Oregon Criminal Justice Commission

Collaborative Governance in Local Public Safety Coordinating Councils Results from a 2024 Survey of Participants

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Joanne M. Kim and Tina Nabatchi

Program for the Advancement of Research on Conflict and Collaboration
Maxwell School of Citizenship and Public Affairs
Syracuse University

Executive Summary

This report presents findings from a 2024 survey of participants in Oregon's Local Public Safety Coordinating Councils (LPSCCs). The survey, conducted between September and October 2024, was designed to assess key aspects of collaborative governance, including for example, participation, the system context, drivers of collaboration, collaboration dynamics and theory of change, and collaborative productivity or performance. Appendix A provides more details about the survey and these categories. This report offers insights into how participants perceive the councils' collaborative environments, structures, characteristics, and processes—identifying both opportunities and challenges in addressing their collective purpose and mission: "to assure public safety and fair treatment of all."[1] The main report summarizes overall results, while Appendix B provides unique reports for the individual LPSCCs that had more than six survey respondents.[2]

Overall, the results are encouraging, showing the positive efforts of LPSCCs. However, the findings also indicate several areas that the Oregon Criminal Justice Commission (CJC) may wish to explore further and perhaps address. For example, while the councils are generally mature and stable with a strong clarity on their collective purpose, participants noted that partisanship, political polarization, conflict, and political leaders often had negative effects on LPSCC efforts. Moreover, although participants report relatively high ratings for both principled engagement and shared motivation, their assessments of capacity for joint action and their shared theory of change are comparatively low. Likewise, participants report mixed views on collaborative productivity or performance at the organizational level and at the LPSCC level, and notably weaker views about performance at the target goal level. The CJC may wish to further explore these results and consider ways to help LPSCCs better address these and other issues.

[1] See Local Public Safety Coordinating Councils, Overview at https://www.oregon.gov/cjc/jri/pages/lpscc.aspx.
[2] We set the threshold at six respondents (which is about half of the statutorily required members) to protect participant anonymity and ensure sufficient observations for analysis.

Introduction: Collaborative Participant Survey

While collaboration is increasingly common in the public sector, understanding of when, where, why, and how collaborative governance works (and does not) is limited. To address this gap and provide insights for both practitioners and researchers, a team of researchers with the Atlas of Collaboration – a joint project of Syracuse University and Portland State University – is exploring how collaborative governance works across the state of Oregon.

As part of the Atlas project, the research team developed the "Collaborative Governance Regime (CGR) Participant Survey" to measure key concepts, variables, and relationships in collaborative governance. The term CGR is used to refer to a system for "public decision making in which cross-boundary collaboration represents the prevailing pattern of behavior and activity among autonomous participants who have come together to achieve some collective purpose defined by one or more target goals."[3] Following this definition, LPSCCs are CGRs that work to foster public safety in their respective county.

Administered online via a secure platform, the CGR Participant Survey opens with a consent form that explains its purposes, risks, and benefits. The consent form also notes that participation is voluntary and that respondents may withdraw at any time. The survey is organized into six sections, two of which focus on the individual participant level (e.g., roles in CGR; demographic characteristics) and four of which focus on the CGR level (e.g., system context, drivers, representation and diversity; collaboration dynamics; collaborative actions; collaborative outputs, outcomes, adaptation). Most questions are closed-ended (e.g., multiple choice or scaled), although some are open-ended.

Survey Responses

Each of the 36 counties in Oregon has an LPSCC, and the survey was distributed to all participants in all 36 LPSCCs across the state. A total of 740 invitations were sent, with 689 successfully delivered. Of those who received the invitation, 193 individuals from 34 LPSCCs completed the survey, resulting in an overall response rate of 28%.

Response rates varied notably across councils. As shown in Table 1, seven LPSCCs achieved response rates exceeding 40%, while twenty LPSCCs had a response rate between 20% and 39%, and nine had a response rate below 20%, including two LPSCCs with no responses.

Survey completion rates also varied among respondents. A large majority—approximately 77.7%—completed the entire survey, whereas about 10% of respondents completed less than half of the questionnaire (see Table 2). However, it is important to note that survey response and completion rates do not necessarily reflect the quality of each participant's engagement in the

[3] Emerson, Kirk and Tina Nabatchi. (2015). *Collaborative Governance Regimes*. Washington, DC: Georgetown University Press. See also, Emerson, Kirk, Tina Nabatchi, and Stephen Balogh. (2012). An integrative framework for collaborative governance. *Journal of Public Administration Research and Theory* 22(1): 1-29.

LPSCC. During the survey period, counties experienced varying levels of external challenges (e.g., wildfires), which may have affected people's capacity to participate in the survey.

Table 1. Response Rate, Total and by County

LPSCC	Number of Invitations	Invitations Delivered	Usable Responses	Response Rate
Total	740	689	193	28%
Baker County	15	15	3	20%
Benton County (WCJC)	33	32	12	38%
Clackamas County	15	15	7	47%
Clatsop County	14	14	6	43%
Columbia County	25	23	5	22%
Coos County	15	14	2	14%
Crook County	19	18	3	17%
Curry County	15	10	0	0%
Deschutes County	22	22	9	41%
Douglas County	22	22	9	41%
Gilliam County	15	9	0	0%
Grant County	17	17	6	35%
Harney County	17	17	4	24%
Hood River County	14	11	1	9%
Jackson County*	25	24	8	33%
Jefferson County	13	12	3	25%
Josephine County	19	18	8	44%
Klamath County	16	16	4	25%
Lake County	25	18	6	33%
Lane County	21	20	4	20%
Lincoln County	24	24	7	29%
Linn County	14	13	5	38%
Malheur County	13	12	2	17%
Marion County	38	35	4	11%
Morrow County*	32	32	9	28%
Multnomah County	33	31	10	32%
Polk County	15	15	6	40%
Sherman County	20	19	7	37%
Tillamook County	25	24	4	17%
Umatilla County	24	19	4	21%
Union County	23	23	6	26%
Wallowa County	31	30	6	20%
Wasco County	19	19	7	37%
Washington County	24	24	9	38%
Wheeler County	12	7	1	14%
Yamhill County	16	15	6	40%

* Please note that although more than six respondents from the Jackson County and Morrow County LPSCCs initially participated, several did not complete the survey. This brought the number of usable responses below the threshold for our analyses of drivers, collaboration dynamics, and productivity. Thus, we are unable to provide individual reports for these councils.

Table 2. Survey Completion Rates

Completion rates	Number of respondents	Share of respondents
Below 50%	19	9.8%
50-75%	9	4.7%
75-95%	15	7.8%
100%	150	77.7%
Total	193	100%

Demographics of Respondents

Table 3 summarizes key characteristics of the 193 respondents from 34 LPSCCs who participated in the survey.[4] Among respondents, 37% identified as female, 34% as male, and 5% chose not to disclose their gender. The age distribution indicates that a majority (55%) were between 40 and 59 years old, suggesting a workforce with considerable professional experience. Regarding educational attainment, 33% reported holding an advanced degree, and 26% held a bachelor's degree. In terms of race and ethnicity, 63% identified as White, with smaller proportions representing other racial and ethnic groups. Participants were split almost evenly between metro (51%) and non-metro (49%) counties. The demographic breakdown of survey respondents suggests that LPSCC participants are generally diverse, though heavily skewed in terms of race.

Table 1. Demographic Breakdown of Respondents

Variable		**Number of Respondents**	**Share of Respondents**
Gender	Female	71	37%
	Male	65	34%
	Prefer not to say	10	5%
Age	30-39	8	4%
	40-49	54	28%
	50-59	53	27%
	60-69	13	7%
	70-79	15	8%
	80+	1	1%
Educational Attainment	High school or equivalent	10	5%
	Associate's degree	11	6%
	Bachelor's degree	50	26%
	Advanced degree	64	33%
	Prefer not to say	10	5%
Race and Ethnicity	Hispanic	9	5%
	American Indian or Alaska Native	1	1%
	Black or African American	3	2%
	White	122	63%
	Other	8	4%
	Prefer not to say	13	7%
Metro status	Metropolitan county	99	51%
	Non-metropolitan county	94	49%
Total Respondents		193	100%

[4] Please note that not all respondents provided their demographic information, resulting in fewer observations for each demographic category.

Survey Results

This section summarizes the survey results across several categories, including the characteristics of LPSCCs, system context, drivers of collaboration, collaboration dynamics and theory of change, and collaborative productivity or performance. More details about these categories are available in Appendix A.

Characteristics of Local Public Safety Coordinating Councils

The survey asked several questions about key characteristics of LPSCCs, including collaborative status, sector representation, collective purpose, governance, and participation. Together, these results are a snapshot of the composition, functioning, capabilities, and perceived purpose and direction of LPSCCs across the state of Oregon.

Collaborative Status. Collaborative status refers to how participants characterize the current state of the collaborative effort. The survey results suggest many LPSCCs are in a mature stage of collaboration, which is not surprising given their nearly 30-year history. As shown in Figure 1, 65% of respondents described their council as stable and mature, while 21% reported that their council is still developing, or growing and expanding. However, perceptions of collaborative status varied even among members of the same council. For instance, in several LPSCCs, some respondents described their collaboration as still developing, while others viewed the council as declining or having completed its efforts without achieving meaningful outcomes. This variation may be due to differences in when participants joined, or it may suggest that LPSCCs struggle to connect activities with their stated objectives and demonstrate impact.

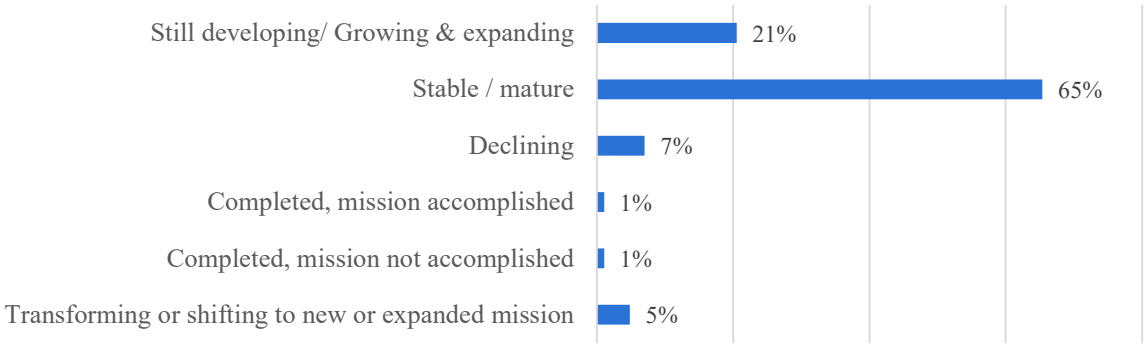


Figure 1. Stage of Collaboration

Sector Representation. Sector representation refers to the types of sectors (e.g., government, private, nonprofit, etc.) represented by the organizations involved in the collaborative (Figure 2). LPSCCs are composed predominantly of government officials, with local governments universally represented and state government partners participating as required by the state's legal mandate. Representatives of nonprofits and community advocates or citizen groups also have high levels of engagement, reflecting strong civil society involvement in LPSCCs. In

addition, over half (55%) of respondents indicated they had collaborated in the past with other participating organizations, suggesting existing relationships that support the councils' work. In contrast, tribal governments, private organizations, and academic institutions are represented only moderately, suggesting a more selective presence, which may be driven by issue- or location-specific matters. Federal government and religious organizations have minimal participation, indicating limited direct involvement from these sectors. Nevertheless, the overall composition of participants reflects the councils' local and community-centered focus. This mix may strengthen community responsiveness and alignment with local needs but also could limit broader resource mobilization and policy influence that more diverse sectoral engagement—particularly from federal and private institutions—might provide.

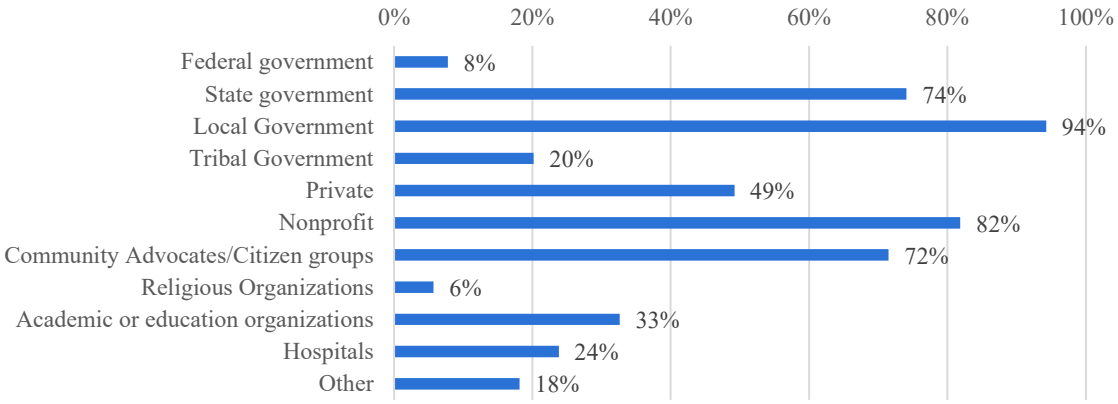


Figure 2. Sector Representation

Collective purpose. Collective purpose is the shared goal or mission of the collaborative as described by participants. As illustrated in Figure 3, enhancing public safety was the dominant theme across responses, with participants viewing it as the primary goal of LPSCCs, though approaches to achieving it varied. Responses indicate broad agreement that LPSCCs primarily coordinate criminal justice and public safety systems across agencies and jurisdictions, while also serving planning functions related to grants, strategic priorities, and budgets. Equity and inclusion emerged as an important though less consistent theme, linking public safety to broader community health goals. Some saw the councils mainly as forums for sharing data, updates, and best practices "to keep all those involved informed as to what is going on in their organizations" rather than as decision making and executing bodies. Likewise, several participants expressed uncertainty about the councils' clarity of purpose, describing meetings as largely informational, not action-oriented, and at times "too large to actually accomplish anything."

Figure 3. Word Cloud of LPSCCs' Collective Purpose as Described by Respondents

Governance. Governance refers to the structures and processes through which LPSCCs carry out their collaborative work, including the frequency of meetings, staffing and facilitation, committees, and methods of group decision making. Most participants reported that their LPSCC meets regularly, either quarterly (39%) or monthly (35%). Staffing levels also differ, with 30% indicating their council has no full-time staff, 26.5% reporting one full-time staff member, and 40% reporting one part-time staff member. A strong majority (82%) said their LPSCC has a facilitator, a role filled most often by a council member (70%) as compared to a hired professional (16%). Nearly half of respondents (48%) noted the existence of subcommittees or working groups to support council functions. Decision-making processes appear to vary, with 39% of councils relying on majority vote and 38% relying on consensus, though the statutes specify that action may be taken by a majority vote of the quorum present at any meeting.

Participation. Participation refers to the extent and nature of individuals' involvement and decision-making capacity in LPSCCs, including their motivation for taking part. Participation in LPSCCs reflects a mix of long-term and newer engagement. Nearly half of respondents (46%) reported participating in their LPSCC for two to five years, while several noted more than 20 years of involvement. Such long-term participation may support continuity within the councils but also could limit opportunities for new members and fresh perspectives. Most participants (90%) represent an organization within the collaborative, and 62% said they often or always have the authority to make decisions on behalf of their organization without seeking prior approval, suggesting a relatively high level of delegated decision-making power.

Regarding their motivations for participation, 69% indicated that their involvement is part of their job responsibilities, while 63% said it aligns with their organization's priorities and commitments. At the same time, 39% reported they participate because the work reflects their personal principles and values, as well as a desire to influence or shape policy. Relatedly, most respondents (80%) viewed the problem their LPSCC addresses as very important, with 40% considering it very urgent or sensitive and 43% seeing it as somewhat urgent. This seems to reflect a balance of organizational commitment and individual motivations driving engagement in LPSCCs.

System Context

System context refers to the broader political, legal, socio-economic, environmental, and other external factors that shape and are shaped by a collaborative governance regime. These factors establish both opportunities and constraints, influencing CGRs from their inception and throughout their evolution. Using a Likert scale (1 = strongly negative effect to 5 = strongly positive effect), participants reported their perceptions of various elements in the system context. As shown in Figure 4, socio-demographic and cultural conditions, laws and policies, economic conditions, community leaders, and political turnover were considered to have a positive effect on the work of the LPSCCs (average score: 3.7). In contrast, partisanship, political polarization, conflict, and political leaders were perceived as having negative effects on the work of LPSCCs (average score: 2.8). Interestingly, male participants expressed more negative views about the impact of political leaders compared to their female counterparts. Additionally, participants in metropolitan areas were more likely to view political polarization and conflict as negatively affecting their LPSCC work compared to those in non-metropolitan areas.

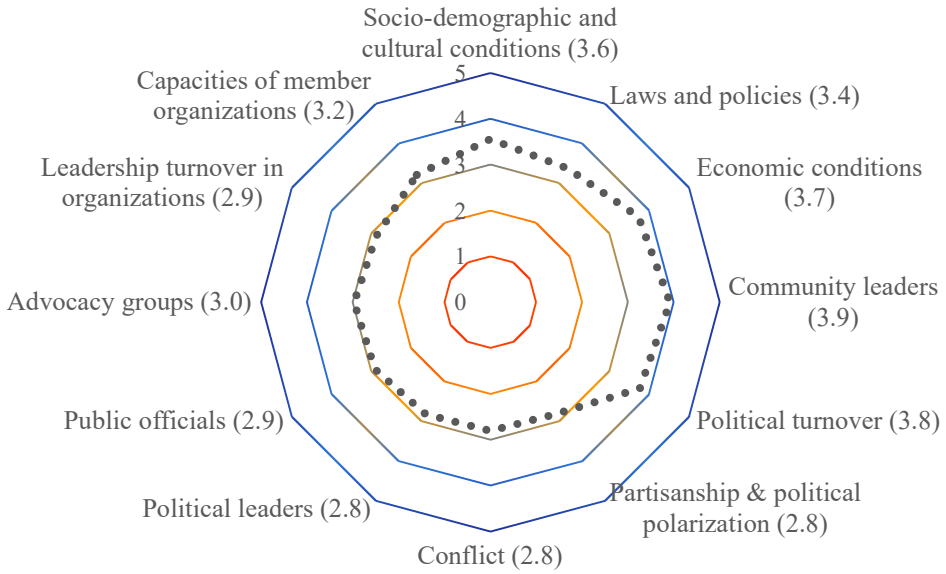


Figure 4. LPSCC Participants' Perceptions of the System Context

Drivers of Collaboration

From the system context emerge four essential drivers that spark and shape the formation of CGRs: uncertainty, interdependence, consequential incentives, and initiating leadership (see Appendix A for more details). These drivers generate the initial impetus for collaboration, motivating stakeholders to come together and providing direction for the CGR's early development.

As shown in Figure 5, participants reported that their organization is motivated most strongly to participate in the LPSCC because of the interdependent nature of their work (3.97), followed

closely by consequential incentives (3.81), such as maximizing funding or resources and influencing policy and planning. Participants reported that their organization is less strongly motivated to participate by initiating leadership (3.43) and uncertainty (3.38)—for example, having a leader with a compelling vision or recognizing that the policy issue is risky and unstable. These results make sense given the nature of public safety work and the age of LPSCCs.

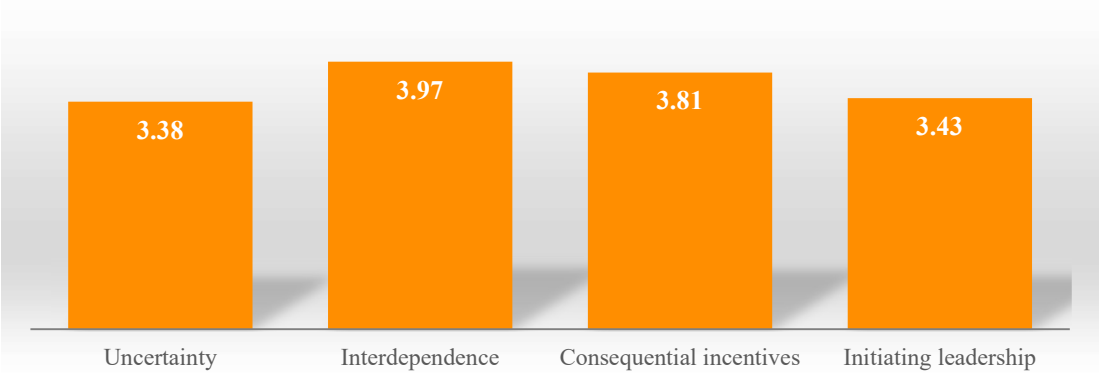


Figure 5. LPSCC Participants' Perceptions of Drivers

Collaboration Dynamics and Theory of Change

Collaboration dynamics, which refers to internal collaborative processes, unfold through cyclical, iterative interactions among three interconnected components: principled engagement (behavioral interactions among participants), shared motivation (the interpersonal relationships among participants), and capacity for joint action (the functional assets developed through collaboration) (see Appendix A for more details). As participants move through these processes, they develop a shared theory of change—an understanding of how their collective actions will address the problem at hand. This theory of change then guides their collaborative actions, the concrete steps taken to achieve their goals and fulfill their collective purpose.

Figure 6 presents average scores across different dimensions of collaboration processes, measured on a 5-point Likert scale (1 = strongly disagree to 5 = strongly agree). Both principled engagement and shared motivation received consistently high ratings, with all sub-dimensions scoring above 4.0. This indicates strong perceptions of meaningful dialogue and decision-making, as well as robust relational foundations within the collaboratives. In contrast, capacity for joint action received more moderate ratings, with all sub-dimensions falling below 4.0. "Resources" scored notably lower at 3.21, suggesting that resource constraints may hinder the joint efforts of LPSCCs. Finally, theory of change scored the second lowest overall at 3.46, suggesting possible disagreement or a lack of clarity among participants around long-term strategic directions. As noted above, those who view their LPSCC as being in a mature stage tended to rate the theory of change higher (3.6) than those who see their LPSCC as still developing (2.8) or declining (2.4).

Some variation in perceptions emerged across participant groups. Female respondents expressed more favorable views of collaborative processes—especially in defining issues, engaging in deliberation, improving mutual understanding, and having leadership and resources. Similarly, LPSCC participants in non-metropolitan counties reported higher levels of agreement and satisfaction with elements such as discovery, deliberation, and sharing resources. For example, non-metro participants noted that LPSCCs help them share information and feel that others in the group understand their concerns, interests, and values. They also reported higher satisfaction with the quality of discussions (4.2) compared to their metropolitan counterparts (3.9).

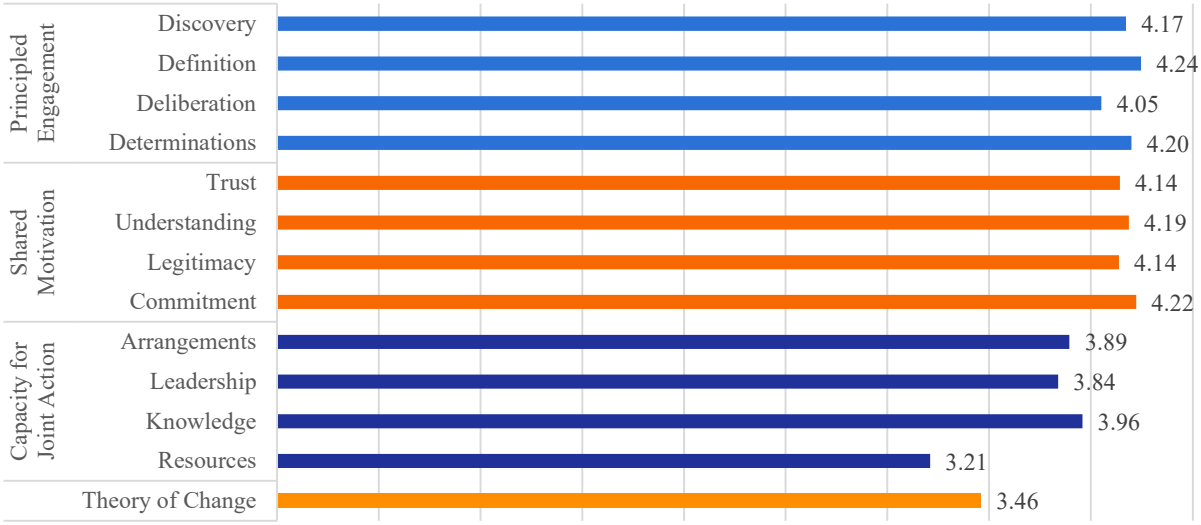


Figure 6. LPSCC Participants' Perceptions of Collaboration Dynamics

Collaborative Productivity

The productivity (or performance) of collaborative governance regimes can be understood across multiple levels, the collaborative actions taken, the outcomes those actions produce, and the subsequent adaptations made in response. These three performance levels—actions, outcomes, and adaptation—can be assessed at three distinct units of analysis: the participating organization-level, the CGR-level, and the target-goal-level. At the participant organization level, the performance focus is on how the CGR benefits or adds value to its member organizations. At the CGR level, performance reflects the internal effectiveness of the collaborative work. Finally, at the target goals level, performance centers on the extent to which the CGR achieves its intended goals (see Appendix A for more details).

Figure 7 shows respondents' perceptions of LPSCC productivity across three levels and units of analysis. At the organization level, participants expressed the highest satisfaction with efficiency (4.07), indicating they believe their participation in LPSCCs is worth the effort, resources, and time. They also reported high satisfaction with effectiveness (3.94), reflecting the knowledge and relationships gained from LPSCC participation. Equilibrium, which measures the CGR's

influence in the participant organizations' stability and evolution, scored relatively lower (3.44). This suggests that respondents, on average, were neutral about whether their organization's internal adaptability and stability improved through participation in the LPSCC.

At the LPSCC level, efficacy scored relatively high (4.03), suggesting strong agreement that collaborative actions are consistent with the council's collective purpose, goals, and plans for achieving those goals. While perceptions of external legitimacy (3.66) and viability (3.73) remain positive, they were rated lower than efficacy, suggesting uncertainty around whether those outside the LPSCC view its goals, actions, and processes as credible and whether the council has the capacity to continue adding value.

At the target goal level, none of the measures scored very well, all falling below 4. Effectiveness received the highest average score (3.77), followed by sustainability (3.68) and equity (3.36). These results suggest that respondents are modestly positive about whether their collaborative efforts are making progress and whether the achievements will have a lasting impact, but they are more uncertain about whether the collective costs and benefits of the LPSCC's work are distributed fairly among member organizations. Moreover, notable differences emerged across groups, with participants from non-metropolitan areas rated equity relatively higher (3.50) than those from metropolitan areas (3.22).

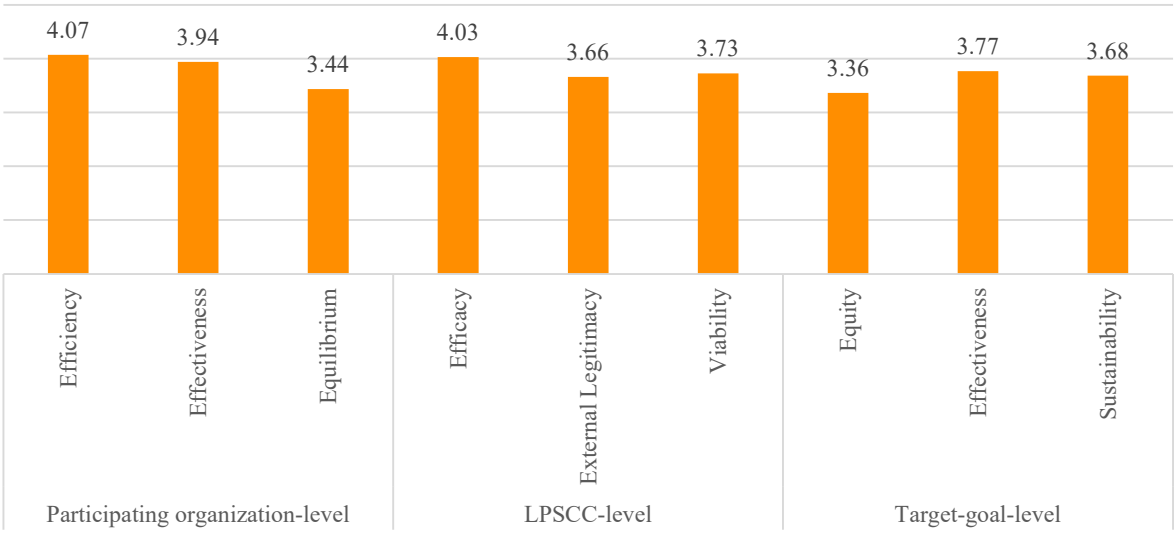


Figure 7. LPSCC Participants' Perceptions of Collaborative Productivity

Conclusion and Moving Forward

Overall, the survey results highlight that Local Public Safety Coordinating Councils are generally mature and stable collaboratives with a strong clarity on their collective purpose: enhancing public safety. The councils predominantly are composed of representatives from local and state government agencies, and nonprofits and community organizations, reinforcing their

locally focused approach. Based on our analysis, we offer some insights that CJC may wish to explore more fully.

1. Effective governance structures matter. Participation in LPSCCs reflects a mix of long-term and newer engagement, and most respondents indicated that they represent a specific organization and have decision making authority. However, while most LPSCCs meet regularly with facilitators, variation in staffing and decision-making practices may affect how well they function. The CJC may wish to examine governance structures more closely and offer assistance to LPSCCs as necessary.

2. External political dynamics can undermine collaborative work, so LPSCCs need support in navigating broader system pressures. Participants seemed to be aware of several elements in the broader system context that shape the efforts of LPSCCs. While many elements were reported to positively affect their work, participants noted that partisanship, political polarization, conflict, and political leaders often had negative effects on LPSCC efforts. The CJC may wish to explore these matters more fully and consider ways to help LPSCCs better address these issues.

3. Strong trust exists within LPSCCs, but limited resources and uneven governance capacity hinder their ability to take joint action. The nearly three-decade history of LPSCCs seems to have fostered a foundation of meaningful dialogue, trust, and commitment among participants, as reflected in the relatively high ratings for both principled engagement and shared motivation. In contrast, the scores on capacity for joint action (i.e., the ability to take steps and generate outcomes that could not be achieved by one organization on its own) are comparatively low. The low rating for resources is of particular note, as it may suggest that many participants feel their LPSCC is insufficiently supported. Thus, the CJC may wish to explore what additional support (e.g., financial, technical, staff, etc.) participants feel is needed to help their LPSCC accomplish its goals, as well as how variability in LPSCC staffing and governance structures hinder their capacity for joint action.

Likewise, while participants have a strong sense of collective purposes, they report having limited clarity on their theory of change, that is, strategy being used to guide the actions taken to achieve their collective purpose. Thus, the CJC may wish to intervene in the overall work of LPSCCs to help articulate and clarify long-term strategic directions.

4. LPSCCs deliver organizational benefits and align well internally, but concerns remain around external legitimacy, long-term effectiveness, and fairness in distributing collaborative burdens and benefits. Participants had mixed views on collaborative productivity or performance. At the organizational level, respondents reported that participating in LPSCCs is worth the effort, resources, and time and that they gain knowledge and build relationships by participating. However, they were rather neutral on whether participation improved their organization's internal adaptability and stability. At the LPSCC level, respondents believed that LPSCC purpose, goals, and actions were aligned, but were less certain about how external stakeholders

perceived LPSCC legitimacy and viability. Respondents also reported less certainty about performance at the target goal level, where the ratings for effectiveness, sustainability, and equity were rather lackluster. The CJC may wish to further explore these results, particularly in terms of how participation in LPSCCs transforms organizational operations and how collaborative burdens and benefits can be shared fairly over the longer term.

Taken together, these findings suggest that while LPSCCs are valued for their role in fostering coordination, building relationships, and advancing public safety goals, the legitimacy, adaptability, and long-term impact of LPSCCs could be improved by enhancing clarity of purpose, strengthening resource capacity, and reinforcing governance structures.

Acknowledgment of Donations

We greatly appreciated the LPSCC members' participation in our survey. In recognition of their time and thoughtful input, we have made contributions to several nonprofit organizations in Oregon that support public safety and community well-being. We donated $10 per respondent, for a total of $1,310. The organizations and donation amounts are as follows:

- Children of Public Safety Officers College Fund - Oregon State Treasury: $270
- Oregon Coalition Against Domestic and Sexual Violence (OCADSV): $330
- Oregon Child Abuse Solutions: $210
- Oregon Court Appointed Special Advocates: $500

We extend our sincere thanks to the Oregon Criminal Justice Commission and all LPSCC members whose engagement made both the survey and these contributions possible.

Appendix A: Key Concepts in Collaborative Governance

The CGR participant survey is developed around the integrative framework for collaborative governance, which has gained considerable traction among scholars and practitioners as a means of understanding and assessing collaborative governance. [5] The integrative framework, depicted in Figure A1, specifies a set of nested dimensions, within which various components and elements are posited to work together in a non-linear, interactive fashion.

The outermost oval represents the surrounding **system context**, which includes political, legal, socio-economic, environmental, and other influences that affect and are affected by the CGR. From this system context four **drivers** emerge–uncertainty, interdependence, consequential incentives, initiating leadership–which help initiate the CGR and set its preliminary direction. ***Uncertainty***, particularly in the context of complex problems, can motivate collaboration by creating a need to share risks and collectively address challenges. ***Interdependence*** arises when no single actor can resolve alone, making collaboration a necessary condition for those involved in. ***Consequential incentives*** are pressing needs or opportunities that are salient to participants and carry potential negative or positive consequences—such as resource gaps or opportunities, policy change, or crisis. ***Leadership*** involves the presence of a recognized individual or entity capable of initiating the collaboration and securing the necessary resources and support to move it forward.

As the CGR forms and evolves, participants engage in **collaboration dynamics**, which consists of three interacting components: principled engagement, shared motivation, and joint capacity for action. ***Principled engagement*** refers to the behavioral interactions among the participants, developing over time through four key elements: discovery, definition, deliberation, and determination. ***Shared motivation*** functions as a self-reinforcing cycle of interpersonal relationships, encompassing mutual trust, understanding, internal legitimacy, and commitment. Finally, ***capacity for joint action*** refers to the functional components developed through the collaborative processes, consisting of institutional arrangements, leadership, knowledge, and resources. Through the progressive cycling of these components, CGR participants develop a collective purpose, a set of target goals, and a theory of change for the problem or opportunity they seek to address. The ***theory of change*** guides their ***collaborative actions***, or the steps taken to reach the goals and achieve the purpose of the CGR. In turn, CGR actions lead to outcomes,

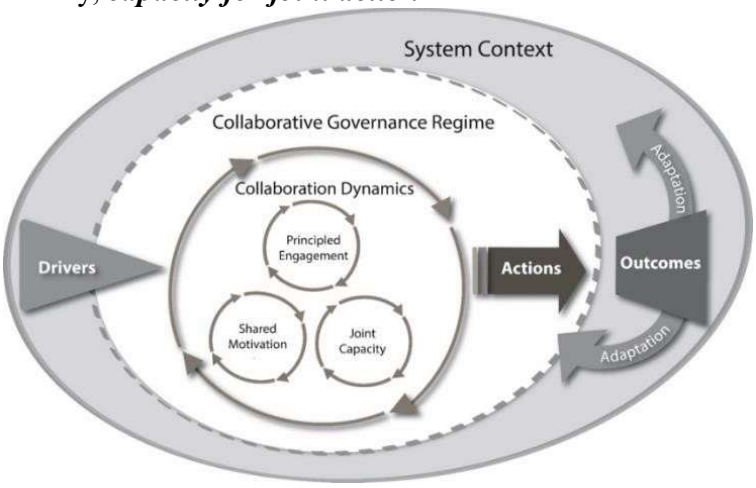


Figure A1. Integrative Framework for Collaborative Governance (Emerson & Nabatchi 2015)

[5] For more on these concepts and framework, see (1) Emerson, Kirk, Tina Nabatchi, and Stephen Balogh. (2012)."An integrative framework for collaborative governance." *Journal of public administration research and theory* 22, no. 1: 1-29. (2) Emerson, Kirk and Tina Nabatchi. (2015). *Collaborative Governance Regimes*. Washington, DC: Georgetown University Press. (3) *The Atlas of Collaboration: Oregon Volume, Version 1.0*.

which may result in adaptation in the system context or the CGR itself.

In understanding the productivity of CGRs, assessments can be made at three levels—actions, outcomes, and adaptation—across three units of analysis: participant organizations, the CGR, and target goals. While there are various performance dimensions of collaborative governance, we focus on one primary dimension for each level and unit, resulting in nine performance measures as shown in Table A1.[6] At the participant organization level, performance is measured for efficiency, effectiveness, and equilibrium. **Efficiency** concerns whether organizations gain net benefits. **Effectiveness** reflects the extent to which CGR activities create added value for participants. **Equilibrium** refers to how well organizations balance adaptation to collaborative demands while maintaining enough stability to continue fulfilling their core missions.

At the CGR level, the focus is on assessing the productivity of the collaborative system as a whole, including efficacy, external legitimacy, and viability. **Efficacy** reflects whether collective actions align with shared expectations and strategies for achieving the CGR's collective purpose. **External legitimacy** concerns the extent to which external stakeholders view the CGR as acceptable and credible, based on its goals, values, processes, and actions. **Viability** reflects the CGR's ability to sustain itself and generate value beyond individual participants.

At the target goal level, performance is assessed through equity, effectiveness, and sustainability dimensions. **Equity** concerns both the distribution of net benefits from CGR actions and how participants perceive the fairness of associated costs and benefits. **Effectiveness** refers to the extent to which collaborative actions achieve their intended impact on target goals. **Sustainability** captures adaptive capacity, which ensures positive effects endure over time despite external uncertainty and change.

Table A1. Performance Dimensions of Collaborative Governance Regimes (Emerson & Nabatchi 2015)

Unit / Performance	Participant Organization	Collaborative Governance Regime	Target Goals
Action(s)	Efficiency	Efficacy	Equity
Outcome(s)	Effectiveness	External Legitimacy	Effectiveness
Adaptation	Equilibrium	Viability	Sustainability

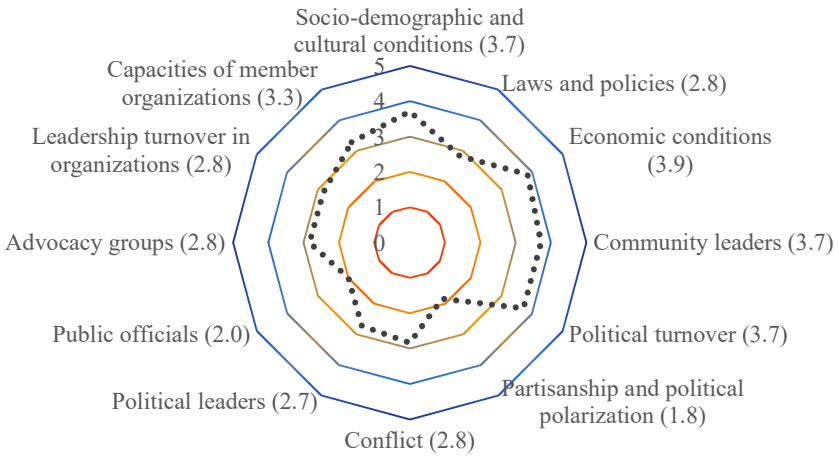
[6] Emerson, K., & Nabatchi, T. (2015). Evaluating the productivity of collaborative governance regimes: A performance matrix. Public Performance & Management Review, 38(4), 717-747.

Appendix B: Individual County Report

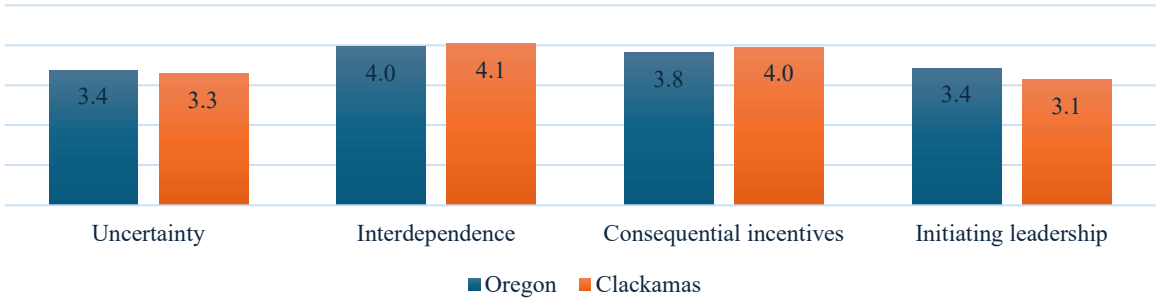
Clackamas County LPSCC Survey Results (7 respondents)

Status. Almost every participant in the Clackamas LPSCC expressed different views on the Council's stage of development—ranging from 'still developing' to 'completed without achieving its intended mission'. These variations may stem from differences in how long participants have been involved with the LPSCC and/or from the absence of a clear theory of change, as shown below. Facilitating discussions about the Council's current stage and how members want to collectively move forward may help build shared understanding and alignment.

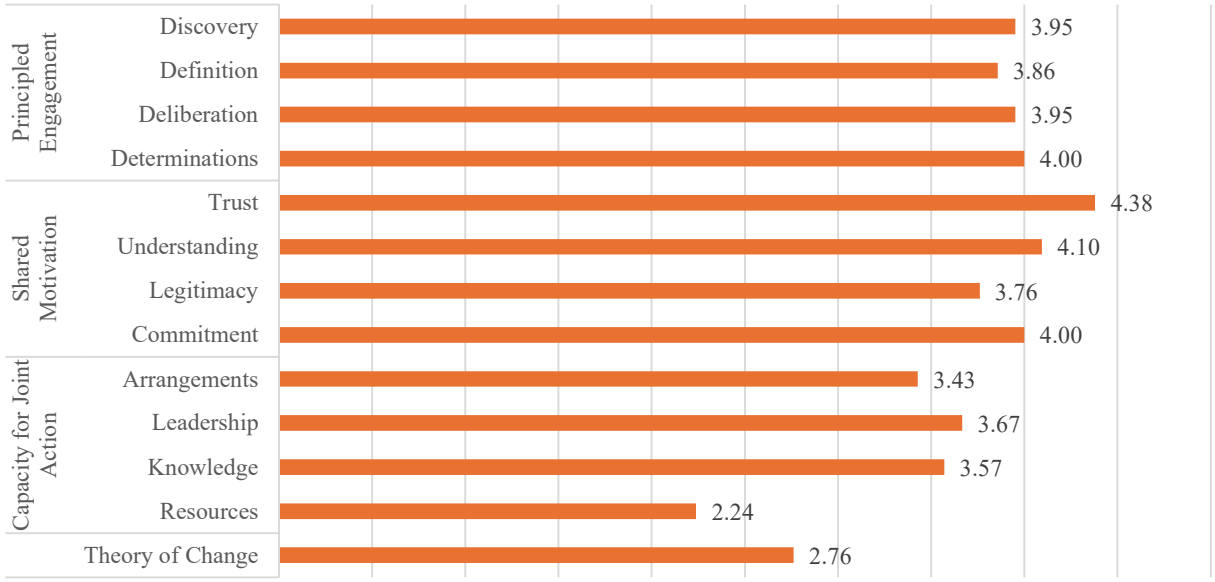
System Context. As shown below, respondents rated how different system-level factors influence the functioning of LPSCCs. Similar to statewide trends, Clackamas LPSCC participants reported that economic conditions, community leaders, and political turnover have strong positive effects on how the Council operates. However, partisanship and political polarization, and public officials were perceived as having a strongly negative impact—more so than in other LPSCCs across Oregon.



Drivers. Like other LPSCCs, Clackamas County respondents emphasized resource- and interdependence-based motivations for collaboration more than uncertainty, while highlighting a relative gap in leadership initiative compared to other parts of Oregon. Relatedly, 85% of respondents reported that the problems the LPSCC is addressing are very important, while only 43% considered them very urgent.



Collaboration Dynamics. When it comes to collaborative processes, Clackamas LPSCC participants reported strong interpersonal trust but weaker structural and resource capacities, along with less clarity about their organization's specific role in collaborative efforts and the LPSCC's overall theory of change. These factors may limit the ability to translate motivation into sustained collaborative action.



Productivity. Overall, while Clackamas County shows some alignment with statewide trends, it consistently scores slightly lower across nearly all productivity measures. In particular, target-goal measures—such as effectiveness and sustainability—were rated somewhat weaker than in other LPSCCs across Oregon. This may reflect a perception of weaker organizational and resource capacities.