

**Final Report and Recommendations
Regarding the Future of the
Lane County Public Safety Coordinating Council
(PSCC)**

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I. Summary

History of Intergovernmental Coordination in Lane County

Since 1995, Lane County and the Cities of Eugene and Springfield have pooled their resources to support the work of the Public Safety Coordinating Council (PSCC), agreeing to coordinate public safety activities based on the belief that there is a greater chance of the criminal justice system becoming more efficient, cost-effective, and responsive to its residents if the County, Eugene, and Springfield work together in a meaningful partnership.

PSCC Management and Staff Support

Since 1996, Lane County and the Cities of Eugene and Springfield have contracted with Lane Council of Governments (LCOG) to provide staff support to the PSCC. The decision to utilize LCOG's services was based on a belief that LCOG staff would presumably be independent from jurisdictional structures and issues and that the organization would provide the most flexibility.

PSCC Accomplishments 1995-2003

Since its inception in 1995, the PSCC has brought key players in the prevention and corrections system to a single table. Working collaboratively, some of the accomplishments have been to:

- develop and continually update a Community Corrections Plan to purchase \$18 million biennially of adult offender supervision, treatment, sanctions, and services;
- develop a data warehouse to pool prevention and corrections data for planning and evaluation;
- complete a Community Corrections Act Outcome Evaluation;
- develop a delinquency prevention Plan, contracted with \$3 million biennially of Juvenile Crime Prevention funds and \$200,000 annually of Juvenile Accountability Incentive Block Grant funds to implement the Plan;
- bring in \$23 million in grant money to fund innovative programs and research that would otherwise not have been available to reduce crime and improve community safety;
- prepare a variety of analysis and reports to help with system planning and improvement; and
- develop protocol for schools to help them prevent school violence.

In addition, crime rates in Eugene and Springfield have declined noticeably over that time period.¹

¹ While declining crime rates cannot be directly attributed to the efforts of the PSCC, it is nevertheless worth noting that crime has declined in Eugene and Springfield since the PSCC began meeting and the jurisdictions began formal coordination of community safety planning.

Recommendations for the Future of PSCC

It is recommended that:

- local jurisdictions continue partnership agreements, within the PSCC, to ensure that available resources are invested in cost-effective programs;
- the PSCC continue to be the forum for the coordination of local criminal justice policy among affected criminal justice entities;
- the PSCC reduce its membership to the statutory requirements, in addition to the members listed on the current Policy Committee, and either disband the current PSCC or use it as a PSCC Advisory Committee that meets quarterly;
- the PSCC continue to include representatives from the Cities of Eugene and Springfield;
- the work of the PSCC be managed closely by the staff and chair to assure that all work remains focused on assigned projects;
- the PSCC have at least two, but no more than three, standing committees, including an adult corrections/police services committee, a juvenile justice/prevention committee, and, if approved, the PSCC Advisory Committee;
- PSCC staff be selected from an organization that is not directly affiliated only with Lane County, Eugene, or Springfield governments;
- 1.7 FTE be funded to staff and coordinate the continuation of the PSCC's work;
- should the current PSCC configuration change, a means be provided for jurisdictions to formally meet, with independent staff support.

II. History of Intergovernmental Coordination in Lane County

A. Lane County Community Corrections Advisory Committee

The Community Corrections Act of 1977² (CCA) created a partnership between the State of Oregon and its counties to administer the community corrections system. The intended purpose of the program was to provide appropriate sentencing alternatives and improved local services for persons charged with criminal offenses, with the goal of reducing the occurrence of repeat criminal offenses. The CCA enabled the State Corrections Division to issue grants to counties for the implementation and operation of community corrections. Grant applications from counties were required to include a community corrections plan that contained:

1. proposals for correctional programs;
2. a provision that the correctional programs shall only be available to misdemeanants, parolees, probationers, and persons convicted of other than murder, treason, or Class A felonies;
3. the location and description of facilities that will be used by the County pursuant to the CCA;
4. the manner that probation, parole, and other correctional services will be provided;
5. correctional services that will be made available to persons confined in local correctional facilities;
6. the manner in which the local corrections advisory committee will participate in community corrections.

In addition, the CCA required the board of commissioners of participating counties to designate a local community corrections advisory committee that included:

1. a law enforcement officer;
2. a district attorney;
3. a circuit court judge;
4. a public defender or defense attorney;
5. a probation or parole officer;
6. a representative of a private correctional agency, if a suitable agency exists in the county;
7. a county commissioner;
8. seven lay citizens; and
9. an ex-offender.³

² Senate Bill 354

³ It is important to note that the CCA did not require community corrections advisory committees to include representatives from city governments and departments within the counties. As a result, the Lane County community corrections advisory committee did not include representatives from the Cities of Eugene and Springfield.

Community corrections advisory committees were responsible for actively participating in the design of the county's community corrections plan and application for financial aid, observing the operation of community corrections in the county, making an annual report, and developing appropriate recommendations for improvement or modification to the county commissioners or community corrections manager.

Lane County Board of Commissioners Board Order Number 87-6-24-4 established the Lane County Corrections Advisory Committee (CCAC). Between the years 1987 and 1995, the CCAC increased its membership several times and developed biennial community corrections plans.

B. Local Staff Memorandum

In March of 1995, a group of local director-level staff⁴ (Staff) from Lane County, City of Eugene, and City of Springfield governments composed a Memorandum (Memo) regarding "The Criminal Justice System in Lane County," commonly referred to later as "the white paper," for review by the Lane County Administrator and City Managers of Eugene and Springfield. The Staff represented both the adult and juvenile corrections system in Lane County. The Memo was a response to what Staff characterized as a criminal justice system in Lane County that, despite the efforts of local agencies designed to divert and rehabilitate offenders, was "failing and (was) so overwhelmed that it (was) on the verge of collapse." They noted that a scarcity of resources for managing the criminal justice system had instigated a shift in focus to dealing with major crimes and criminals, leaving many lesser crimes unadjudicated and lesser criminals unsanctioned and untreated.

Staff asserted that the resolution of local crime problems would take "considerable commitment, cooperation, and resources," and that "merely improving the traditional system⁵ will not enable it to keep pace with the rate of crime." Beyond increasing the capacity of the traditional justice system, a system that in their view offered "very few ways...to reduce the numbers of crimes being committed," Staff presented a set of suggestions for additional improvements in the local criminal justice system, ranging from low-cost policy changes to ideas for increased interagency cooperation among stakeholders to various strategies involving major financial commitments.

Staff noted that one of the major barriers to improving the justice system was its size and complexity, and that discussions between stakeholders rarely occurred

⁴ The staff included the Director of Lane County Youth Services, the City of Springfield Chief of Police, the Lane County District Attorney, the Lane County Sheriff, and the Director of the Eugene Department of Public Safety.

⁵ As described, the traditional justice system is comprised of police, courts, the district attorney's office, corrections, and parole and probation. This system is primarily focused on investigation, adjudication, and correction, with less emphasis on prevention.

at a “broad enough level to address the systemic inadequacies” identified in the Memo. Staff pointed to a need for a “clear vision...by all the stakeholders... around how the criminal justice system needs to operate if it is to be both responsive to the needs of the citizens, and cost efficient in its design and operation.” Staff called for the development of goals, strategies, and a multiyear implementation plan, suggesting the cooperative development of a plan for metro adoption.

C. Senate Bill 1145

Coincidentally, in June of 1995, not long after the Memo was distributed, the Oregon Legislative Assembly passed Senate Bill 1145 (SB1145), which among other things required counties in Oregon to convene local public safety coordinating councils (LPSCCs). SB1145 requires LPSCCs to include, at a minimum, representation by a local police chief, the county sheriff, the district attorney, a state court judge, a public defender/defense attorney, the director of community corrections, a county commissioner, a juvenile department director, a health/mental health director, at least one lay citizen, a city councilor/mayor and city manager/other city representative, and a representative of the Oregon State Police.

SB1145 states that LPSCCs shall, at a minimum:

1. “Develop and recommend to the County Board of Commissioners a plan for use of:
 - a. State resources to serve the local offender population; and
 - b. State and local resources to serve the needs of that part of the local offender population who are at least 15 years of age and less than 18 years of age, which plan must provide for coordination of community-wide services involving prevention, treatment education, employment resources, and intervention strategies; and
2. Coordinate local criminal justice policy among affected criminal justice entities.”

In addition, SB1145 states that LPSCCs shall, at a minimum,

1. “Develop and recommend to the County Board of Commissioners the plan for use of State resources to serve the local youth offender population;
2. Coordinate local juvenile justice policy among affected juvenile justice entities; and
3. In consultation with the local commission on children and families, develop and recommend to the County Board of Commissioners a plan designed to prevent criminal involvement by youth. The plan must provide for coordination of community-wide services involving treatment, education, employment, and intervention strategies aimed at crime prevention.”

D. 1995 Intergovernmental Agreement

To help fulfill the requirements of SB1145, Lane County and the Cities of Eugene and Springfield (Parties) adopted an Intergovernmental Agreement (IGA95) in August of 1995. The Parties recognized and alluded to:

- the “partnership that exists between the three governmental entities in criminal justice services and the unintended impacts that can occur without such cooperation;” and
- the belief that “Lane County and the Cities of Eugene and Springfield would like to continue this cooperation with ongoing discussions about the criminal justice system and about how to manage the impacts one entity has on another;” and
- the belief that “a balanced and effective criminal justice system in Lane County is an important component to the perception and reality of community safety for residents;” and
- the belief that “the parties to this agreement have formed partnerships to provide local government services and have an excellent history of cooperation and coordination;” and
- the belief that “there is a need to establish an on-going partnership among the three parties to participate in managing the criminal justice system with the goal of greater community safety for residents;” and
- the belief that “there is a greater chance of the criminal justice system becoming more efficient, most cost-effective, and more responsive to its residents if the County, Eugene and Springfield work together in a meaningful partnership.”

IGA95 charged the PSCC with several responsibilities beyond its statutory duties. These responsibilities included (among others):

- “To develop policy choices and recommendations to the three governing bodies for enhancing and improving the criminal justice system in Lane County, including options for effective sanctions and appropriate intervention strategies;
- To identify opportunities to more efficiently and cost-effectively manage and operate the criminal justice system without adversely affecting the individual components of the system; and
- To review and comment on proposed criminal justice operating budgets of member organizations.”

The Parties also agreed that:

- “Prior to placing a ballot measure before the voters that would finance an enhancement to the criminal justice system within either City or within the County, or prior to increasing a police services or corrections budget, the unit of government proposing the ballot measure or the police or corrections

services budget enhancement agrees to discuss it with the PSCC or to meet with, discuss, and hear objections and/or favorable comments from the other parties to this agreement or the PSCC, if so requested by a party to this agreement.

- The parties to this agreement would submit the yearly proposed operating budgets for their portion of the criminal justice system to the PSCC for review and comment. The comments from the PSCC were to be submitted to all three Budget Committees prior to final adoption of the respective yearly operating budget by either City Council or the Board of County Commissioners.”

Lane County Board of Commissioners Board Order number 95-8-23-5 dissolved the CCAC and created the PSCC to replace it.

E. Juvenile Crime Prevention Plan

PSCC convened a Prevention Task Group in September 1996 and began working to meet its statutory obligation for delinquency prevention planning and coordination. This group was restructured slightly and convened in February 1998 as the Prevention & Juvenile Justice Committee, a joint committee of the PSCC and the Commission on Children and Families.

Also in 1998, the Governor’s Office asked each county to designate a lead agency to develop a high risk youth plan to prevent delinquency. Lane County Board of Commissioners Board Order number 98-6-24-34 designated the PSCC as the lead planning agency for the development of the Juvenile Crime Prevention (JCP) Plan, with Lane Council of Governments as administrative host for execution of all required administrative agreements. Subsequent Board Orders were adopted with each Plan Update designating PSCC for planning and LCOG as administrative host with the most recent being 02-05-29-02.

An IGA was signed September 13, 2001 between Lane County and LCOG to further specify this relationship including the Scope of Work. A letter sent by the County Administrator to Oregon Criminal Justice Commission to ensure all funds were sent directly to LCOG rather than Lane County. The current IGA between Lane County and the State references LCOG as recipient of these funds.

F. Juvenile Accountability Incentive Block Grant

In 1999, local delinquency prevention planning was enhanced through the allocation by Oregon State Police of JAIBG funds to local jurisdictions from the federal Office for Juvenile Justice and Delinquency Prevention. PSCC developed the JAIBG Plan and in March 1999 the County Board of Commissioners approved the plan, again designating LCOG as administrative host. That year and every year since, the following jurisdictions have provided letters to LCOG designating PSCC as lead planning agent and LCOG as

administrative host and agreeing to pool their funds to meet unmet needs in the Lane County JCP Plan: Lane County, Coburg, Cottage Grove, Creswell, Dunes City, Eugene, Florence, Junction City, Oakridge, Springfield, Veneta, and Westfir. The current Grant Award from the State references LCOG as recipient on behalf all the above-named jurisdictions for JAIBG funds.

G. 2001 Intergovernmental Agreement

IGA95 continued in force until May 1, 2001, at which time a new Intergovernmental Agreement (IGA01) was adopted by the Parties to replace IGA95. IGA01 continues until December 30, 2004. Like its predecessor, IGA01 recognizes and refers to the importance of coordination between the three jurisdictions. However, IGA01 does not include the language requiring each jurisdiction to consult the others before placing criminal justice-related ballot measures before the voters, nor the language requiring each jurisdiction to submit the yearly proposed operating budget for their portion of the criminal justice system to the PSCC for review and comment. Previously assigned responsibilities were replaced with the following:

- “PSCC staff will coordinate local planning activities to prevent duplication and ensure efficiency in interagency and multiple jurisdiction community safety projects. They will research and provide options for consideration in planning efforts and draft and final versions of plans and assignments.
- ...in consultation with and input from affected agencies and units of government, to identify and recommend to the three governing bodies ways to more efficiently and cost-effectively manage and operate the criminal justice system in central Lane County including, but not limited to:
 1. By June 30, 2001, make recommendations as to whether or not the Lane County District Attorney should handle the municipal prosecutions in the Eugene and/or the Springfield Municipal Courts, and if so, recommend a general policy and preliminary plan for transfer of such municipal court prosecutions to the District Attorney.
 2. By December 31, 2001, make recommendations as to whether or not any or all of the following public safety support activities should be co-located, merged, or otherwise brought into closer coordination; and if so, recommend a general policy and preliminary plan for such co-location, merger, or closer coordination: Call Taking/Dispatch, Records, Property Control, Crime Analysis, Training, and Recruitment and Selection for public safety services.
 3. By December 31, 2001, make recommendations as to whether or not there should be further co-deployment of police officers within the Eugene-Springfield urban growth boundary, and if so, recommend a general policy and preliminary plan for such co-deployment.
 4. By March 30, 2001, make recommendations regarding the advisability of co-location and associated building needs for the Cities of Eugene and Springfield Police Departments and the Lane County Sheriff’s Office.

5. By June 30, 2002, make recommendations as to whether or not there should be one adult supervisory authority and a fully integrated adult corrections system.
6. By December 31, 2003, make recommendations as to whether or not the three governing bodies should require the component agencies of the criminal justice system within their jurisdictions to participate in a joint budgetary process and submit a combined criminal justice system budget to the budget committees of all three jurisdictions; and if so, recommend a general policy and preliminary plan for development of such a joint budgetary process.”

III. PSCC Management and Staff Support

A. 1995-1996

The Lane County PSCC⁶ first convened in August of 1995. What follows is a summary of PSCC discussions regarding PSCC staff support, which took place during PSCC meetings in 1995 and 1996.

August 25, 1995

The issue of staffing needs for the PSCC was raised and discussed at the initial meeting of the PSCC. The PSCC recognized a need for staff person(s) well-informed with both the adult and juvenile systems with expertise in data analysis and system planning. The PSCC decided to explore various options and to discuss them at the next meeting.

September 8, 1995

The PSCC discussed the need for a “planner” to provide staffing to the group, serving a “coordinating” function with an “objective view of the data” being presented to the Committee.

March 8, 1996

A sub-group of the PSCC and local staff presented a document to the PSCC entitled “Report on Staff Support for the Public Safety Coordinating Council,” that contained a set of staffing options for PSCC review. The sub-group recommended an option that provided for 1.66 full time equivalence (FTE) staff – 1.00 FTE Coordinator provided by Lane County, 0.20 FTE Lead Staff and 0.36

⁶ The members of the original Lane County PSCC included the Director of Department of Children & Families, a Springfield City Councilor, Director of Lane County Department of Youth Services, Eugene City Manager, a Lane County Commissioner, Manager of Lane County Probation and Parole, Manager of Lane County Community Corrections, Director of Lane County Department of Health and Human Services, and a Citizen member. Membership has since been expanded significantly. The PSCC By-Laws, current as of March 2003, call for a membership of 32 persons appointed by the County Board of Commissioners, including youth department representatives, corrections officers, local elected officials, law enforcement, prosecuting and defense attorneys, judiciary, education representatives, and seven citizen members.

FTE Principal Planner provided by Lane Council of Governments (LCOG), and 0.10 FTE work study intern on loan from Lane County Justice Services through Lane Community College (note: the County Coordinator staff person identified was Susan Sowards; the LCOG Lead Staff person was Jim Carlson). While this option set LCOG as the short-term administrative home for staffing, the PSCC recognized a need to identify a long-term administrative home as well.

In response to this proposal, a suggestion was put forth by a PSCC member to designate LCOG as the long-term administrative home because the issues to be considered by the PSCC would be more comprehensive than normally considered by the County. Additional support was expressed for LCOG, noting that LCOG staff would presumably be independent from jurisdictional structures and issues.

The PSCC adopted a motion designating Susan Sowards as Staff Coordinator and Donna Lattin as Staff Planner, with extra task-specific consultant assistance to be contracted through LCOG.

April 25, 1996

A recommendation for a long-term PSCC staffing plan was being developed by a task group of Lane County, Eugene, and Springfield staff.

June 14, 1996

The task group presented four options for a “home base” for PSCC staff, including:

1. Continue to house the staff under Lane County government;
2. Develop a multi-jurisdictional base;
3. Form a separate intergovernmental entity specifically for the community safety and justice system; or
4. House the staff at LCOG.

A PSCC member expressed the opinion that, regardless of their administrative home, PSCC staff should be free from political influence from any jurisdiction. Another member supported PSCC staff at LCOG because that organization “provided the most flexibility.”

The PSCC adopted a motion designating LCOG as the long-term administrative home for PSCC staff.

June 27, 1996

The PSCC adopted a motion calling for the establishment of a contract with LCOG to provide administrative support services for the PSCC during fiscal year 1996-97.

B. 1997

In December of 1996, an IGA was approved between Lane County and LCOG to arrange for a Senior Planner from LCOG to provide staff assistance to Lane County Department of Health and Human Services. The various assigned duties included:

- Public Safety System Planning – facilitates interagency and intergovernmental coordination and cooperation on comprehensive planning projects, engages in short and long range planning activities including the development and implementation of operational policy, demonstration projects, and program evaluation.

The IGA was in effect from January 1 to June 30 of 1997.

C. 1997-1998

In August of 1997, an IGA was approved between Lane County and LCOG for LCOG to continue providing staff assistance for the PSCC, from July 1, 1997 through June 30, 1998.

D. 1998-1999

In July of 1998, an IGA was approved between Lane County and LCOG for LCOG to continue providing staff assistance for the PSCC, from July 1, 1998 through June 30, 1999. Through two separate amendments, this IGA was subsequently extended through September 30, and then December 31, 1999.

With the added responsibility for Juvenile Crime Prevention Plan, staffing funds were allocated to LCOG for planning, administration, contracting, monitoring, and evaluation related to delinquency prevention.

E. 1999-2000

Once JAIBG funds became available to counties, PSCC was designated as the required advisory body. LCOG was given additional responsibilities and allocated funds from this allocation for staffing for JAIBG planning, administration, contracting, and monitoring.

F. 2000-2001

In April of 2000, an IGA was approved between Lane County and LCOG for LCOG to continue providing staff assistance for the PSCC, from October 1, 1999, through June 30, 2001.

G. 2001-2003

In January of 2002, an IGA was approved between Lane County and LCOG for LCOG to continue providing staff assistance for the PSCC, from July 1, 2001, through June 30, 2003.

IV. PSCC Accomplishments 1995-2003

A. Major Accomplishments

Included below is a description of major accomplishments of the PSCC.

Data Warehouse

- Development of a “data warehouse” that:
 1. Allows data to be queried for analysis, studies, reports, system mapping, needs analysis, and evaluations including the CCA Evaluation, Springfield Jail report, and Sex Offender Management study.
 2. Provides data for Risk Assessment Protocol tools used by Parole and Probation, Lane County Sheriff’s Office, and Custody Referee to share information across agencies for risk assessments in determining release or placement of offenders.

Community Corrections Act Evaluation

- Using the data warehouse and additional data collected for quarterly reports for Community Corrections Act-funded programs, produced an outcome evaluation providing pre/post data across time, including recidivism, arrests, jail days, and other indicators identified by the Community Corrections Committee as key planning information.
- Future evaluations would look at cross program outcomes by grouping offenders based on multiple programs they participated in and analyzing their outcomes.

Single Public Safety Answering Point Report

- Analysis of consolidating Public Safety Answering Points (PSAPs) from four PSAPs to one PSAP in Lane County.

Rapid Response Project

- Facilitated a design team and wrote a federal grant application for United Way as lead agent for Success by Six to develop and implement a well-advertised parenting warmline using technology to link service providers with parents for immediate problem solving.

Springfield Jail Projection Report

- Provided data necessary, according to National Institute of Corrections recommendations, for analyzing the need to build a city jail.

Community Crisis Protocol

- Team developed protocol to aid schools in assessing situations and actions to take when individual students may be at risk of causing violence.

Police Support Services

- Completed work required by the IGA by reviewing the following support services to determine if any changes are warranted in current policies and practices:
 1. Call Taking/Dispatch and Records
 2. Property Control
 3. Crime Analysis
 4. Recruitment and Hiring for Police Services
 5. Training for Police Services
 6. Co-Deployment of Police Services
 7. Co-Location and Building Needs Planning for Police Services

Supervisory Authority and Integration of Adult Criminal Justice Services

- Developed recommendation to the Board of County Commissioners to create a Supervisory Authority Team (comprised of Chief Deputy Sheriff; Parole and Probation Manager, and Lane County Circuit Court Judge) to collaboratively manage adult corrections resources to improve effectiveness and efficiency of the system.

Community Corrections Plan

- Developed Plan to guide purchase of \$18 million per biennium of supervision, sanctions, and treatment to create a balanced system of adult corrections services to reduce recidivism and protect the public.

Juvenile Justice Plan (1997)

- Developed a Juvenile Justice Plan collaboratively with the Commission on Children and Families prior to any funding being available to implement new services.

High Risk Youth Plan (1998)

- Developed a delinquency prevention Plan including \$3 million of Juvenile Crime Prevention funds biennially and \$200,000 annually of Juvenile Accountability Incentive Block Grant funds to implement the Plan by purchasing services, monitoring contracts, and administering funds. PSCC was designated by Eugene, Springfield, Lane County, and all the small cities as the required local advisory body for JAIBG funds.

Decision Point Population Analysis

- Analysis of key decision points in the adult corrections system to determine policies, procedures, flow of offenders, and other information to aid in improving the system. Provides data and information to Innovative Decision-Making Model project.

Identifying and addressing children receiving limited services or lost in the process – “Gap Kids”.

- Developed process for Lane County Department of Youth Services, Lane Region of Oregon Department of Human Services, and other agencies to work collaboratively to ensure children and youth who are high need/risk receive appropriate services before situations escalate and put the children and public more at risk.

Mental Health mapping to review and recommend policy and practice system additions or revisions (HB 3024)

- Developed juvenile and adult corrections plan components to guide expenditure of State mental health funds in Lane County.

Community Corrections Center Construction

- Successfully obtained \$9.2 million of SB 1145 constructions funds to build additions to the jail and Community Corrections Center.

Community Safety and Justice Levy

- Crafted Community Safety and Justice levy on a continuum including prevention, sanctions, treatment, and services as directed by the member jurisdictions.

Parole and Probation Transition

- Planned and recommended adopted process to transition adult parole and probation services from State to local control as directed in SB1145.

Local Law Enforcement Block Grant (LLEBG) Funds

- Jurisdictions designated PSCC the formal advisory board for allocation of LLEBG funds.

Area Information Records System (AIRS) Conversion

- Commissioned report examining issues related to converting AIRS from mainframe to client/server technology.

Prevention Continuum

- Used the Federal Office for Juvenile Justice and Delinquency Prevention’s Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders to map, services, gaps, plans, and funding sources for prevention and juvenile justices services in Lane County; continuum is updated regularly.

Juvenile Graduated Sanctions Flow Chart

- Conducted a detailed decision point analysis of the juvenile justice system beginning with police contact and going through release into the community or residential placement with each point showing options, decision maker, and basis for decisions.

Cultural Competency and Gender Specific Services Report to the Oregon Juvenile Justice Crime Prevention Advisory Committee (JCPAC)

- Wrote and submitted a report to JCPAC on Lane County's historical and current efforts to address cultural competency and gender specific services in the prevention and juvenile justice system.

Risk Assessment Profiles

- Updated Risk Assessment Community Profiles for six communities and Lane County.

Sex Offender Management Plan

- Developing plan to manage adult and juvenile sex offenders in the community.

Right Route

- Created system with west Lane County Fire Districts, Ambulance Districts, and LCSO to graphically display the quickest route to an emergency, particularly in rural Lane County, in real-time in the vehicle, on a pen tablet computer.

Benchmarks

- Designed Benchmarks project to develop local benchmarks for use in measuring system progress, keeping the public informed on the status of public safety, and educate the public on the PSCC and key components of the community safety and justice system.

B. Leveraged Funds

Some agencies have expressed concern over the use of grant funds, the continuation of grant funded programs by local jurisdictions, and the additional time required by staff members to participate in grant funded programs. In most cases, these concerns have been addressed, and the PSCC now has a review process to address concerns raised about grants and grant applications.

Despite past concerns, PSCC has through its combined efforts aided partners around the table in obtaining over \$23 million in competitive grants to fund programs and research that would otherwise not have been available. Funding was sought for projects which fit within PSCC's priorities and vision and, in some cases, to fund programs on the PSCC levy which was not approved by voters but were still key to community health and safety.

PSCC has hosted the project design teams, offered to be the ongoing multi-agency oversight committee for projects when appropriate, provided strong letters of support, and provided staff through LCOG to facilitate the project design teams and write and submit the applications. Even when other agencies have taken the lead in facilitating the process or have paid for LCOG staff time to write

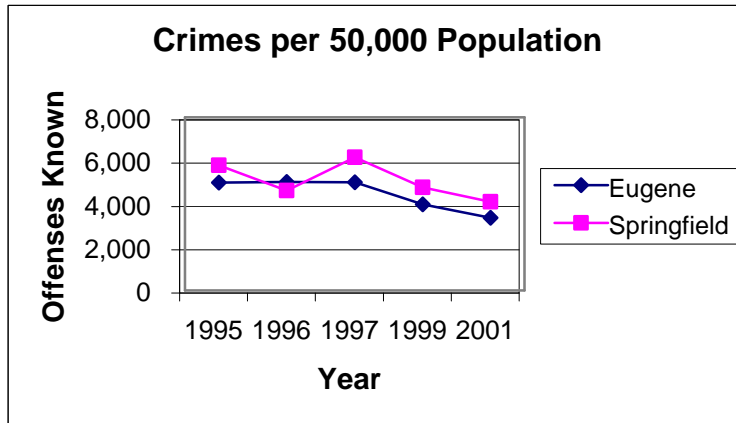
the grants, the availability of LCOG staff with current knowledge of the community safety and justice system (gained largely while staffing PSCC committees), access to data, mapping, and graphics skills, and experience with successful application development has increased partner odds in obtaining funding.

Grant funded projects have included:

Project Title	Funding Amount
Urban Safe School Consortium	\$8,337,612
Suburban Safe School Consortium	\$5,554,270
Rural 21st Century Learning Centers	\$3,889,357
Jail Co-Occurring Diversion Project	\$1,477,870
Rapid Response	\$771,317
Child Advocacy Center Relocation & Expansion	\$600,000
Jail-Based Intensive Treatment Program	\$470,902
ChildLink	\$392,136
Innovative Decision Making Model	\$391,832
Risk Assessment Program	\$300,000
Drug Court Program Enhancement	\$297,769
Right Route	\$246,612
Neighborhood DA	\$200,000
Child Advocacy Center Relocation & Expansion	\$150,000
Public Safety & Justice Information Infrastructure Planning Project	\$75,522
Sex Offender Management Planning	\$49,148
Mental Health Court	Pending
TOTAL GRANT FUNDING	\$23,204,347

C. Impacts on Public Safety

While completed projects and moneys brought into Lane County are indicators of the PSCC's success, the most important measurement of its success is the degree to which the PSCC has contributed to the protection and enhancement of public safety in Lane County. "Public safety" can be difficult to define and measure, though one proxy measurement that is frequently used is an analysis of crime rates. The chart below depicts the total number of adult and juvenile offenses known to police in the Cities of Eugene and Springfield in various years since 1995, per 50,000 population.



Source: Federal Bureau of Investigation

The table shows that the incidence of crime in Eugene and in Springfield has declined since the PSCC first began meeting in 1995, with the most significant decreases taking place in the years after 1997. While it is not possible to separate and quantify the impact of the PSCC on crime in Eugene and Springfield, it is nevertheless a “good sign” that crime rates in the cities are lower now than before the PSCC first convened. The desire on the part of local staff in 1995 to repair the failing criminal justice system in Lane County through coordination of interrelated agencies and departments appears to have been addressed, and the PSCC deserves at least some of the credit for the improvements experienced in local public safety.

Just as the PSCC should not be given all the credit for the successes in local public safety over the past eight years, it is important to note that neither can the PSCC take all the blame for any perceived failures that may have occurred. The PSCC’s role is primarily advisory in nature, with the decision-making and policy adoption power resting with the jurisdictional partners that comprise the PSCC. The PSCC has the ability to examine, analyze, and recommend systematic changes in the criminal justice system, but it is ultimately up to the jurisdictions to adopt and implement those changes.

V. Recommendations for the Future of PSCC

A. Funding

The PSCC participants are facing a funding crisis. As the jurisdictions look to the future of PSCC, this crisis can make it difficult to be visionary or to appreciate the important benefits of continuing partnership agreements. However, the current fiscal situation makes leadership in this area critical. The funding crisis will one day be resolved, and while it may not be resolved to the extent most would like, there will be a tomorrow.

The elected officials of the partner jurisdictions have a responsibility to their electorate to protect the community's safety, and to invest in programs and ventures that are effective in preventing crime from occurring. In theory, a partnership between jurisdictions dealing with cross-jurisdictional crime and safety issues will be more effective than jurisdictions working alone. In practice, the PSCC is an effective avenue for coordination and improved public safety in Lane County.

Recommendation:

- **Local jurisdictions continue partnership agreements, within the PSCC, to ensure that available resources are invested in cost-effective programs.**

B. Direction

The process of planning the future direction of the PSCC should be guided by the general mission of government, which is to protect and enhance public health, safety, and welfare. The PSCC partners have a collective obligation to protect this community, and as the existing IGA01 between the partners recognizes,

1. "the actions of one unit of government may have an unintended negative impact on another party in the criminal justice system," and
2. "there is a need to continue an on-going partnership among the three parties to participate in managing the criminal justice system with the goal of greater community safety for residents," and
3. "there is a greater chance of the criminal justice system becoming more efficient, more cost-effective, and more responsible to the citizens if the County, Eugene, and Springfield work together in a meaningful partnership."

The evidence suggests that the partnership between these jurisdictions has, in fact, been meaningful, from the completion of innovative projects and studies to the acquisition of grant moneys to the reductions in crime that have occurred in recent years. This evidence suggests that the current membership of PSCC and its ex officio members should continue to be proactive in eliminating the barriers to improving the justice system for both adults and juveniles. A need still exists

for “broad level,” “cross-jurisdictional” discussions to address the systemic inadequacies in the current system. These discussions should also address developing a clear vision around how the criminal justice system needs to operate if it is to be both responsive to the needs of the citizens, and cost efficient in its design and operation.

The issue that should guide the future direction of the PSCC is this: are the citizens of Lane County and its cities better served by a public safety coordinating council with minimum representation that places a low priority on interjurisdictional coordination and results in the jurisdictions working independently from one another, or are the citizens better served by a council with an expanded representation that emphasizes and encourages coordination between a wide range of partners? Local history suggests that the former option contributes to a failing, overwhelmed criminal justice system threatened by collapse; the latter option appears to have made a positive contribution toward innovation and increased funding capability, and most importantly, reduced crime.

From a statutory standpoint, Lane County is only required to provide space at the PSCC table for one local police chief, one city councilor/mayor, and one city manager/city representative. Lane County is not required to invite the cities of Eugene and Springfield to participate on the PSCC, nor are those cities required to do so if invited. However, given that seventy percent of Lane County’s population lives within cities and sixty percent live in Eugene/Springfield⁷, reason dictates that these cities continue to be given the opportunity to participate meaningfully in the planning and decision-making process for determining how best to manage the local offender populations, both adult and juvenile.

Recommendations:

- **The PSCC continue to be the forum for the coordination of local criminal justice policy among affected criminal justice entities.**
- **The PSCC reduce its membership to the statutory requirements, in addition to the members listed on the current Policy Committee, and either disband the current PSCC or use it as a PSCC Advisory Committee that meets quarterly.**
- **The PSCC continue to include representatives from the Cities of Eugene and Springfield.**
- **The work of the PSCC be managed closely by the staff and chair to assure that all work remains focused on assigned projects.**
- **The PSCC have at least two, but no more than three, standing committees, including an adult corrections/police services committee, a juvenile justice/prevention committee, and if approved, the PSCC Advisory Committee.**

⁷ Portland State University, Population Research Center

C. Staffing

At a time when resources are scarce, and adult and juvenile corrections agencies, courts, and other County and City agencies are down sizing, it is imperative that jurisdictions in Lane County continue to meet on common issues. It appears that the PSCC could continue to fulfill this role.

The original members of the PSCC recognized the advantages of meeting together and utilizing staff support independent from the political influence from any of the partner jurisdictions. Those advantages exist today, and with that in mind, it is recommended that PSCC staff be selected from an organization that is not directly affiliated only with Lane County, Eugene, or Springfield governments. Based on projected budgets and PSCC work plans, it is recommended that 1.7 FTE be funded to staff and coordinate the continuation of the PSCC's work.

Should the County determine not to continue the PSCC in its current configuration, it is still important to develop a means for jurisdictions to continue to formally meet, with independent staff support. The history contained in this report supports the need for a formal discussion of common issues related to adult, juvenile, family, and community safety issues. This might be accomplished with a County-administered PSCC, but a key factor to be considered is the staff support that is independent from the political influence of any single partner jurisdiction.

Recommendations:

- **PSCC staff be selected from an organization that is not directly affiliated only with Lane County, Eugene, or Springfield governments.**
- **That 1.7 FTE be funded to staff and coordinate the continuation of the PSCC's work.**
- **Should the current PSCC configuration change, continue to provide a means for jurisdictions to formally meet, with independent staff support.**