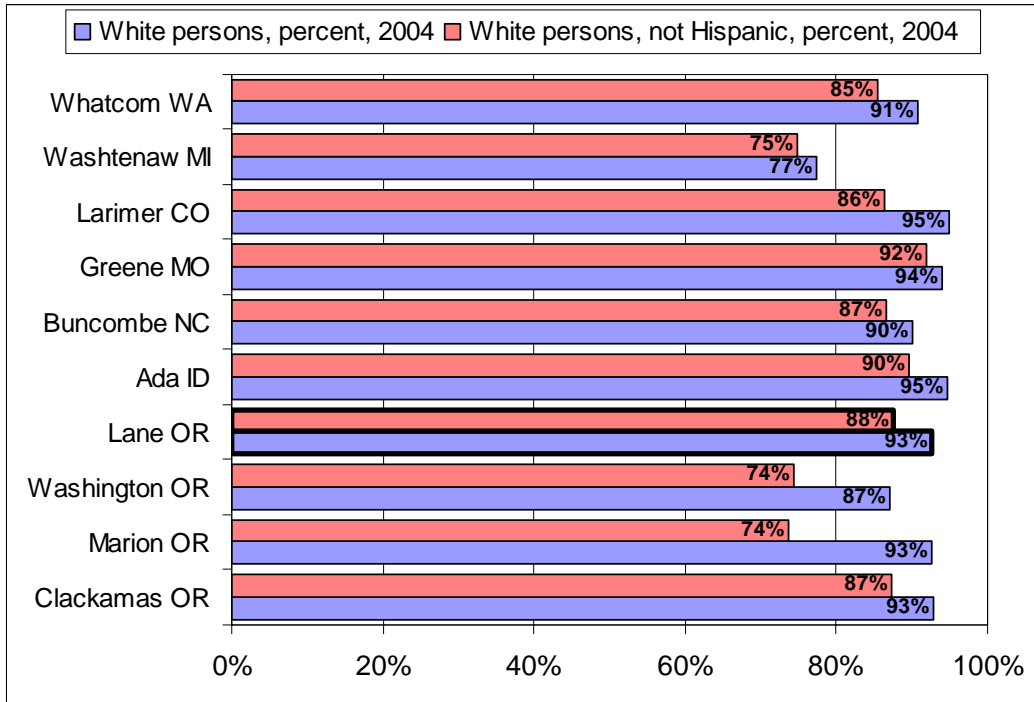


Figure 2-5. Percentages of populations that are white and white, non-Hispanic.

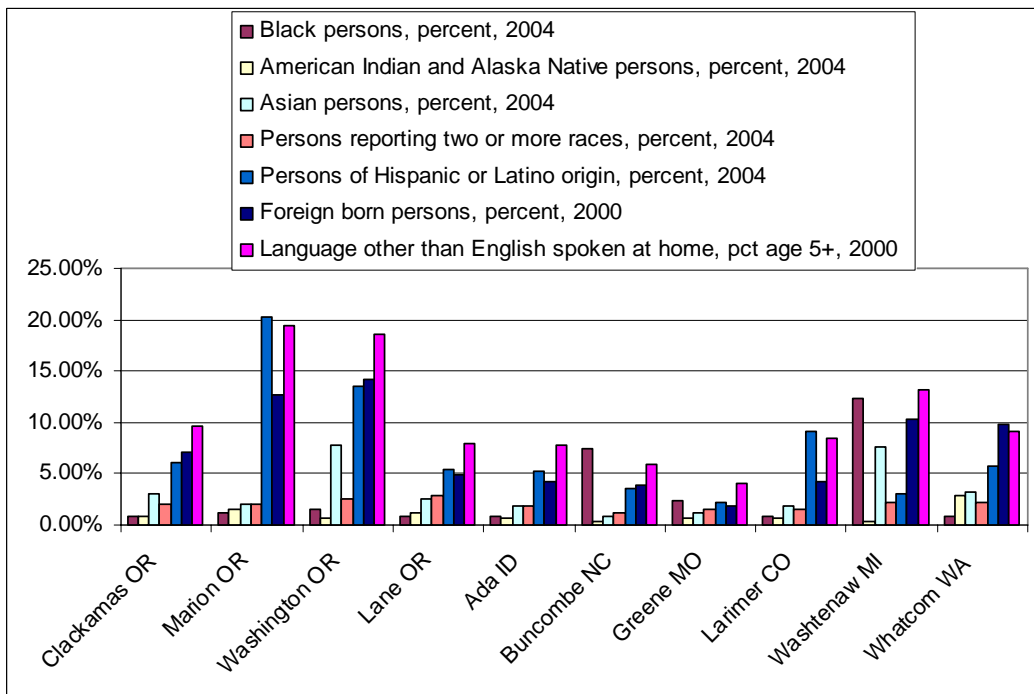


Figure 2-6. Distribution of non-white and foreign-born persons in Lane and nine comparison counties.

With a few exceptions, Lane County’s non-white demographic profile looks similar to many of the comparison counties (Figure 2-6). As noted, Lane County’s population is predominantly non-Hispanic white. In Lane County in 2004, Black persons comprised less than one percent (0.9%) of the population, while Asian persons comprised 2.5% and persons of Hispanic/Latino origin were 5.4%. About 5% of Lane County’s population in 2000 was foreign born and 7.9% of the population reported speaking a language other than English at home. Clackamas, Ada, Buncombe, Greene, Larimer and Whatcom counties have profiles quite similar to Lane County’s profile. In comparison with these counties, the Oregon counties of Marion and Washington have substantially larger Hispanic populations (20.3% and 13.5%, respectively) and Washtenaw County, MI has a substantially larger black population (12.3%).

Figure 2-7 compares the educational attainment of the counties’ populations. The average high school graduation rate across the ten counties in 2000 was 87.3%, ranging from 79.3% (Marion County) to 92.3% (Larimer County). Lane County’s graduation rate of 87.5% is at the average across the ten counties. There is greater variability in the percentage of persons 25 years and older who have bachelor’s degrees. The average across the counties was 30.4%, ranging from a low of 19.8% (Marion County) to a high of 48.1% (Washtenaw County). Although Lane County’s rate of 25.5% is below the average, its rate is similar to four of the counties (Clackamas, Buncombe, Greene and Whatcom), lower than four (Washington, Ada, Larimer and Washtenaw), and higher than one (Marion).

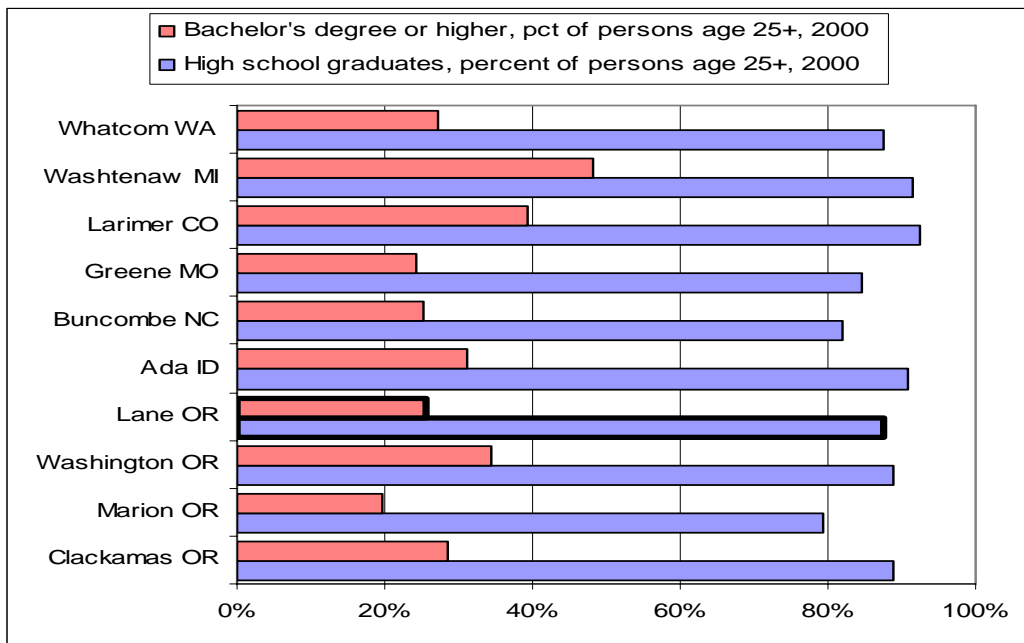
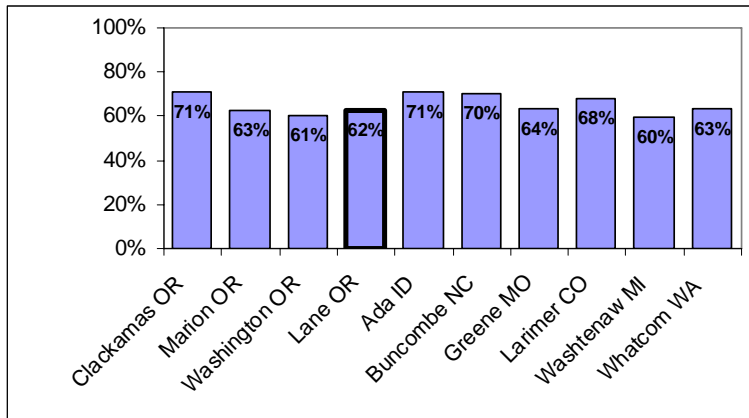


Figure 2-7. Educational attainment (2000).

Three economic measures suggest that Lane County’s population is somewhat poorer than the average of these ten counties. The measures, presented in Figures 2-8 through 2-10, are the

homeownership rate, the median household income and the percentage of population living in poverty.

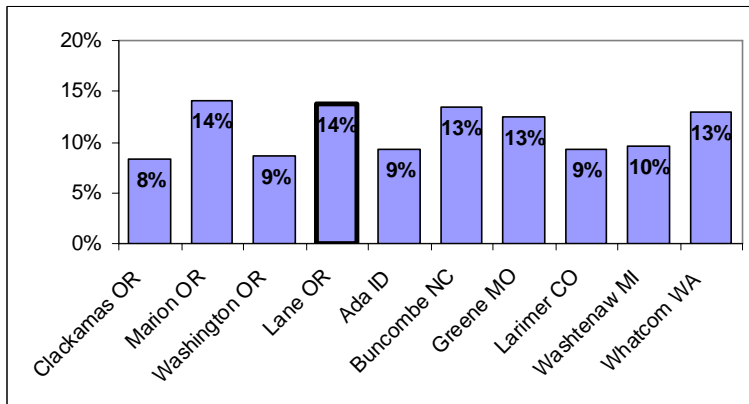
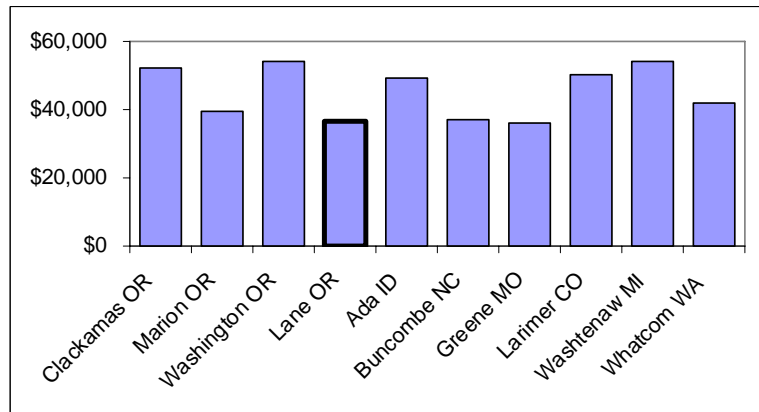


**Figure 2-8. Homeownership rates, 2000.**

Figure 2-8 shows that the Lane County homeownership rate was 62% in 2000, compared to an average across the ten counties of 65.2%. Only Washington and Washtenaw counties had lower homeownership rates. Among these ten counties, Clackamas and Ada counties had the highest rates of homeownership at 71%.

**Figure 2-9. Median household income, 2000.**

Median household income in Lane County was \$36,592, below the average across the ten counties of \$45,129 and lower than all but Greene County (\$35,958). Marion and Buncombe counties also had median incomes below \$40,000, while Clackamas, Washington, Larimer, and Washtenaw had median household incomes above \$50,000 in 2000.

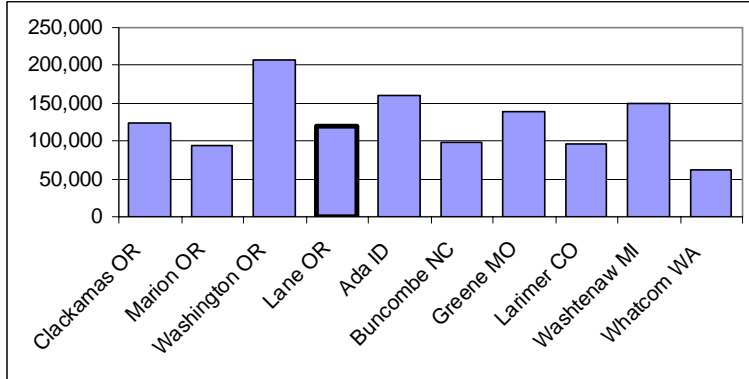


**Figure 2-10. Percentage of population below the poverty level, 2003.**

Lane County's poverty rate of 13.8% in 2003 was similar to that of Marion County (14.1%) and was higher than that of any other county included in the study. The average across the ten counties was 11.2%.

## Business and Tax Bases

This section presents basic information about the business climate and tax bases in the ten counties.



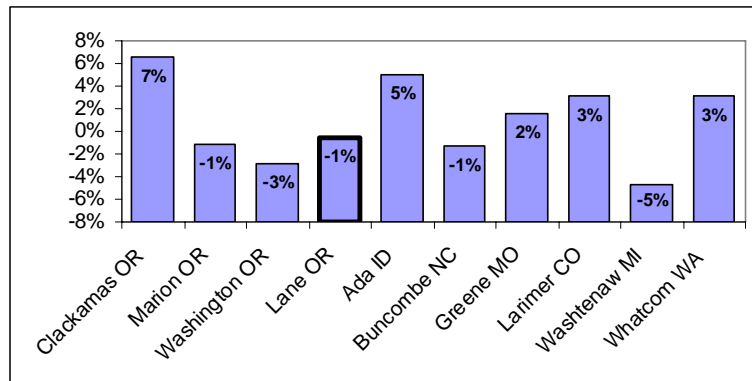
**Figure 2-11. Private, non-farm employment, 2003.**

Figure 2-11 shows the level of private, non-farm employment in each of the counties in 2003. With the exception of Washington County, OR, and Whatcom County, WA, which have considerably larger and smaller populations, respectively, than

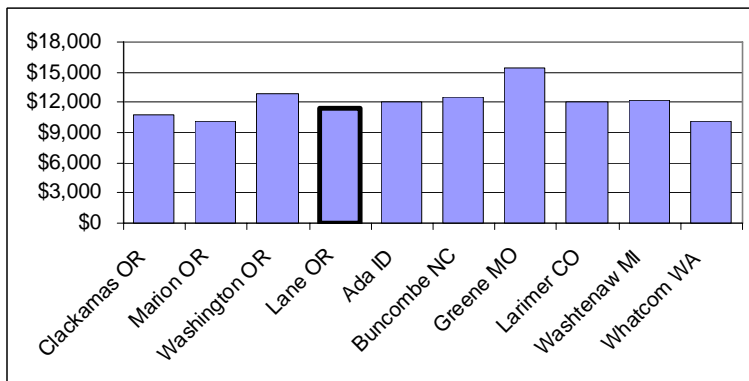
Lane County, the level of private, non-farm employment was between about 100,000 and 150,000 for the counties. The average employment was 125,027, which compares to Lane County's employment level of 118,936.

**Figure 2-12. Percent Change in Private, Non-farm Employment, 2000-2003.**

The counties differed in terms of employment growth or decline between 2000 and 2003. On average, the ten counties experienced a 0.95% increase in non-farm employment over that three year period. During this period, Lane County's non-farm employment declined by 0.5%. Clackamas County showed the greatest increase (6.6%), while Washtenaw County had the greatest decline (-4.7%).



**Figure 2-13. Retail Sales Per Capita, 2002.**

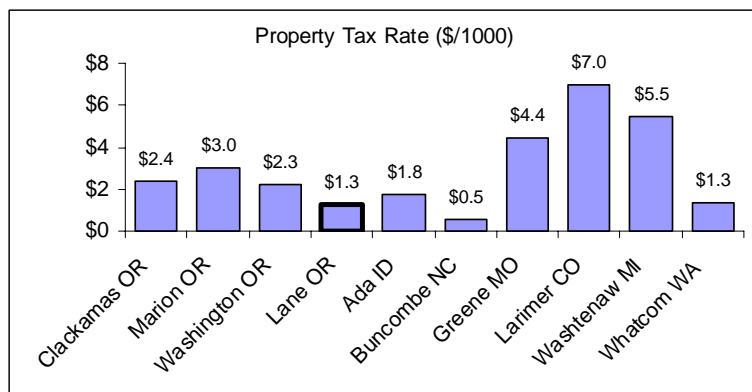


Another measure of the economic health of a community is the level of retail sales per capita. These sales varied in 2002 across these counties from \$10,124 (Marion) to \$15,392 (Greene). Lane County had per capita retail sales of \$11,376—very near the average of

the per capita sales of \$11,949.

Property tax provides much of the funding for these counties. Lane County, as is true for all counties in Oregon, has been faced with a fixed property tax rate that has hampered its ability to fund necessary services. There is considerable variability in the property tax rates currently in effect in these ten counties, as can be seen in Figure 2-14.<sup>3</sup>

**Figure 2-14 . Current property tax rates.**



Within Oregon, the demands on county governments are more uniform than are those across the various states. In particular, many of the functions funded by Lane County, including courts, prosecutor’s office and probation, are funded at the state level in some of the comparison counties. In particular, Colorado and North Carolina make substantial (if not

total) contributions to at least some of these functions for their counties. Thus, care must be taken in drawing too many conclusions from a strict comparison of the property tax rates—what is apparent, however, is that Lane County with a rate of \$1.28 per \$1000 property value has a property tax rate substantially lower than most of these counties, which have an average rate of \$2.94.

## **Crime and Victimization**

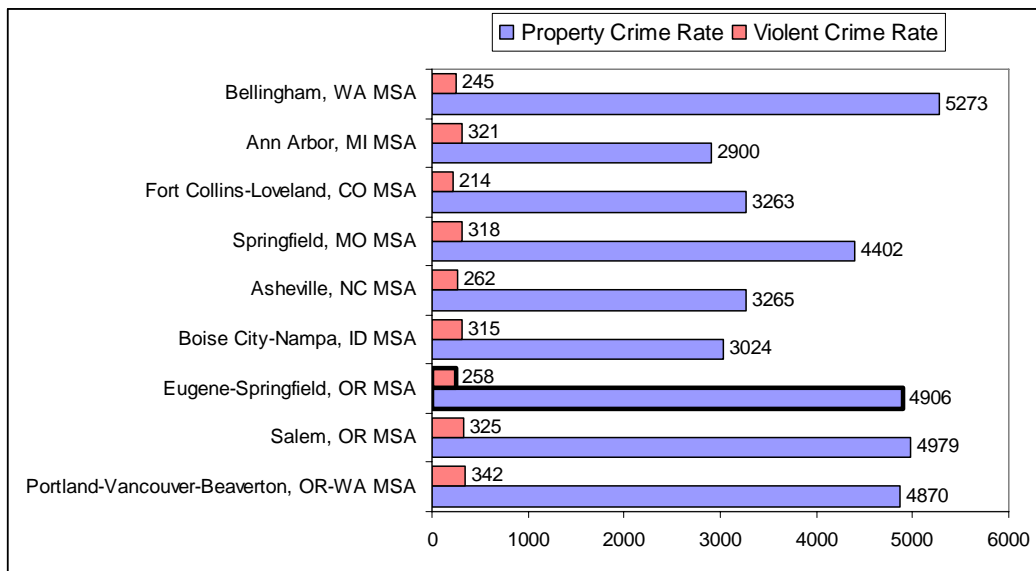
Because Lane County governments are working to better align criminal justice system resources with county-level needs, it is important for the analyses that the comparison counties be similar to Lane County in terms of crime and victimization rates. This section presents crime rates and information on the number of offenses reported through the Uniform Crime Reporting (UCR) System.<sup>4</sup> Figure 2-15 shows the 2004 violent and property crime rates for the nine Metropolitan Statistical Areas (MSAs) that contain the ten counties.<sup>5</sup> As can be seen, the violent crime rate in

<sup>3</sup> Identifying an appropriate number to use as the current tax rate for a county is somewhat complicated. Most counties have a number of different tax districts (e.g., different school districts, fire districts) that result in county residents paying a different rate depending upon where they live. In addition, some counties tax on assessed value while others identify a taxable basis against which millage is applied. The data shown in Figure 2-4 were derived from information posted to county websites and reflect rates in 2005 or 2006. In some cases, the county identified a ‘typical’ taxpayer and provided a rate. In those cases, that rate is included in the figure. When a ‘typical’ rate was not available, the median rate for the various districts was identified and added to the county base.

<sup>4</sup>Uniform Crime Reporting data were obtained through the website at the Federal Bureau of Investigation (<http://www.fbi.gov/ucr/ucr.htm>) and the National Consortium for Violence Research Data Center (<http://www.ncovr.org/>). Statistics and some data were also gathered from the *Crime in the United States 2004* published by the Federal Bureau of Investigation.

<sup>5</sup> Portland-Vancouver-Beaverton includes Clackamas and Washington Counties; Salem includes Marion County; Eugene-Springfield includes Lane County; Boise City-Nampa includes Ada County; Asheville includes Buncombe

2004 varied from 214 to 342 violent crimes per 100,000 population, while the property crime rate varied from 2,900 to 5,273 per 100,000 population.<sup>6</sup> The MSA containing Lane County was midrange, with 258 violent crimes and 4,906 property crimes per 100,000 population. The violent crime rate for the ten MSAs was lower in 2004 than the national total of 465.5 violent crimes per 100,000 inhabitants. However, most had property crime rates higher than the national property crime rate in 2004 of 3,517.1 property crimes per 100,000 inhabitants.



**Figure 2-15. Violent and property crimes per 100,000 population, 2004.**

Figure 2-16 shows the reported violent index, violent other and property index crimes reported by law enforcement in Lane and the nine comparison counties for 2004.<sup>7</sup> (These crime totals reflect all crimes reported by any law enforcement agency in the counties and not, e.g., simply the crimes reported by the sheriff's departments.) As can be seen the number of reported property crimes in Lane County is higher than any other county except Marion County.

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County; Springfield includes Greene County; Fort Collins-Loveland includes Larimer County; Ann Arbor includes Washtenaw County; and Bellingham includes Whatcom County.

<sup>6</sup> Violent index (or Part I) offenses include homicide, rape, robbery and aggravated assault; simple and other assaults comprise the violent other offenses. Property index offenses include burglary, larceny-theft, motor vehicle theft and arson. Violent arrests include arrests for the index and other violent crimes. Property arrests include arrests for property index offenses, as well as for forgery-counterfeiting, fraud, embezzlement, buying-receiving-possessing stolen property and vandalism. Only arrests are reported for public order offenses which include weapons carrying-possessing, prostitution and vice, other sex offenses not included elsewhere, drug abuse violations, gambling, offenses against family and children, DUI, liquor laws, drunkenness, disorderly conduct, vagrancy, suspicion, curfew and loitering, runaways, and all other offenses.

<sup>7</sup> Buncombe County's reports are substantially lower for 2003 than for previous years, primarily because of a substantial drop in the number of offenses reported by the Buncombe Sheriff's Department (i.e., in 2002, the Buncombe Sheriff's Department reported 2,948 crimes in comparison to 749 in 2003). Law enforcement agencies voluntarily report to the UCR program on a monthly basis. It is possible that the Sheriff's Department did not report for some months during 2003.

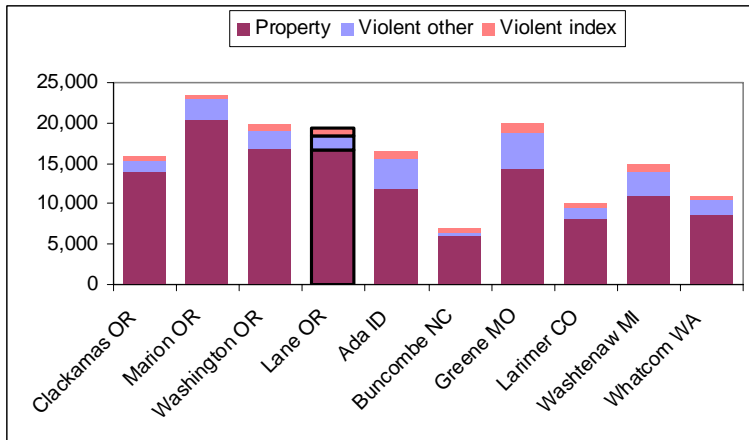
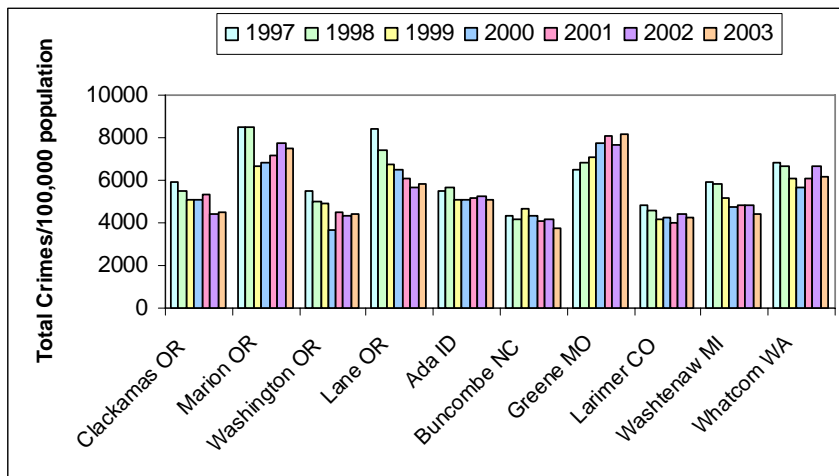


Figure 2-16. 2003 UCR crimes.

Figure 2-17 shows the UCR crime rates (total number of crimes/100,000 population) for the years 1997 through 2003. 1997 was the year that the total crime rate peaked in Lane County (between the years 1980 and 2003).

Figure 2-17. Total crime rates, 1997 – 2003 (UCR data).

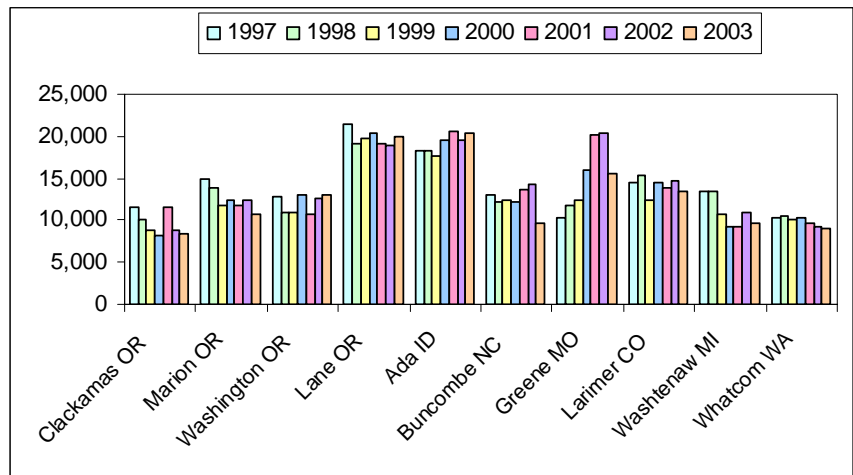


There is considerable variability among the counties in terms of the short-term trends in crime rates, as expressed by this UCR measure. Lane County has experienced the steadiest year-to-year decline in crime rates, while two other Oregon Counties (Clackamas and Washington) and Washtenaw County MI had declining crime rates, albeit

less dramatic than the decline for Lane County, where the crime rate fell from 8,424 to 5,843 per 100,000 population over this 7-year period. Marion County, the third comparison Oregon County, experienced a drop in crime rate between 1998 and 1999, after which the rate has risen. Rates have generally risen over this period in Greene County MO, while the crime rates have been relatively stable in the remaining counties.

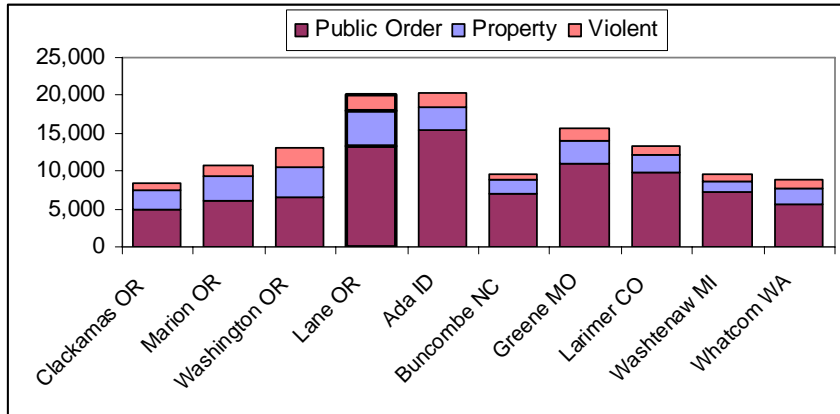


The following charts present information on violent, property and total arrests reported to the FBI's Uniform Crime Reporting program between 1997 and 2003. As can be seen in Figure 2-18, Lane County had among the highest numbers of arrests over this period of any of the counties. Further, the level of arrest remained relatively constant for Lane County over this period.



**Figure 2-18. Total number of arrests, 1997 – 2003 (UCR data).**

Figure 2-19 shows the types of arrests for each county for the year 2003. The majority of all arrests for each of the counties were for public order offenses, followed by arrests for property offenses, with arrests for violent offenses contributing the remainder. Lane County agencies reported slightly more than 20,000 arrests for 2003 of which about 2,000 were for violent crimes.



**Figure 2-19. Reported arrests, 2003 (UCR data).**

Lane County and Ada County had substantially higher numbers of arrests for public order offenses than the other eight counties. The average

number of public order arrests in 2003 across the ten counties was 8,688. In contrast, Lane County had 13,210 arrests and Ada County had 15,510 arrests. Lane County had the highest number of property arrests (4,892) of these ten counties, which had an average of 2,844. Finally, Lane County's reported number of violent arrests was 1,951, which was second highest among the ten counties.

## Summary

Six counties were identified that were similar to Lane County in terms of crime rates and population characteristics. These six counties were Ada County, ID; Buncombe County, NC; Greene County, MO; Larimer, CO; Washtenaw, MI; and Whatcom, WA. In addition to the three Oregon counties that Lane County chose for intra-state comparisons (Clackamas, Marion and Washington Counties), these counties will be used in the following chapter as comparisons for Lane County in the examination of staffing levels and other factors associated with public safety.

### 3 Public Safety Staffing and Operations

In this chapter, staffing and productivity will be examined with respect to the following key components of the justice system:

- Law enforcement, in particular the respective county sheriff's departments
- Prosecution, as measured by attorney staffing in the county district attorney or prosecutor office
- Corrections, as measured by local jail capacity and probation and parole

Information on diversion and correctional programs, as well as related efforts in comparison counties, is described in Chapter 4.

Every effort was made in developing the information in this chapter to assure the comparability of the data. To this end, where possible, federal sources of data in which standard definitions are used were accessed. Other data were collected directly from county personnel, as well as from county budgets and publications or information posted to county (or, in some cases, state) websites. Because state and local governments are organized differently in terms of responsibilities and funding for certain government functions, it is sometimes difficult to establish comparable figures. (For example, some states are fully responsible for probation and parole functions and may not be organized to report at the county level.)

In looking at staffing levels, there are two perspectives that can be considered. Most commonly, we are used to thinking in terms of per capita—patrol officers per capita, for example. However, in other cases, it is more useful to think in terms of resources as they would be used in the context of the criminal justice system. Thus, arrest per crime committed is a useful statistic, as is cases filed per prosecutor FTE.

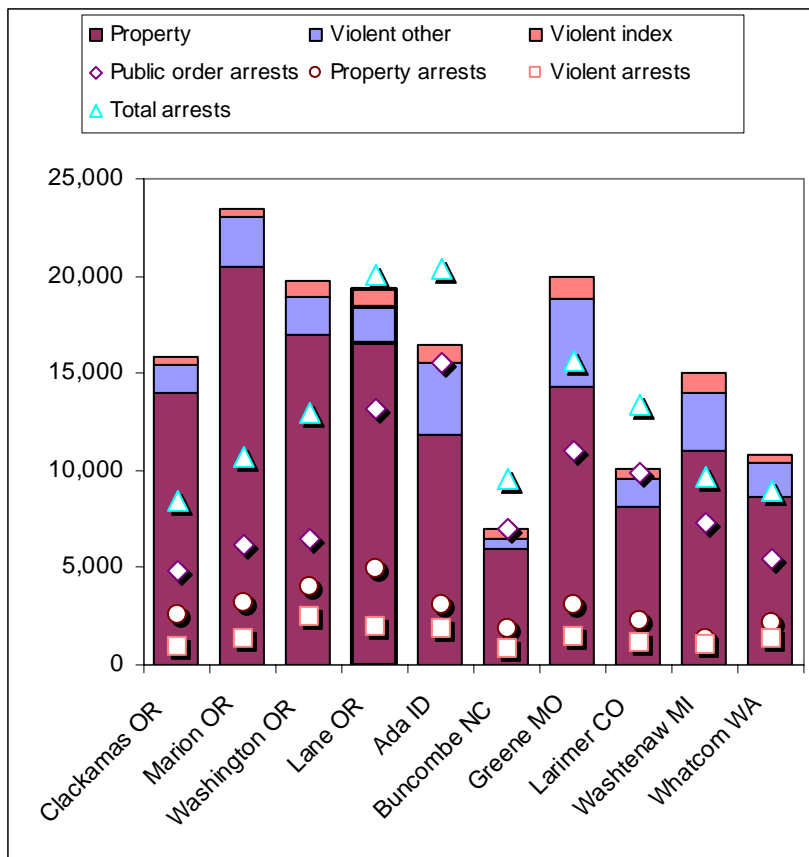
Many of the analyses in this chapter rely on crimes reported and arrests. Figure 3-1 continues the exploration of the available Uniform Crime Reporting program data by showing, for 2003, the crimes and arrests reported to the FBI by the law enforcement agencies in these counties (2003 data from Figures 2-16 and 2-19).<sup>8</sup> On average, these counties had about 15,800 crimes and nearly 13,000 arrests.

Figure 3-1 shows variability among the counties in the nature of crimes in these counties, measured as property, violent other and violent index offenses reported to law enforcement and

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<sup>8</sup> Violent index (or Part I) offenses include homicide, rape, robbery and aggravated assault; simple and other assaults comprise the violent other offenses. Property index offenses include burglary, larceny-theft, motor vehicle theft and arson. Violent arrests include arrests for the index and other violent crimes. Property arrests include arrests for property index offenses, as well as for forgery-counterfeiting, fraud, embezzlement, buying-receiving-possessing stolen property and vandalism. Only arrests are reported for public order offenses which include weapons carrying-possessing, prostitution and vice, other sex offenses not included elsewhere, drug abuse violations, gambling, offenses against family and children, DUI, liquor laws, drunkenness, disorderly conduct, vagrancy, suspicion, curfew and loitering, runaways, and all other offenses.

to the UCR. In addition to total numbers of crimes reported, Figure 3-1 also shows the numbers of arrests reported to the UCR by crime type and in total.



Arrests for three types of crimes are reported—violent, property and public order. (See footnote 8 for the crimes that are consider public order offenses.) Public order arrests greatly exceed violent and property arrests in all counties. (Public order crimes are not reported unless cleared, because in many cases, for example drug possession, the crime is unknown to the police until an arrest is made.) As a result, in some cases the number of arrests reported exceeds the number of offenses reported to the UCR. Lane County reports among the highest number of offenses, while also having among the largest number of arrests.

**Figure 3-1. UCR index offenses and violent other offenses reported to police plus arrests reported, 2003.**

The indicators for violent and property arrests are much lower than their respective bars in Figure 3-1. Thus, we observe that clearance rates are less than 100% (not surprisingly) even in cases where total arrests exceed total offenses. Figure 3-2 provides estimates of the clearance rates for these ten counties—measured as number of arrests/number of offenses for violent and property offenses.<sup>9</sup> Overall, we can see higher clearance rates for violent offenses—but, again, there is considerable variability. On average, there are 0.23 arrests per property crime (or 23 arrests for every 100 reported property crimes) and 0.54 arrests per violent crime (or 54 per 100 reported violent offenses). The ranges are substantial—property arrests/property offenses range from 0.12 to 0.31 and 0.26 to 0.88 per reported property and violent offenses, respectively. Lane

<sup>9</sup> ‘Arrests/offenses’ is a common measure of clearance, albeit not a completely accurate one. This measure reflects the number of offenses reported and the number of arrests made during a given period. The arrests include arrests for offenses that occurred in previous periods. Further, disposition is not considered.

County’s rates (0.30 and 0.72 for property and violent offenses, respectively) are better than the average for both crime types.

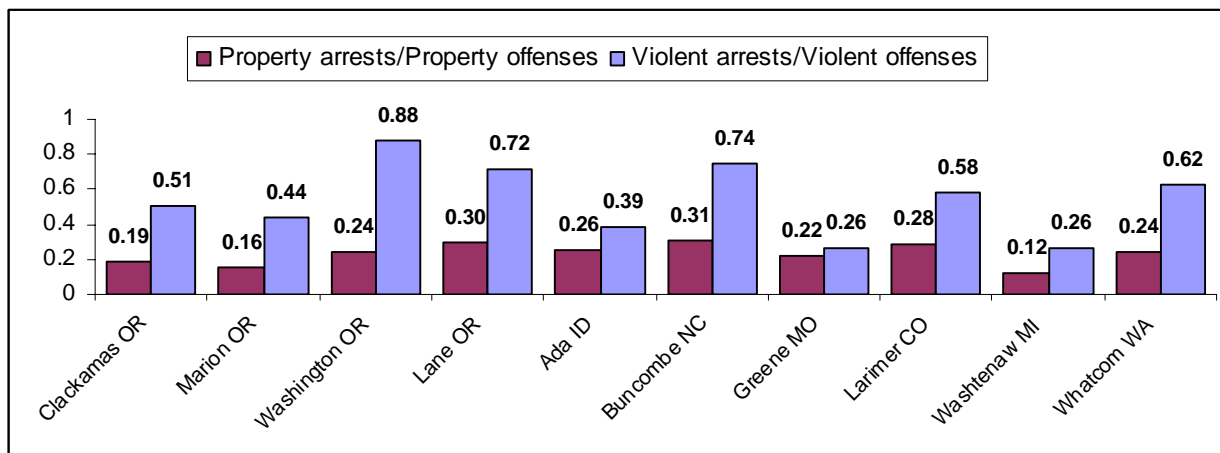


Figure 3-2. Property and violent crime clearance rates, 2003 (calculated as arrests/offenses; UCR data).

Arrests, of course, reflect the initial response to the report of a crime. In unincorporated Lane County, the Lane County Sheriff’s Department has the responsibility for investigating crimes and making arrests as well as operating the county jail. Thus, the level of staffing in the Department is the critical first component for ensuring public safety for the citizens of the County. Following arrests, additional criminal justice system resources are required—jail capacity for pre-trial detention, pre-trial release programs, prosecution resources in the district attorney’s office, and jail and community supervision capacity and programming for post-adjudication management of convicted offenders. The remainder of this chapter compares the levels of these resources in Lane County to those in the comparison counties.

### ***Sheriff’s Department Staffing***

The sheriff’s department responds to calls for service, conducts investigations of crimes committed in the unincorporated parts of a county, provides support to municipal police departments and, in most counties, is responsible for operating the county jail and/or lockup. In this section we use UCR data to examine efficiency in terms of crimes cleared (“arrest efficiency”) and then examine staffing levels to look at productivity by sworn officer.<sup>10</sup>

<sup>10</sup> There are law enforcement resources in addition to the Sheriff’s Department in each of these counties, including local police departments, state law enforcement agencies, and campus police. Thus, full responsibility for responding to all crimes within the county borders does not rest with the Sheriff’s Department. For simplicity (and because the focus of this report is on county resources), only sheriff’s departments are addressed here.

Figure 3-3 shows staffing of full-time sworn officers for the county sheriff's departments (excluding correctional officers).<sup>11</sup> In 2003, sheriff's offices across the US that were serving populations between 250,000 and 499,999 had an average of 193 full-time sworn employees.<sup>12</sup> The ten counties examined here have an average of 134 full-time sworn officers—about 30% less than the national average. Lane County with only 56 sworn full-time employees and 24 patrol deputies has the fewest number of officers and the least number of patrol deputies of the ten counties. Only Lane County, Whatcom County, WA, which is currently experiencing funding difficulties similar to those of Lane County, and Marion County, OR have fewer than 100 sworn FTE. Figure 3-3 also shows the number of patrol deputies for each county (with the exception of Greene for which data could not be obtained). On average, the counties have 80 patrol deputies. Lane County (24 patrol deputies) and Whatcom County (38) have the fewest patrol deputies.

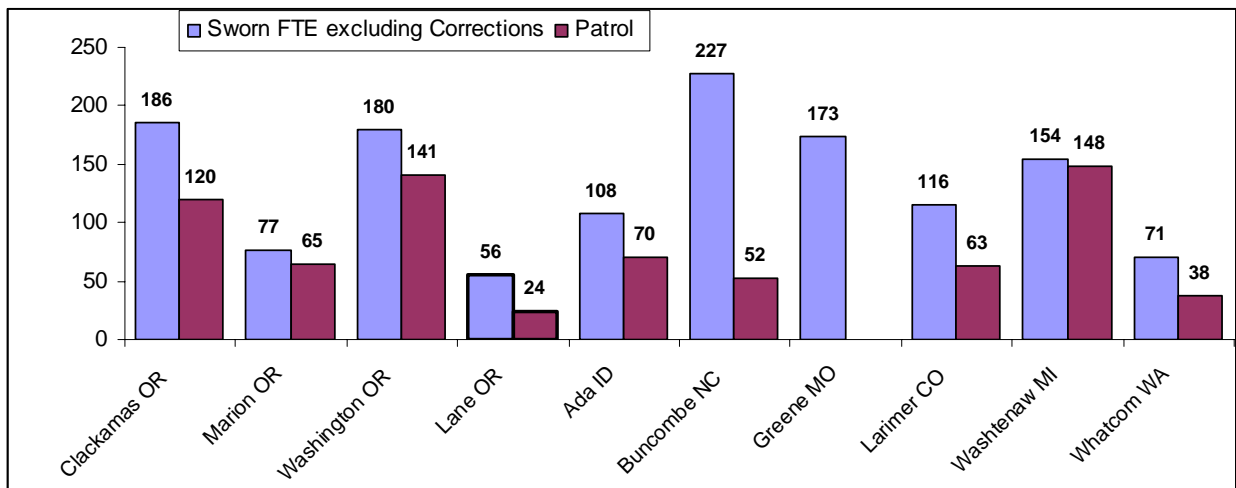


Figure 3-3. Sworn full-time officers and patrol officers (see footnote 10 for data sources).

The numbers of sworn and patrol officers per 10,000 residents is shown in Figure 3-4. As can be seen, Lane County, with 1.7 sworn officers and 0.7 patrol deputies per 10,000 residents, has the fewest sworn full-time deputies and patrol deputies per 10,000 residents of the ten counties.

<sup>11</sup> Data for Clackamas, Marion, Washington and Lane Counties are from the Lane County Public Safety Task Force Final Report (October 2005); data for Ada, Buncombe, Larimer and Washtenaw Counties are from the 2000 Law Enforcement Management and Administrative Statistics Survey and were downloaded from the Bureau of Justice Statistics website ([www.ojp.usdoj.gov/bjs](http://www.ojp.usdoj.gov/bjs)); data for Greene County were extracted from *Crime in the United States* 2004, Table 80, page 471 (patrol FTE not available); data for Whatcom County were contained in a Memorandum from Whatcom County Sheriff Bill Elfo to the Whatcom County Council, dated June 6, 2006 and retrieved from the Whatcom County website (<http://www.co.whatcom.wa.us/sheriff/documents/2006BLEISstaffing-June6.pdf>).

<sup>12</sup> Hickman, M.J. and B. Reeves. *Sheriffs' Offices*, 2003. NCJ 211361. Washington, DC: Bureau of Justice Statistics, US Department of Justice.

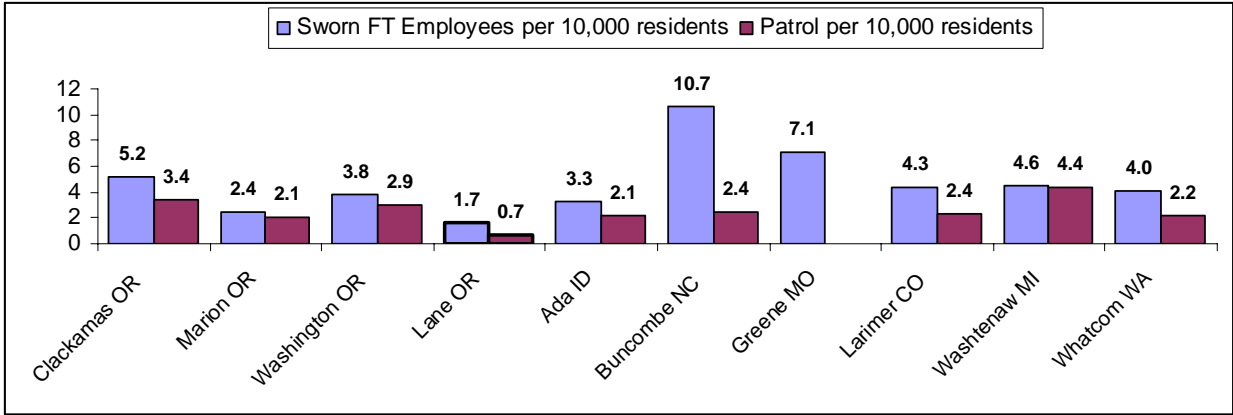
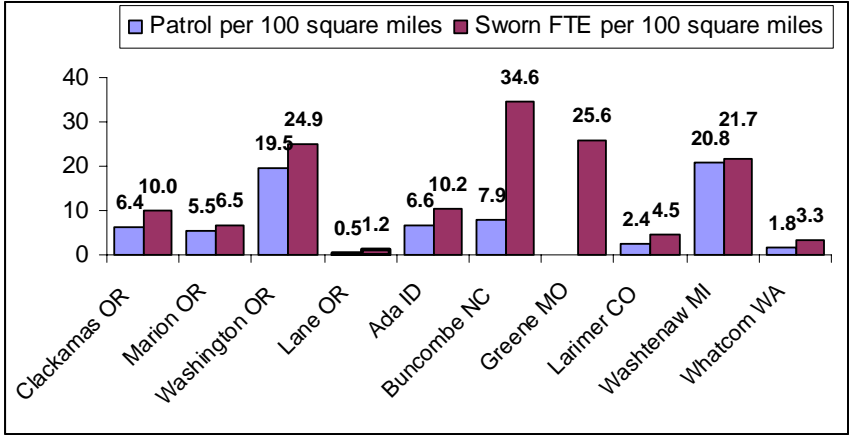


Figure 3-4. Number of sworn full-time deputy sheriffs and patrol deputies per 10,000 residents.

The Lane County Sheriff’s Department is responsible for an extremely large geographic area. As was shown in Figure 2-1, Lane County, which covers a land area of 4,554 square miles, is at least twice as large as all but Larimer County (2,601 square miles). Since Lane County also has the fewest number of deputies, these officers are required to cover much larger territories than those working for any of the other counties highlighted here. Figure 3-5 shows the number of patrol deputies and the number of sworn officers per 100 square miles. The ten counties have an



average of 7.95 patrol and 14.25 sworn personnel per 100 square miles (the medians are 6.4 and 10.10 per 100 square miles). Lane County has 0.5 patrol and 1.2 sworn officers per 100 square miles. Whatcom County has the next least coverage—about three times that of Lane County.

Figure 3-5. Patrol officers and sworn full-time employees per 100 square miles of land area.

Another appropriate metric for law enforcement staffing is the level of criminal activity in the counties. Figure 3-6 shows the number of sworn full-time employees per 100 crimes reported (2003 UCR data).<sup>13</sup> The average for the ten counties is 1.03—on average, there is about one full-

<sup>13</sup> The UCR county-level data include all violent and property crimes reported to all law enforcement agencies in the county (that report data to the UCR). The proportion of crimes within a county that are reported to the sheriff’s department as opposed, e.g., to a local police department varies among the ten counties (data not shown). The correlation between the measure shown in Figure 3-6, sworn FTE per 100 crimes reported in the county, and a comparable measure that includes only offenses reported to the county sheriff’s department is 0.94—suggesting that the two measures provide similar information..

time sworn officer for every 100 property and violent crimes reported. Lane County ranks lower than any other county on this measure, with 0.3 sworn officers per 100 crimes reported. Marion County has a similar level, while the remaining counties have at least twice as many officers per 100 reported crimes as Lane County.

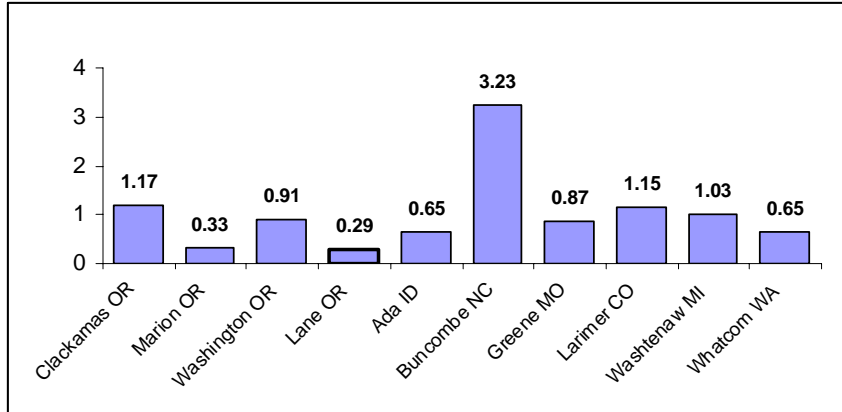


Figure 3-6. Sworn full-time employees per 100 UCR offenses.

Figure 3-7 compares Lane County staffing levels with other levels. According to *Crime in the United States 2004*, the national rate of full-time law enforcement employees is 35 law enforcement employees per 10,000 residents (p. 370). There is variability among the geographic regions of the country however, with the West having 24 employees per 10,000 residents. The average number of sworn employees in metropolitan counties (like Lane County) was 26 per 10,000 residents in 2004. The number in Western metropolitan counties was somewhat lower than the national average at 17 sworn employees per 10,000. As can be seen, the average for the ten counties studied here is 4.7 sworn employees per 10,000 residents—substantially smaller than the national averages. Lane County has only about one-third of the average. Finally, to correct for the availability of other law enforcement resources in the incorporated areas of Lane County, the population of Eugene was subtracted from the county population to generate the 3 full-time sworn officers per 10,000 residents reported for “Lane County excluding Eugene.”

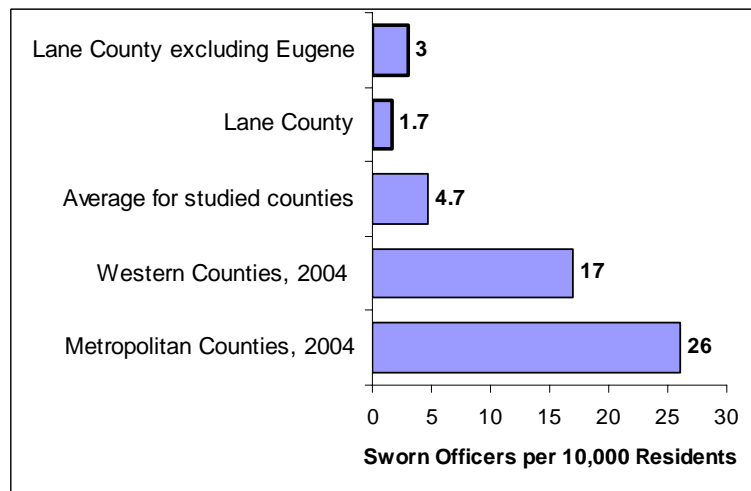


Figure 3-7. Comparison of sworn officers per 10,000 residents.

In summary, by the measures considered here, the Lane County Sheriff’s Department has substantially fewer employees, sworn employees and patrol employees than any of the comparison counties—and many fewer than the national and regional averages.



## Jail Capacity

The county jail provides most if not all of the detention capacity for these counties. Figure 3-8 shows the reported jail capacities for these ten counties. (Lane County and Whatcom County data are the number of beds in the open parts of their jails.)

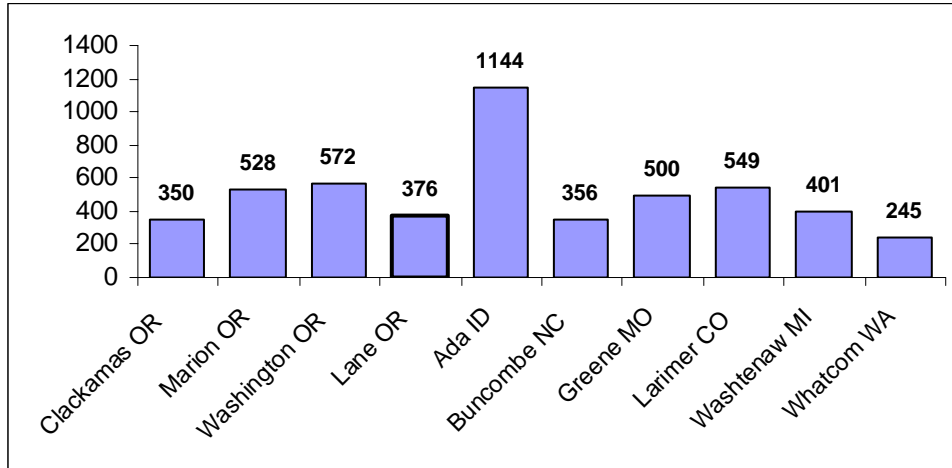


Figure 3-8. Jail capacity.

Lane County with 376 jail beds has the fourth smallest number of beds among these ten counties. The average number of beds is 503 (median number is 450). The following figure takes into account arrest (as a measure of demand for beds) and, thus, allows a better comparison among the counties.

Figure 3-9 shows the number of total arrests per bed and the number of violent arrests per bed. For these measures, higher numbers indicate less jail capacity relative to arrest as a measure of criminal activity.

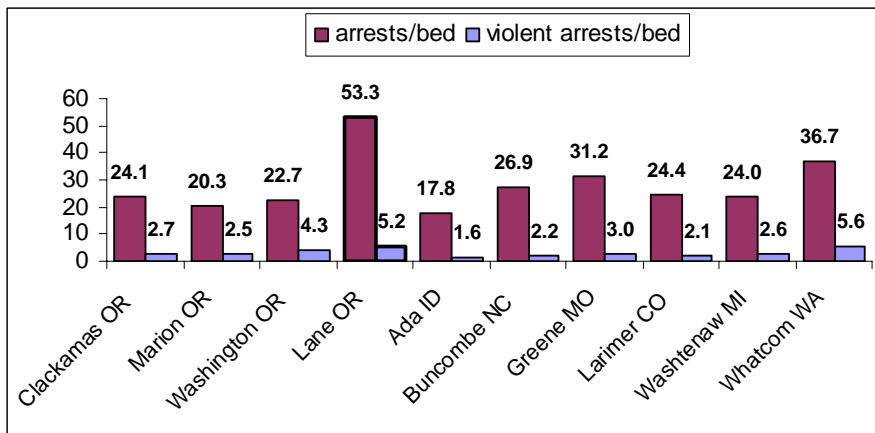


Figure 3-9. Jail capacity measured against arrests.

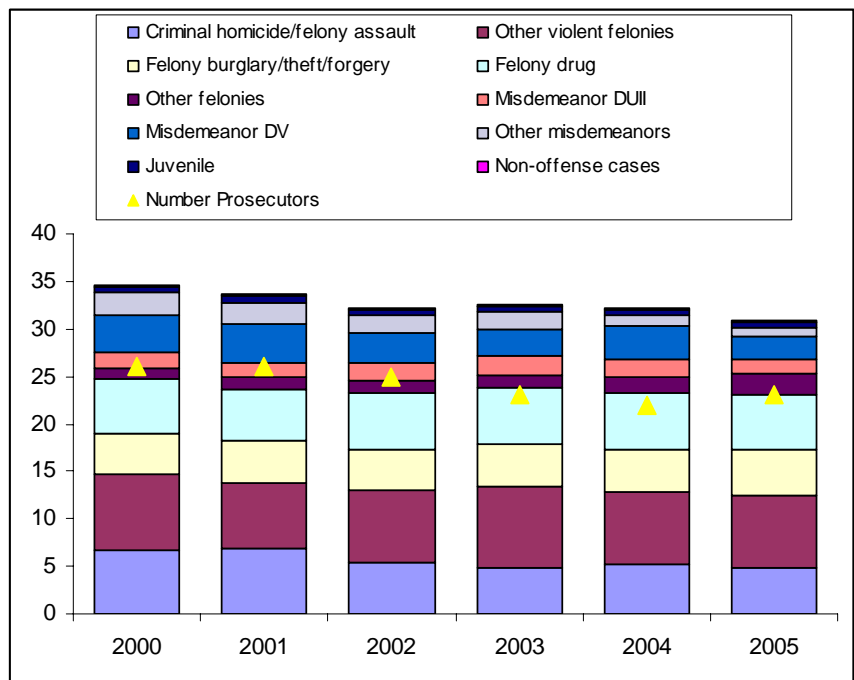
On these measures, Lane County had 53.3 arrests per jail bed and 5.2 arrests for violent crimes per bed. These values are nearly twice the averages across the ten

counties—28 arrests/bed and 3.2 violent arrests/bed. To some extent, however, these averages are inflated by Lane County’s high numbers (and to a lesser extent, Whatcom County’s numbers). The median numbers of arrests/bed and of violent arrests/bed are 24.2 and 2.7, respectively. And, indeed, these median values appear to best represent the data. Seven of the ten counties have 27 or fewer arrests per jail bed; seven counties also have 3 or fewer violent arrests per jail bed.

### **Prosecution: Staffing the Deputy Attorney’s Office**

The American Prosecutors Research Institute (APRI) conducted a workload study of the Lane County District Attorney’s Office in 2004.<sup>14</sup> At that time, Lane County had 25 full-time and 1 part-time prosecutors. Data were collected to make a determination of the amount of time required to process cases of different types. These data were then used to identify how many cases of a specific type (e.g., criminal homicide/felony assault, felony drug, misdemeanor domestic violence) a single prosecutor can handle during a work year. These workload measures can then be applied to projections of cases to determine how many prosecutors are needed. Based on their analysis, APRI reported that Lane County needed 32 FTE prosecutors to manage the county’s caseload. Thus, APRI recommended that Lane County add an additional 7 prosecutors to the DA’s office. Currently, the DA’s office has 23 prosecutors.

Figure 3-10 shows the results of applying the APRI workload measures to the cases processed by the Lane County DA’s Office between the years 2000 and 2005.<sup>15</sup> Also shown is the number of prosecutors for each of those years. As can be seen, the workload generated by the cases disposed by the county exceed the actual staffing by at least 7 (2002) and as many as 10 (2004). The 2005 comparison suggests that the county needed 8 additional prosecutors.



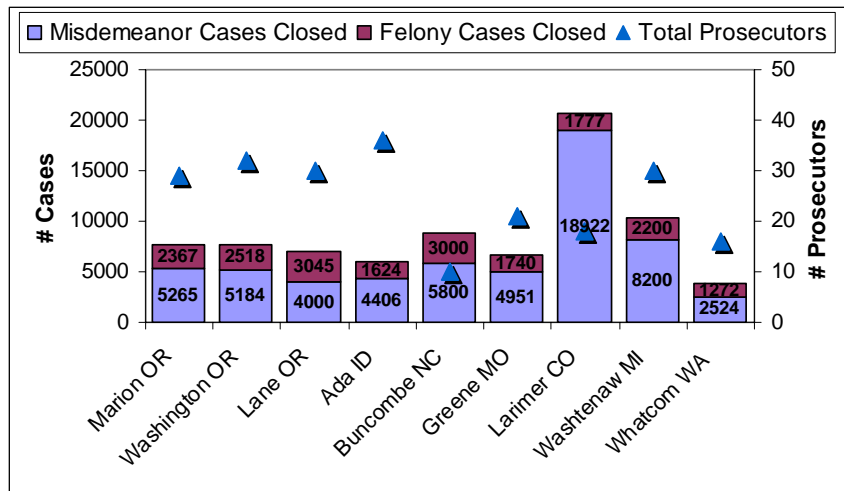
**Figure 3-10. Lane County prosecutor workload and staffing, 2000-2005.**

<sup>14</sup> Nugent, E.M., D.M. Bromirski, and M.L. Miller. *Lane County, Oregon Comprehensive Workload and Resource Allocation Assessment, Final Report: Study Findings*. Alexandria, VA: American Prosecutors Research Institute.

<sup>15</sup> DA workload analysis conducted by Sara Wasserman for the Lane Council of Government.

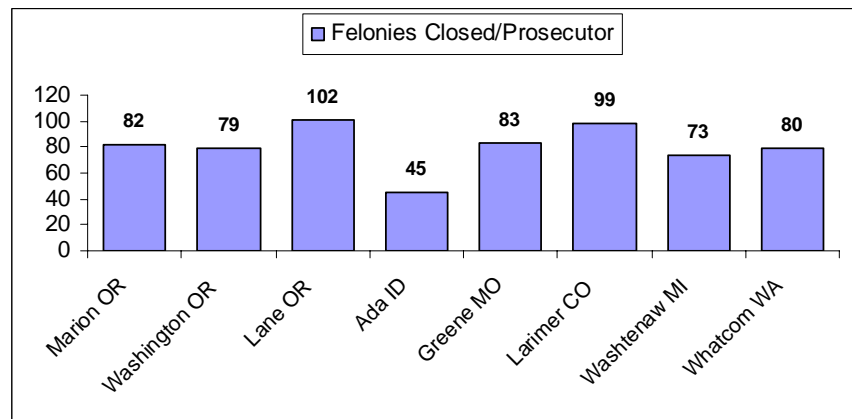
Figure 3-10 also suggests, however, that the apparent reduction in number of additional prosecutors needed from ten to eight between 2004 and 2005 may be due more to changes in decisions to pursue cases than to actual reductions in the number of crimes generating those cases. In particular, it is clear from the chart that the workload generated by the most serious cases has remained relatively constant across this six-year period. The reduction in workload—from a 10-prosecutor deficiency to an 8-prosecutor deficiency—is almost entirely due to a reduction in the workload generated by misdemeanors and other minor cases.<sup>16</sup>

Figure 3-11 shows data from the national *Survey of State Prosecutors, 2001* conducted by the Bureau of Justice Statistics. Shown are the number of felony and misdemeanor cases closed and the number of prosecutors for nine of the ten counties (data for Clackamas County were not available).<sup>17</sup>



**Figure 3-11. Cases closed and number of prosecutors, 2001** (Source: BJS Survey of State Prosecutors, 2001.)

Figure 3-12 shows the number of felony cases closed per prosecutor for the ten counties. Lane County had 102 felony cases closed per prosecutor in 2001 (based on 30 prosecutors and 3,045 closed felony cases). Lane County’s prosecutor productivity was among the highest of the ten.



**Figure 3-12. Felony cases closed per prosecutor, 2001.**

<sup>16</sup> The APRI report (p. 15) also provided information on the staffing ratios for criminal investigators, victim advocates, and support staff. Based on national ratios, the report suggested that the DA’s office needed 8.94 criminal investigators, 5.45 victim advocates, and 29.25 support staff.

<sup>17</sup> Data were downloaded from BJS’s website (<http://bjsdata.ojp.usdoj.gov/dataonline/Search/Prosecutors/index.cfm>). Note that this survey reports a total of 30 prosecutors for the Lane County DA’s office, in contrast to county data reported in Figure 3-10 which showed 26 prosecutors in Lane County. The reason for the difference between the numbers is not known.

The next figure relates the number of prosecutors to arrests, as a measure of crime (and “demand” for prosecution). Figure 3-13 shows, for the year 2001, total arrests per prosecutor and total violent arrests per prosecutor. The larger the measure, the more arrests per prosecutor, implying a potentially heavier workload. The data are 2001 UCR arrests and the number of prosecutors reported on the Survey of State Prosecutors, 2001. Thus, as noted earlier, Lane County’s numbers are based on 30 prosecutors. Based on 30 prosecutors, Lane County had 639 arrests and 78 violent arrests per prosecutor. These figures are near the averages for the ten counties of 661 and 87. (With only 23 prosecutors, Lane County would have had 833 arrests and 101 violent arrests per prosecutor.)

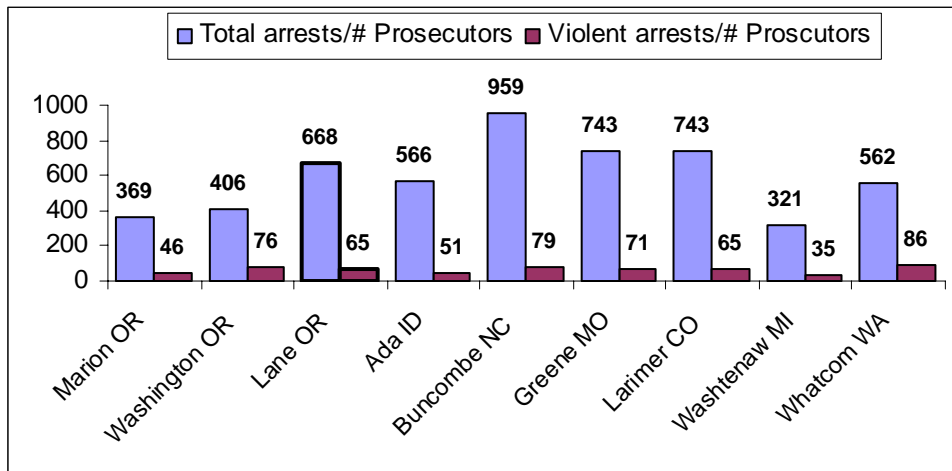


Figure 3-13. Total arrests per prosecutor and violent arrests per prosecutor, 2001.

## Probation and Parole

Most of the comparison counties from outside of Oregon have state-based probation and parole agencies. Thus, it was difficult to obtain data to compare with Lane County’s county-based probation and parole.

With respect to caseloads, however, some general comments can be made. The American Probation and Parole Association (APPA) recommends using a workload assessment approach to identify the appropriate staffing levels. The amount of time required to manage each case is assessed in conjunction with agency contact standards, classification standards, and other requirements.

Generally, high risk and specialized (e.g., sex offender) caseloads are smaller—often prescribed in the 25-to-35 range. Medium risk caseloads of 50 to 80 cases are often observed. For lower risk cases, caseloads of 100 or more are common.

## 4 Programming Provided in Comparison Counties

Two of the six non-Oregon counties currently have criminal justice planning councils. The Criminal Justice Collaborative Council in Washtenaw County, MI is currently focused on establishing a Pretrial Services Unit and improving data sharing among agencies. Whatcom County, WA participates in a Law and Justice Council. This Council was successful in obtaining a 1/10<sup>th</sup> cent sales tax to pay for additional jail capacity in 2004. Greene County was also successful in passing a law enforcement sales tax. This tax was passed in 1997 and generated \$10 million in revenue in FY 2004.

The six counties from outside of Oregon selected for this comparison offer a variety of programs. Programs include sheriff's department programs, diversion programs, jail-based programs and alternatives to incarceration programs. Each of these is discussed briefly below.

### ***Sheriff's Department Law Enforcement Programs***

Sheriff's departments respond to calls for service, conduct routine patrols and operate jails and holding facilities. In addition, as is true with other law enforcement agencies, sheriff's departments may also operate other programs including the operation of or participation in task forces and other specialized law enforcement activities and the operation of crime labs. The 2000 Law Enforcement Management and Administrative Statistics Survey (LEMAS, Bureau of Justice Statistics) collected information not only on the numbers and type of staff of law enforcement agencies but also on the types of operations these agencies conducted.

Table 4-1 shows the operations reported by these agencies in the 2000 survey. (Data for Greene County, MO and Whatcom County, WA were not available.) As can be seen all four departments reported operating SWAT, search and rescue and dispatch. Of the ten types of special unites, none was operated by all four counties, although drug education for schools and juvenile crime units were operated by three of the four departments. Special unites focused on child abuse, drunk drivers and gangs units were operated by two of the four departments. Only Ada County, ID had a cybercrime unit and only Buncombe County, NC had a domestic violence unit in 2000. Finally, none of these departments had a bias crime unit in 2000.

**Table 4-1. Agency operations reported by Sheriff's Departments in the 2000 LEMAS (BJS).**

Agency operations	Ada ID	Buncombe NC	Larimer CO	Washtenaw MI
<b>SWAT</b>	Yes	Yes	Yes	Yes
<b>Search &amp; rescue</b>	Yes	Yes	Yes	Yes
<b>Dispatching calls for service</b>	Yes	Yes	Yes	Yes

**Table 4-1. Agency operations reported by Sheriff’s Departments in the 2000 LEMAS (BJS).**

<b>Agency operations</b>	<b>Ada ID</b>	<b>Buncombe NC</b>	<b>Larimer CO</b>	<b>Washtenaw MI</b>
<b>Training academy operations</b>		Yes	Yes	Yes
<b>Special units</b>				
Bias crime				
Child abuse	Yes	Yes		
Cybercrime	Yes			
Domestic violence		Yes		
Drug education for schools	Yes	Yes	Yes	
Drunk drivers	Yes		Yes	
Gangs	Yes	Yes		
Juvenile crime	Yes	Yes	Yes	
Missing children		Yes		
Youth outreach	Yes		Yes	
Victim assistance	Yes	Yes	Yes	

### ***Diversion Programs***

Diversion programs are programs that allow defendants to complete treatment or service programs in lieu of prosecution. The most common diversion programs offered by the six non-Oregon counties are:

- Drug treatment courts
- Residential substance abuse treatment
- Cognitive behavioral residential treatment program
- Mental health courts

For example, Greene County operates a Family Dependency Treatment Court (FDTC), as well as several programs for juveniles. The FDTC works with families while parents undergo substance abuse treatment.

The Ada County Drug Court Program was begun in 1999 as a voluntary program that offers treatment and monitoring as an alternative to court disposition of drug cases.

### ***Jail-based Programs and Alternatives to Incarceration***

Jail-based programs include treatment programs and work-oriented programs. The most common treatment programs offered are substance abuse treatment programs and cognitive

behavioral programs (e.g., behavioral change programs). The most common work-oriented programs are work release and various work crew programs. Alternatives to incarceration provided by these comparison counties include:

- Community Corrections
  - Counseling
  - Lifeskills
  - Financial planning and management
- Day Reporting
  - AOD testing
  - Outpatient AOD treatment
- Electronic House Arrest/Electronic Monitoring
- Treatment Alternatives for Street Criminals (TASC)

Larimer County, CO has an Alternative Sentencing Unit (ASU). This Unit was begun in 1983 and currently has 39 employees. The ASU was established to provide cost-effective alternatives for lesser offenders. A key cost-saving component of the alternative programs is that inmates are housed in less-expensive facilities than the local jail and civilian rather than sworn employees are used to supervise alternative program participants.<sup>18</sup> In addition, many of the ASU programs require the inmates to pay rent and/or fees. The County has work release, as well as Workender and Midweeker programs that combine two nights a week in custody and community service during the day. Electronic home monitoring is also available as an alternative. The County estimates that the ASU programs cost between \$12 and \$20 per day to operate (compared with \$66 per day for jail).

Larimer also has a Community Corrections program that was begun in 1975 and currently has 84 residential beds. The program provides counseling, lifeskills training, financial planning and management skills, and crisis intervention services. Larimer's pre-trial supervision program was expanded in 2005 from 584 to 990 cases. The County also has a Day Reporting Center that began operation in 1994 and is used primarily for urinalyses, breathalyzer tests, and medication monitoring. Community Corrections provides individual and group counseling, life skills training, financial planning and management programs, and crisis intervention. The County is working to enhance mental health treatment services for probation, community corrections and pre-trial supervision.

Community corrections programs in Buncombe County are administered and supported by North Carolina. These services include TASC, Community Service Work Program with Probation, DWI Probation, and Community Punishment Probation that includes fines, restitution, community service and/or substance abuse treatment. The State also has Intermediate Punishment Probation, which combines probation with electronic monitoring house arrest and intensive supervision or day reporting. Other programs include the Drug Alcohol Recovery Treatment (DART) program that provides 28 and 90 day treatment programs.

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<sup>18</sup> Data were provided by Angela Erker, Criminal Justice Coordinator for Larimer County in an email dated July 31, 2005. Other data were downloaded from Larimer County websites.

## 5 Conclusions and Recommendations

By virtually all measures considered in this report, Lane County has fewer resources devoted to public safety than similar counties. Lane County also has among the highest rates of crime and the largest land area to cover.

Equally clear is that the productivity of available personnel resources is among the highest of the counties. For example, arrests per sworn deputy and cases closed per prosecutor FTE in Lane County are higher than in the comparison counties.

Additional resources are needed to bring the level of services in Lane County in line with those of comparable counties. In particular,

- The number of sworn FTE deputy sheriffs is very low, particularly given the large geographic area that is the responsibility of the Sheriff's Department.
- The number of available jail beds is also very low in comparison to the large number of arrests.
- The District Attorney's office is understaffed. The DA is currently not prosecuting some offenses because of lack of resources. This step—although necessary because of the need to focus available resources on the most serious crimes—may have the unintended consequence of leading to increases in future crimes as offenders “get away” with minor property crimes they may be emboldened to commit more serious crimes.
- Funding of prevention and alternative programs may lead to reduced offending and, hence, reduced demands on resources in the future.

Lane County is interested in developing a “balanced criminal justice system.” To provide information to help attain this goal, the Lane Council of Governments has been working on a model of the adult justice system. This model, once complete, should help the County assess the impact of changes in resources in one part of the system (e.g., law enforcement) on the demand for resources in other parts of the system (e.g., for jail beds or prosecutors).