

**JO CO's Minimally Adequate Level
Of Public Safety Services (MALPSS) Research Project**
(Public Outreach 5.5)

Justice System & Public Safety Services Study Design: 2015 (Study Design)
Appendix B4. Josephine County's Minimally Adequate Level of Public Safety Services (MALPSS) Standards
Appendix D1. Impact Methodology Model

Web Page: <http://www.hugoneighborhood.org/justicesystemexploratorycommittee.htm>

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Presentation January 12, 2016

Good evening. My name is Mike Walker. I live a few miles west of here in Hugo. I am a member of the Hugo Justice System & Public Safety Services Exploratory Committee, from now on referred to as the Committee. It has been researching the **public safety issue** since 2013.

My topic tonight is Josephine County's (JO CO's) Minimally Adequate Level Of Public Safety Services Research Project. And, from now on, I will refer to that mouth full as MALPSS or the Research Project. Tonight, I will try to explain the project by considering eight *public safety services* questions (**Ref Handout 1**).

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|-----------------|---|
| PSS Question 1. | What are the applicable PSS? |
| PSS Question 2. | What were the PSS proposed for increased funding, in the last five tax proposals, from 2012 through 2015? |
| PSS Question 3. | What are the legal MALPSS' concepts? |
| PSS Question 4. | What is the difference between emergency, adequate, normal, and optimal levels of PSS? |
| PSS Question 5. | What is a MALPSS Analysis compared to a professional opinion? |
| PSS Question 6. | What about the Air Quality Index and the MALPSS? |
| PSS Question 7. | What is the Framework for analyzing PSS? |
| PSS Question 8. | What are the benefits of public understanding? |

This presentation on the Research Project is one of the many components of the *Study Design* idea, which is researching and studying the public safety issue; **Ref Brochure** on MALPSS Research Project. Most components are web published; **Ref Brochure** on *Study Design* Web Page.

Brochure.	Public Outreach 5.5. Summary Highlights: JO CO's MALPSS Research Project.
Brochure.	Public Outreach 1.4. Intro to Justice System Exploratory Committee's <i>Study Design</i> Web Page.
Handout 1.	Title/Questions Page.
Handout 2.	Twenty Types & Three Categories of PSS Funding.
Handout 3.	Range Of PSS In Levies/Sales Tax For Increased Funding: 2012 - 2015.
Handout 4.	Lane County Public Safety Coordinating Council PSS Example.
Handout 5.	MALPSS Analysis Of PSS.

IDENTIFYING THE RESEARCH PROJECT: What's the problem? What's the issue? What's the overall question?

Problem. The first step in any research is to describe the problem, and to specify alternative solutions, and relevant standards and criteria for evaluating the problem.

Issue. A planning issue is identified as a matter of controversy or dispute over management activities that is well defined, and entails alternative solutions between which to choose. An issue can be defined by a question to consider a potential solution.

Overall Question. What is the county's Public Safety Problem? First, *What are the public safety services being referred to?* Second, *What are the problems?* And finally, *"Or, is there a problem, and if so, judged by what standards?"*

Question 1. What are the applicable Public Safety Services? From now on I will use the letters, PSS, for public safety services. They can be as many, or as few, as a local government decides. I reference those identified by the Association of Oregon Counties, and the State of Oregon, which identified 20 types and three categories of funding (**Ref Handout 2**). The funding categories are: 1. State provided, 2. State/County shared and provided, and 3. County provided.

Question 2. What were the PSS proposed for increased funding, in the last five tax proposals, from 2012 through 2015? (Ref Handout 3).

These five taxing proposals focused on what are usually considered to be the six major components of the county's public safety program.

1. Adult Jail.
2. Juvenile Justice Center.
3. District Attorney's Office.
4. Rural Patrol Deputies.
5. Criminal Investigations & Related Sheriff's Office Support Services.
6. Animal Protection.

Question 3. What are the legal MALPSS' concepts? There are at least seven legal concepts, and they will not be addressed in this presentation (2013 Oregon House Bill 3453). However, they are real and the public should understand them. For example, two days ago, on Sunday, January 10, the front page of *The Grants Pass Daily Courier* referred to them - *"If the county doesn't have a funding structure by then, the commissioners have discussed only one alternative: . . . handing the reins to the state."*

Question 4. What is the difference between emergency, adequate, normal, and optimal levels of PSS? How far will people go to get the best available outcomes. What will one sacrifice for the best? Many things in life are relative, and to achieve the best in one thing, usually means giving something else up.

A normative level of PSS might be considered to be the normal or correct way of doing something (i.e., perhaps a compromise between adequate and optimal?). However, defining normal is difficult . . . normal today, or normal yesterday? Normal prior to 2012 or normal in 2015? Knowing what is correct is even more difficult. Correct according to whom? Whose professional experience opinion, and/or facts, determine the definition of “correct.”

Professional opinion strategies on Public Safety Standards are common for local public safety programs, and they are usually not requirement standards, unless specifically adopted as policies, rather than serving as guides or goals. After extensive research, the Committee, except for PSS’ certifications and training, does not yet understand the standards for the county’s public safety program.

Therefore, the Research Project is the vehicle which will conduct the heavy lifting, by identifying the range of PSS levels.

Question 5. What is a MALPSS Analysis Compared To A Professional Opinion? A professional opinion from an experienced practitioner is usually very good, but it is also normally without documented, and publically available comprehensive facts, inventories, or analysis. It is more about trusting the practitioner, rather than understanding the facts.

The Research Project needs to go beyond the valuable work of the Lane County Public Safety Coordinating Council in defining a PSS rating system, including its ratings for over 70 sub-components of their services (**Ref Handout 4**).

The Research Project will include an analysis for determining the applicable alternative levels of PSS in a scientific, documented, and publicly accessible way. The Research Paper's analysis model has five elements (**Ref Handout 5**).

- Element 1. **Publically Identified Problems/Issues**
- Element 2. **Publically Identified Range of PSS Alternative Solutions**
- Element 3. **Indicators for PSS.** An indicator is a variable, either singly or in combination with another variable, which is taken as indicative of the condition of the overall issue (e.g., unemployment as an indicator for a community's employment situation, particulate matter in air as an indicator for air pollution, and spotted owls as an indicator for forest health on federal lands).
- Element 4. **Standards for Indicators.** A standard is the measurable aspect of an indicator. It is the level, point, or value above which something will take place, or below which it will not take place. It provides a baseline against which a particular condition, or change, can be judged as acceptable or not.
- Element 5. **Significance Determinations.** To determine significance, impacts are compared to standards (i.e., max. or min) beyond which the impacts, including cumulative, become significant.

At this point, to help understand indicators and standards, I provide an example of a PSS compared to the Grants Pass **Air Quality Index**.

Question 6. What about the Air Quality Index and the MALPSS? The Grants Pass’s Air Quality Index reports daily air quality. The AQI tells us how clean or polluted our air is. It can be calculated for five major air pollutants. For each of these pollutants, national air quality standards have been developed to protect public health. Particulate Matter is one of the five air pollutants used to calculate the Grants Pass AQI. It has six air pollution levels.

Good	Unhealthy
Moderate	Very Unhealthy
Unhealthy for Sensitive Groups	Hazardous

Now For The Comparison of a PSS to the Grants Pass AQI in terms of problems, indicators, and standards.

For the comparison of **problems**, we will use Rural Patrol Coverage as the PSS problem and Air Pollution as the air quality problem.

The **indicator** for Rural Patrol Coverage is Response Time and the indicator for air pollution is PM 2.5 Particulate Matter. PM2.5 is fine particulate matter that has a diameter of 2.5 micrometers or less.

The **standard** for Rural Patrol Coverage is number of minutes to response and the standard for Air Pollution is an “X” amount of PM 2.5 particulate matter in micrograms per cubic meter.

Background Information Not Part Of Presentation

	PSS	Grants Pass AQI
Problem/Issue	Rural Patrol Coverage	Air Pollution
Indicator	Response Time	Particulate Matter (PM 2.5/10)
Standard	“X” Minutes	‘X’ amount of PM2.5 in Micrograms per Cubic Meter

Measured Particle Pollution comes in two measured sizes.

1. PM2.5 is fine particulate matter. It has a diameter of 2.5 micrometers or less. A micrometer is one millionth of a meter
2. PM10 is considered coarse particulate matter. It has a diameter of 10 micrometers or less.

PM2.5 - SMALL. The small particles are smaller than 2.5 micrometers (100 times thinner than a human hair). These particles are called PM2.5 (we say "P M two point five", as in Particulate Matter up to 2.5 micrometers in size).

Question 7. What is the Framework For Analyzing PSS? The framework is a procedure of independent analysis where the voters are the decision-makers. It is part of the Committee's most basic beliefs, concepts, and attitudes.

The study would be conducted by an independent researcher using a range of PSS levels, including the analysis components of, problems and issues, indicators, and standards. It is not so much about the answer, as about an independent, neutral, documented analysis procedure, that can be publicly debated.

The goal is independence of a direct government controlled agenda, toward the objectives of credibility addressing all citizen identified problems and issues.

Vetted Facts. Verifiability means that people reading *Study Design* can check where the information comes from, and make their own determination if it is reliable.

Scientific does not mean rocket science. It just means that from documented facts, citizens have a common understanding of the issue being debated, perhaps in agreement or disagreement, because they are aware of the vetted facts.

Decision-Makers. The decision-makers are the voters of Josephine County when they vote in the next levy, and/or other tax, fee, or assessment mechanism.

Question 8. What are the Benefits of Public Understanding? This is the simple belief that the benefits of common accurate facts, to better explain the county's public safety issue, is worth the effort. Strategies to combat misinformation are worth trying, within the framework that all citizens, voters, votes, and values are legitimate. Legitimacy has powerful hopes. The Committee believes the MALPSS concept is sound as an educational tool to assist the public to understand, whether it is actually implemented by the government, or not. It is an educational tool to understand in a scientific documented way . . . versus relying on professional opinions.

What will a **MALPSS Impact Methodology Model** provide to people? Standards are in many ways just like all the other pieces of information needed for an informed and understanding public. They are also keys because they focus directly on the potential public safety issue. For example, it is significant to understand where the county's public safety program is . . . in the scheme of things. Are we above an emergency level of PSS, or below? Are the county's services adequate, or less than adequate? And, just as important, where is the science and/or facts supporting the professional opinions of adequacy?

In summary, a scientific study of the rationale for a Josephine County Commissioners' MALPSS declaration, used to proclaim a public safety fiscal emergency, when fiscal conditions compromise the county's ability to provide a *minimally adequate level of public safety services*, would help answer the question, "*Is there a problem?*"

Professional opinions have been offered, but the public has not been provided a scientific vetted documented study.

Thank you.

Handout 2. Twenty Types & Three Categories of Public Safety Services (PSS) Funding

The Association of Oregon Counties (AOC and) Oregon identified 20 types and three categories of funding for PSS: 1. State provided PSS, 2. State/County shared and provided PSS, and 3. County provided PSS.

Table I-1. Shared State-County Justice System & Public Safety Services (PSS)	
Oregon State Provided PSS	Appellate Court
	State Police
	State Prison
	Attorney General
State & County Shared PSS	Trial Courts
	District Attorney
	911/Emergency Communications
	Emergency Management
	Homeland Security
	Community Corrections
	Court Security
	Juvenile Services
	Marine Patrol
	Drug Courts
	County Law Library
County Provided PSS	Sheriff Patrol
	Animal Control
	Justice Courts
	Search and Rescue
	County Jail
<p>Sources: 1. Oregon Secretary of State. May 2012. <i>Oregon's Counties: 2012 Financial Condition Review</i>. Report Number 2012-17, Secretary of State Audit Report Kate Brown, Secretary of State Gary Blackmer, Director, Audits Division. Salem, OR. 2. Association of Oregon Counties. October 1, 2010. <i>Task Force on Effective and Cost-Efficient Service Provision</i>. Rep. Nancy Nathanson, Chair.</p>	

**Handout 3. Range Of PSS In Levies/Sales Tax
For Increased Funding: 2012 - 2015**

What were the JO CO PSS proposed for increased funding in the last four years of levies and the sales tax proposal from 2012 through 2015?

During the last four years of levies and the sales tax proposal, locally there are usually considered to be six major components of the JO CO public safety program.

1. Adult Jail.
2. Juvenile Justice Center.
3. District Attorney’s Office.
4. Rural Patrol Deputies.
5. Criminal Investigations & Related Sheriff’s Office Support Services.
6. Animal Protection.

Table I-2. Range Of Public Safety Services (PSS) In Levies/Sales Tax For Increased Funding: 2012 - 2015					
Public Safety Services (PSS) ¹	2012 ²	2013 ³	2014 ⁴	2015 ⁵	2015 ⁶
1. Adult Jail	√	√	√	√	√
2. Juvenile Justice	√	√	√	√	√
3. District Attorney	√	√			√
4. Sheriff Rural Patrol Deputies	√	√		√	
5. Sheriff Criminal Investigations & Related Office Support Services ⁷	√ ⁷	√		√	
6. Animal Control/Protection		√			
7. Provide School Security Program & Resources		√			
8. Better Business & Job Environment				√	
9. Citizens’ Oversight Committee				√	
10. Annual Independent Audit				√	
Footnotes 1. Range Of Public Safety Services In Levies/Sales Tax For Increased Funding: 2012 - 2015 2. JO CO Voters Pamphlet: May 15, 2012 3. JO CO Voters Pamphlet: May 21, 2013 4. JO CO Voters Pamphlet: May 20, 2014 5. JO CO Voters Pamphlet: May 19, 2015 6. JO CO/City Of Grants Pass Voters Pamphlet: November 3, 2015 7. JO CO Public Safety Services: Sheriff Criminal Investigations & Related Office Support Services such as Adult Jail, Civil Division, Patrol Deputies, Investigative Officers, Search and Rescue, and Emergency Management.					

Handout 5. MALPSS Analysis Of Public Safety Services (PSS) Solutions

MALPSS Methodology and Standards, Not Professional Opinion There must be an identified MALPSS evaluation methodology for the alternative range of PSS level solutions that addresses the following analysis process elements in a scientific, documented, and publicly accessible way: 1. Affected Conditions – Description of Existing Conditions Being Compared to MALPSS Indicators and Standards; 2. Indicators; 3. Standards; and 4. Significance. Informal professional opinion policies on *Public “Value” Safety Standards* are common for local public safety standards, and they are usually not requirements unless specifically adopted as policies rather than serving as guides or goals. The heavy lifting is for future researchers to identify and apply the actual MALPSS standards.

Table Public Outreach 5.5-1. MALPSS Of Public Safety Services (PSS) Solutions			
Alternative Levels of PSS Solutions¹	Acronym	Affected Conditions Compared to MALPSS Indicators	Standards
Optimal Level	OL PSS	Best available outcomes; includes discretionary services?	
Normative Level	NL PSS	Compromise between adequate and optimal; includes discretionary services (pre-2012 level of PSS)?	
Adequate Level	AL PSS	Personnel structures & staffing models; police service methodologies?	
Minimally Adequate Level	MAL PSS	MALPSS?	
Less than Adequate Level	LTAL PSS	Less than sufficient to satisfy a requirement/meet a need?	
Inadequate Level	IL PSS	Insufficient for a purpose?	
Emergency Level	EL PSS	Public Safety Fiscal Emergency (PSFE)? ²	
Footnotes (see Appendix B4. Josephine County's Minimally Adequate Level of Public Safety Services (MALPSS) Standards, 229 pages) http://www.hugoneighborhood.org/justicesystemexploratorycommittee.htm 1. Public Safety Services Law Enforcement Staffing & Deployment (LES&D) standards. 2. PSFE, Oregon House Bill 3453 (2013); much the same concept as Public Safety Services Emergency (PSSE), OR Senate Bill 77 (2009).			