

Police Bureau

Analysis by Katie Shifley

The Police Bureau ended the fiscal year within budget, underspending its General Fund allocation by \$1.4 million (net of encumbrances). Personal services spending was within budget, with vacancy savings offsetting substantial unplanned spending on protest-related overtime. The bureau continued to navigate a staffing shortage, but made mid-year adjustments to limit the impact on service levels and made improvements in its recruitment and hiring efforts. Response times continued to increase, exacerbated by the patrol staffing shortage and generally increasing call volume.

Bureau Performance

Police Bureau	Number of Crime Against Property offenses per 1,000 residents	79.00
	Number of Crime Against Persons offenses per 1,000 residents	13.40
	Percentage of residents who feel safe walking alone in their neighborhood at night	Not yet available
	Percentage of the DOJ Agreement Tasks assigned to PPB that are actively in progress or completed	Not yet available
	Average travel time to high priority calls in minutes	6.55
	Percentage of new sworn hires comprised of people from communities of color	24.1%
	Percentage of new sworn hires who are female	15.5%
	Percentage of total PPB custodies in which there was no FDCR-level force event	97.68%



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The Portland Police Bureau’s (PPB’s) most pressing issues - compliance with the U.S. Department of Justice (DOJ) Agreement and managing staffing shortages - are in many ways foundational to the successful execution of the pillars of 21st Century Policing¹. Although the bureau made progress on these issues in FY 2016-17, its key performance measures showed generally declining service levels.

¹ [The President’s Task Force on 21st Century Policing](#) was structured around six key pillars: Building Trust and Legitimacy, Policy and Oversight, Technology and Social Media, Community Policing and Crime Reduction, Training and Education, and Officer Wellness and Safety.

The bureau was particularly successful in addressing issues, such as the patrol staffing shortage, when a concerted effort was made to base decisions on data and evidence. CBO encourages the bureau to continue to expand its use of data analytics in both strategic and operational decision-making.

DOJ Agreement Compliance

PPB has several performance measures that are related to compliance with the DOJ Agreement.

- As of FY 2015-16, the last year for which full data is available, the bureau reported that 96.3% of PPB-assigned tasks required by the DOJ Agreement were either completed or actively in progress. This is up from 88% in the prior year. During FY 2016-17, PPB internally restructured oversight of its DOJ-related activities, increased the throughput of its policy directive review process, and invested in technologies such as a new learning management system as part of DOJ compliance efforts.
- The bureau's key performance measure related to use of force (a major focus of the DOJ Agreement) showed positive improvement in FY 2016-17. The percentage of custodies in which there was a Force Data Collection Report (FDCR) level event decreased from 2.9% to 2.3%. The actual number of cases where there was a FDCR level event also decreased, from 702 in FY 2015-16 to 600 in FY 2016-17.

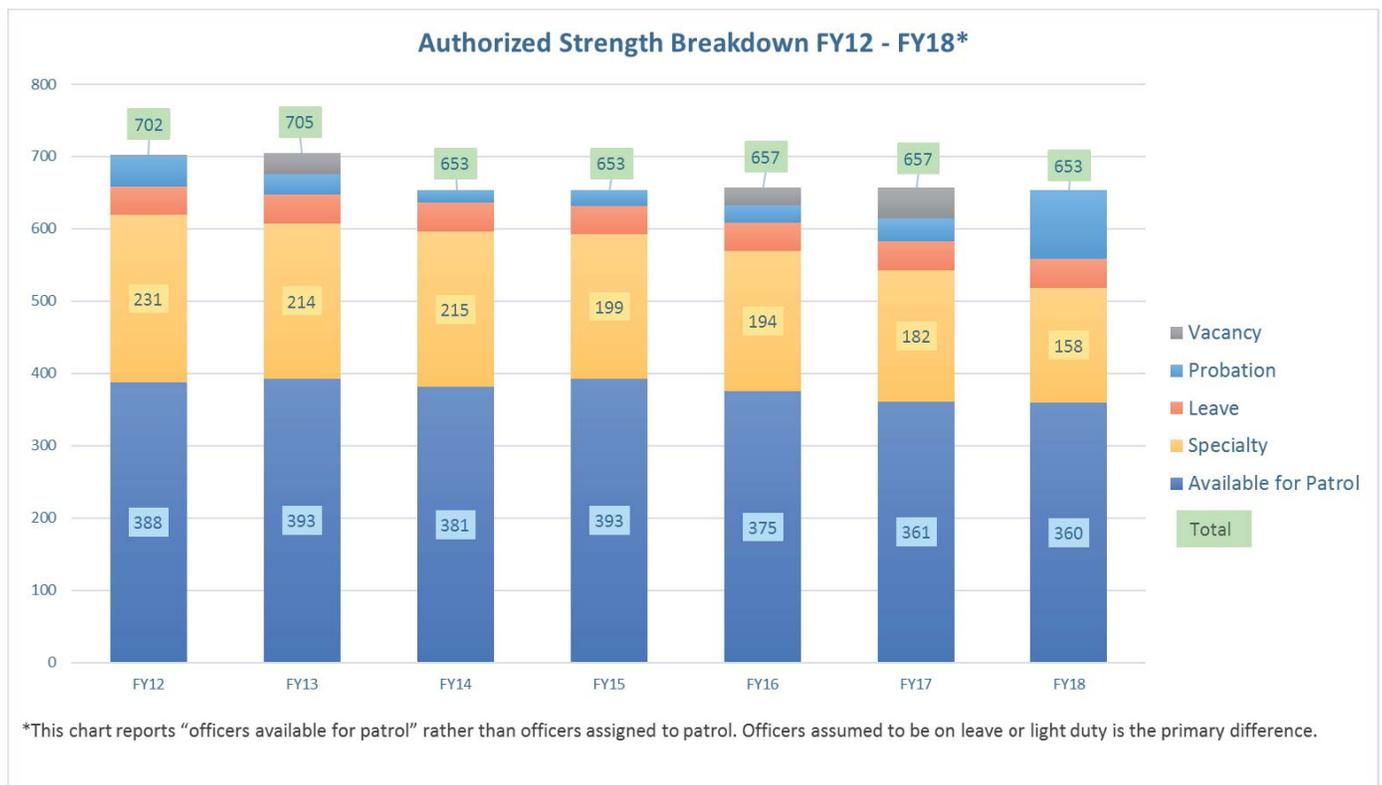
The DOJ Agreement stipulated that PPB's compliance with the Agreement be monitored by an external Compliance Officer/Community Liaison (COCL) and Community Oversight Advisory Board (COAB). The COCL issued its most recent report on DOJ compliance on October 3rd, 2017, covering the period from January – September 2017. The COCL noted that the City and PPB made dramatic progress on satisfying the terms of the Agreement, but highlighted several areas where additional work is needed, most notably around training officers in de-escalation techniques in potential use-of-force scenarios.

The COCL also notes the considerable amount of time and effort PPB has made to reach out to the community on public safety and policing issues and build trust through various initiatives and programs. Although the bureau does not currently have performance measures related to community engagement, it has consolidated its internal efforts into a Community Engagement Office housed within the Chief's Office. CBO notes that, while not within PPB's control, the recent re-envisioning of this group as the Portland Committee on Community-Engaged Policing (PCCEP) could have positive effects on PPB's community engagement compliance efforts.

Staffing Shortage

The bureau continues to face a patrol staffing shortage due to recent attrition, which is complicated by the 18+ month lag time between when a new officer is hired and when they are deployable. The chart below (from PPB's October 2017 Council Work Session) highlights this issue, showing higher vacancies in FY 2015-16 that are eventually replaced by higher numbers of officers on probation in FY 2016-17 and FY 2017-18. The overall impact is that fewer officers are available for patrol or to

replenish specialty units. Absent any action, it will take several years for the bureau to manage through this cycle of attrition and replacement.



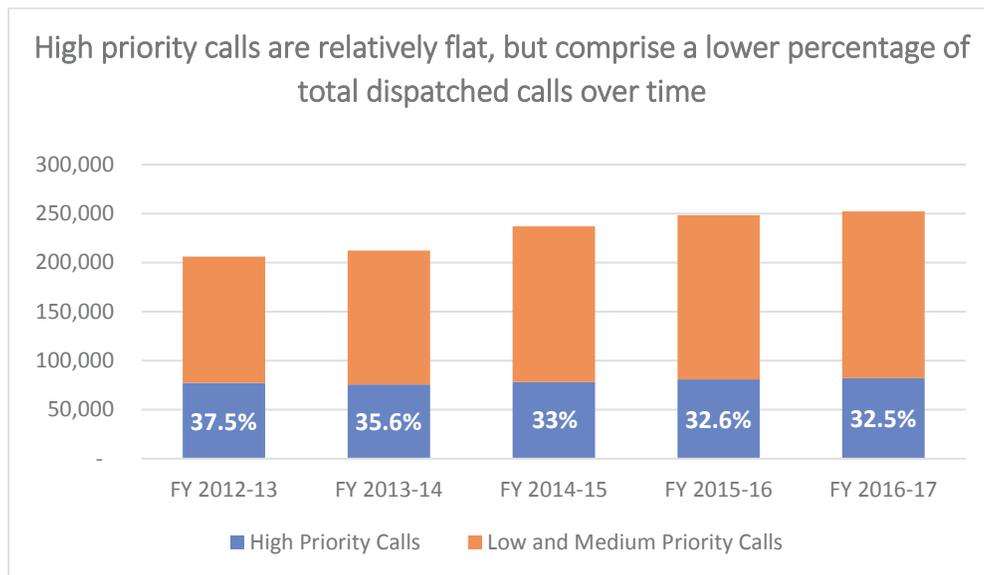
However, PPB has made notable progress in addressing elements contributing to the staffing shortage. In 2016, the bureau engaged in a GATR Session (Government Accountability Transparency Results), using data and evidence to develop strategies to address decreased levels of officers available for patrol and the resulting impact on core bureau service levels. The bureau implemented process improvements in its hiring process that have reduced the time-to-hire for officer candidates. Improvements in the testing and hiring process have eliminated case backlogs for backgrounding, increased the percentage of people passing backgrounds (up to 14% from 7-9%), and shortened the background process.

Combined with new resources in the recruitment function, the bureau was able to hire 54 new officers in FY 2016-17, compared to 22 in the prior fiscal year.

- Of the new hires, 24.1% were persons from communities of color. While the percentage declined notably from the 42.9% reported in the prior year and fell short of the 35% target, the actual number of new hires from communities of color increased from FY 2015-16 to FY 2016-17 due to the increased hiring rate.
- Additionally, 15.5% of new hires were women, which fell short of the 18% target but was an improvement over the 14.1% reported in the prior year.

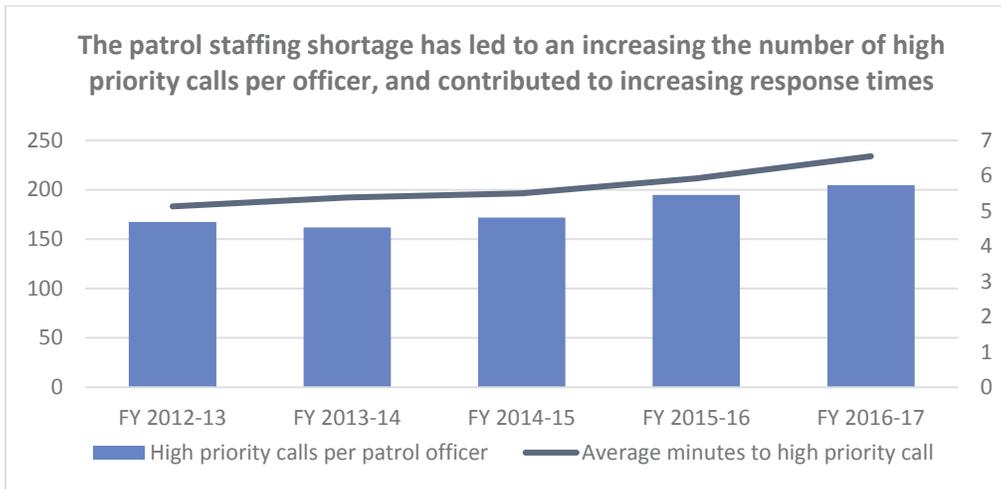
The bureau also transferred 28 sworn personnel from specialty units (Traffic Division, Drugs and Vice, etc.) to precincts and implemented a rotational shift for other specialty unit staff in order to increase the number of officers available for patrol and to help control overtime spending. While this change had impacts on the missions of specialty units², the transfer of staff resources to patrol helped to mitigate service level impacts to core bureau functions (i.e. dispatch to priority calls) and slowed overtime spending.

The total number of incidents dispatched in FY 2016-17 was 252,230, an increase of 1.5% from the previous year. The total number of high priority calls has not increased substantially over the last several years, up only 6% from FY 2012-13. High priority calls have decreased as a total percentage of dispatched calls.



Despite the aforementioned efforts towards alleviating the staffing shortage, the number of officers available for patrol declined from FY 2015-16 to FY 2016-17, from 375 to 361. The reduced number of officers available for patrol has contributed to increased average response time on high priority calls. At 6.55 minutes, the measure is up almost 11% from the prior year.

² The overall impact of these transfers on service levels is difficult to quantify. However, unit-specific impacts can sometimes be identified. For example, the transfer of five sworn staff from Drugs and Vice has resulted in a 34% decrease in the number of investigatory cases assigned.

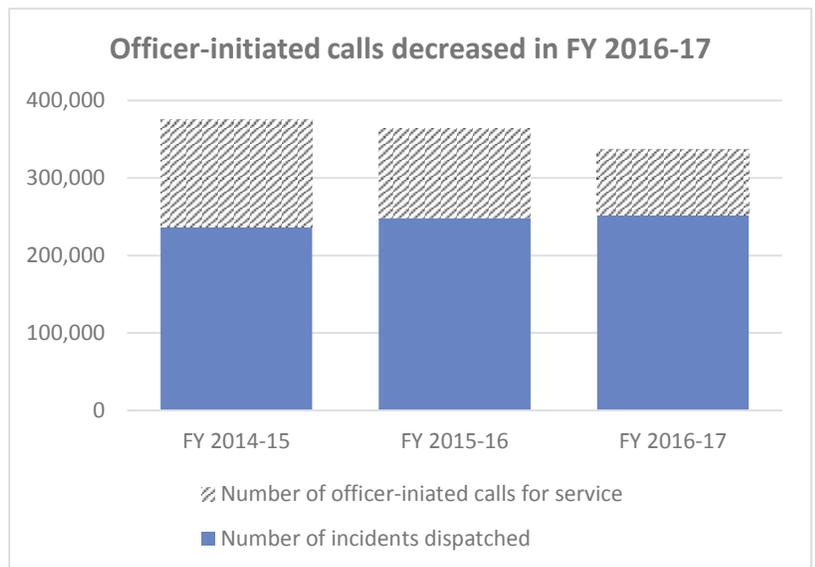


As total time spent on dispatched calls increases, high priority or otherwise, officers have less time to engage in proactive police work. The bureau’s measure of officer-initiated calls for service continued to decline in FY 2016-17.

It is worth noting that the officer-initiated calls do not capture the full universe of proactive policing. Officers may go on walking beats, attend community meetings, or otherwise engage with the public, without formally initiating a self-dispatched call.

The bureau expects to reach full sworn staffing during FY 2017-18. However, the bureau is still facing a wave of retirements in the next several years that is complicated by the 18+ month lag time between when a new officer is hired and when they are

deployable. Having above average proportions of sworn staff on probation will put pressure on the bureau’s ability to reduce response times and increase levels of proactive police work.



Crime Reporting System and Crime Analytics

This is the second year the Police Bureau has reported crime data under the National Incident Based Reporting System (NIBRS), having switched from the Uniform Crime Reporting (UCR) system in April 2015.

- While two years of data is insufficient to identify longer term crime trends, both property crime and person crime increased in FY 2016-17 by 9% and 5.4%, respectively.

- This increase in property crime corresponds with [PPB's analysis showing an increase in auto theft](#), as well as generally increasing calls for service. Major crime clearance data is not yet available under the new system.

PPB made increased use of crime analysis and reporting during FY 2016-17, adding resources to the Strategic Services Division analytics function and creating both internal and [public-facing dashboards](#).

The bureau has increased its level of analytical support in recent years, and has been successful in making the case for additional resources in part due to the “multiplier effect” of analytical support. As the bureau tries to stabilize service levels, it will be important for the bureau to maximize the impact of analytical support by acting on and operationalizing input from crime analysts in a timely fashion.

Performance Measures

During FY 2016-17, the City of Portland eliminated funding for the Annual Community Survey. Several of PPB's performance measures, including the key performance measure “percentage of citizens who feel safe walking alone in their neighborhood at night,” were drawn from that survey, and will not be available going forward. In response, PPB is evaluating other performance measures to replace this measure, as well as researching how to better promote and publicize other existing data that is not currently part of its performance reporting (i.e. percentage of officers who have received Enhanced Crisis Intervention Team training).

The bureau intended to begin developing a new strategic plan in FY 2016-17, but that effort was delayed, in part due to a desire for greater community input. As those efforts are renewed under new bureau leadership in FY 2017-18, the bureau should see this as an opportunity to develop new or enhanced performance measures that are well-aligned with the goals and objectives of the strategic plan.

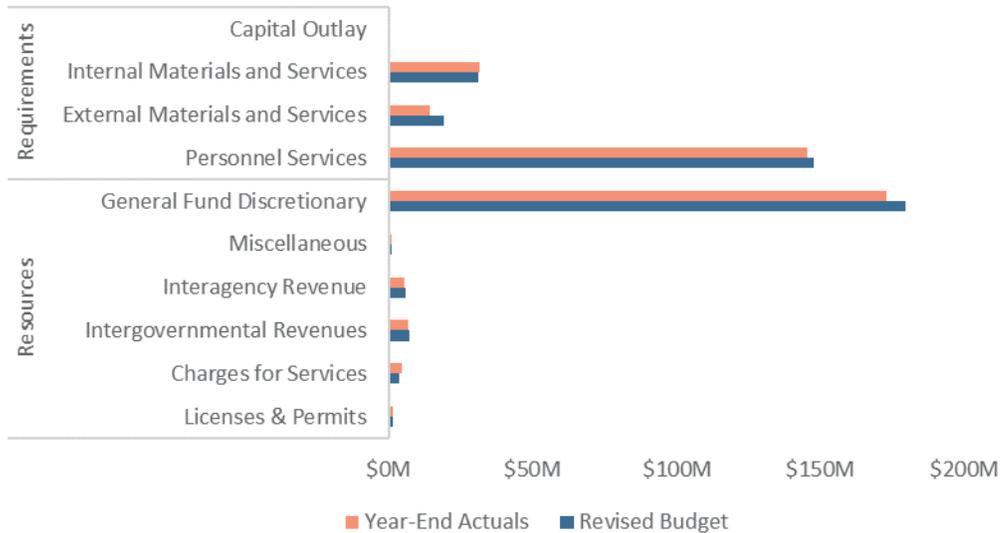
There are a few key issues where PPB has a heavy organizational focus, but those efforts are not currently tracked or evaluated through performance measures. CBO recommends the following:

- The bureau should consider developing performance measures around its community engagement efforts. The bureau has made substantial efforts, both generally and as related to DOJ Agreement compliance, to increase PPB's level of community engagement. The 2015 DHM Research report “[Portland Police Community Relations Survey Research](#),” provides examples of possible community engagement measures.
- The Records Division, which provides both critical internal support and a public-facing records request function, does not have any performance measures that are reported. CBO suggests that PPB develop measures for this division, both for the current set of activities and for the nascent body worn camera program housed in this division. As the body worn camera program is developed, it will be critical to both define “success” for this program, and track multiple measures to evaluate the program.

- The bureau should also consider developing measures related to the Community Service Officer program. The program has not yet launched in earnest, and likely will not during FY 2017-18, but it will be important to track outcomes of the program (e.g. reduced officer time spent on low priority calls) in order to determine the cost-benefit of scaling the program.

Bureau Finances: Budget-to-Actuals and Key Issues

Police Bureau General Fund FY 2016-17 Reconciliation



The Police Bureau ended FY 2016-17 with 96.7% of its General Fund budget spent, leaving a balance of \$6.5 million. Of this amount, approximately \$5.1 million is requested as encumbrance carryover in the Fall Supplemental Budget and \$1.4 million fell to balance.

External Materials and Services (EMS) was underspent by approximately \$4.8 million, which is the primary driver of encumbrance carryovers. Internal Materials and Services was overspent by almost \$800,000, or 2.5%, primarily due to overspending on interagency agreements with CityFleet, Printing & Distribution, and the Bureau of Technology Services. Per the bureau, this was due to midyear budget adjustments that assumed higher levels of underspending than actually materialized.

Personal Services spending was \$2.2 million, or 2.5%, under budget. The revised budget of \$147.6 million includes \$1.4 million in compensation set-aside appropriated in the FY 2016-17 Spring Supplemental Budget. Underspending was driven by lower salary and benefits spending (\$4.4 million underspent), which was offset by payouts and overtime spending that was higher than budgeted. Notable personnel expenses include:

- Payouts for attrition and compensatory time totaled approximately \$3.2 million, or 180% of budget. Accurate projections of anticipated payouts will become increasingly important as the bureau navigates an expected wave of retirements in the next several years. In particular,

large payouts will likely be made in FY 2018-19 and FY 2020-21 when significant numbers of retirements are expected by sworn staff due to 27 pay-period lookbacks.

- Overtime spending exceeded budget by \$824,252. The primary driver for total overtime spending continues to be personnel shortage backfill (i.e. vacation, sick or injury leave, and training). However, overtime related to post-inaugural protests and demonstrations was almost \$2 million, contributing to the overspent overtime budget.
- Reimbursable overtime, which is most typically secondary employment at retail stores, was approximately \$800,000 higher in FY 2016-17 than in the prior year. This overtime is not a large draw on PPB’s budgetary resources, though the rates charged are not yet at full cost recovery. The increased rate at which officers are engaging in secondary employment does impact the bureau’s ability to draw volunteers for overtime related to the staffing shortage.

Police Bureau - GF		Revised Budget	Year-End Actuals	Variance	% of Budget
Resources	Licenses & Permits	1,481,000	1,329,319	151,681	89.8%
	Charges for Services	3,560,672	4,513,668	(952,996)	126.8%
	Intergovernmental Revenues	7,145,916	6,757,832	388,084	94.6%
	Interagency Revenue	5,804,870	5,356,377	448,493	92.3%
	Miscellaneous	804,150	1,008,182	(204,032)	125.4%
	General Fund Discretionary	179,367,260	172,689,254	6,678,006	96.3%
Revenue		\$ 198,163,868	\$ 191,654,632	\$ 6,509,236	96.7%
Requirements	Personnel Services	\$ 147,589,520	\$ 145,373,673	\$ 2,215,847	98.5%
	<i>Salary and Premiums</i>	100,789,543	97,181,369	\$ 3,608,174	96.4%
	<i>Payouts</i>	1,750,000	3,157,498	\$ (1,407,498)	180.4%
	<i>Overtime</i>	11,583,252	12,407,504	\$ (824,252)	107.1%
	<i>Benefits</i>	33,466,725	32,627,303	\$ 839,422	97.5%
	External Materials and Services	18,956,601	14,127,607	4,828,994	74.5%
	Internal Materials and Services	30,945,033	31,712,229	(767,196)	102.5%
	Capital Outlay	672,714	441,123	231,591	65.6%
Expenses		\$ 198,163,868	\$ 191,654,632	\$ 6,509,236	96.7%

The bureau is still experiencing fairly high levels of non-sworn vacancies; in June 2017, the bureau had 42 non-sworn vacancies. While non-sworn vacancy savings is helping to offset heavy overtime and retirement payout spending, maintaining high non-sworn vacancies rates over time will affect internal bureau operations.

Capital

The majority of the Police Bureau’s capital projects are implemented in tandem with the Bureau of Technology Services.

Regional Justice Information Network (RegJIN) Records Management System

The RegJIN Records Management System went live in April 2015. The system was established as a central depository for crime related information shared and funded by approximately 40 law

enforcement agencies in the Portland region. During FY 2016-17, Clark County exited the RegJIN agreement, reducing the total number of RegJIN users by 8.2% and increasing costs for Portland and other system users. This, combined with increased contract costs and wage inflation, increased the FY 2017-18 per-user cost for RegJIN sustainment by 21.8%. Late in FY 2016-17, Clackamas County also elected to exit the system agreement. In order to control costs for other users and reduce the likelihood of further exit, PPB is subsidizing the loss of revenue from Clackamas County (approximately \$300,000 in FY 2017-18, increasing to approximately \$500,000 in FY 2018-19).

Body Worn Camera Program

The development of the Body Worn Camera program has experienced delays. Given the complexity of body camera policy and the current lack of robust research on police camera programs, a slower implementation timeline may ultimately benefit the program. PPB's program may actually contribute to the existing body of research, as it is required to be responsive to a FY 2016-17 budget note, stating that "The bureau will use an outside program evaluator to document and provide evaluation post-implementation to assess the impacts and outcomes of the investment in body cameras."

One-time funding of \$834,619 for program hard costs was originally approved by Council in FY 2013-14, and then carried into FY 2014-15. Ongoing funding of \$1.7 million was awarded for the program in FY 2016-17, to begin in FY 2017-18. During budget development for FY 2017-18, the ongoing body camera allocation was reduced by \$1.2 million on a one-time basis.

No substantial progress was made on body worn camera policy development in FY 2016-17, but the bureau did hire a program manager in early FY 2017-18 to oversee the program and shepherd the development of body worn camera policy. Cost estimates for key program components (i.e. hardware, storage, analytical and administrative support, and training) have not changed, but are still low-confidence.