

Future Plan

Taking Community Policing to the Next Level

**For the
City of Portland
and
Portland Police Bureau**

**By
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Acknowledgments

The Institute for Law and Justice (ILJ) has created this Future Plan to be a useful tool for the City of Portland and the Portland Police Bureau. Any success in that effort must be attributed, in large measure, to the extensive administrative support provided by the Bureau. The project was supported wholeheartedly by Chief Charles Moose, who personally opened the majority of the focus group meetings with a greeting and well-prepared slide presentation for stimulating future thinking. Chief Moose appeared at as many as four such meetings per day, starting early in the morning and finishing late at night.

The staff of the Planning and Support Division were also very helpful. The project would not have been possible without the support of Jane Braaten, project director, and Sergeant Steve Morrow, who worked tirelessly to manage the focus group invitation and RSVP process. The project was also assisted by Katie Karman, who helped manage the technical portions of the focus group slide presentations.

Finally, the project would not have been possible without the inspiration and support of Mayor Vera Katz.

Message from the ILJ Consulting Team

This Future Plan is intended to be just that—a plan for the future of the Portland Police Bureau. While some recommendations may be implemented immediately, many others will take time, additional effort, and additional resources. There are also areas for change, such as moving toward community government and restorative justice, that require cooperation from other city agencies besides the Police Bureau.

Undertaking this Future Plan in such a public manner involves risk. We can think of few other city administrators and police agencies that would have had the foresight and courage to go out on a limb with the public and commit to such future efforts.

This project is also noteworthy for the issues that it did not find. In meeting with nearly 500 people from diverse backgrounds, we did not find a community concerned about police corruption or excessive use of force. We also did not find a police organization whose ability to make decisions was paralyzed by political interference, racial strife, or lack of competence or experience—characteristics that have hampered effective policing in some communities in America.

The citizens of Portland are fortunate that the city administration has always placed a high priority on public safety and maintaining an effective Police Bureau.

Background of This Project

The Portland Police Bureau began implementing community policing in 1988. While the city and the Bureau are satisfied with the progress they have made, they wanted outside assistance to help the Bureau “take community policing to the next level.” This project was tasked with helping the Bureau look into the 21st century and developing a plan to help a good police agency become better prepared for the future.

As crime continues to decrease and the population ages (resulting in more retirees in the community), citizens will place more demands on the police and city for improving the lower-level, quality-of-life disturbances. They will want greater traffic and pedestrian safety, cleaner and safer public spaces (parks, bus stops, etc.), reduced noise and air pollution, and more. The demands for community policing, as it has been marketed by the police, will increase. The community will want much greater police visibility. The Portland Police Bureau will have to take these concerns seriously and begin a process of “reinventing” itself to meet the future.

This Future Plan helps. It provides dynamic vision for the future of public safety in Portland. Customer-driven, the plan documents how the community, PPB members, other city agencies, and other citizens who have a stake in public safety feel about the future of the Portland Police Bureau. Further, the format of this Future Plan mirrors that of the Bureau’s strategic plan. This approach will help the Bureau readily incorporate some of the Future Plan’s objectives into future revisions of the strategic plan.

ILJ began assisting the Portland Police Bureau in this effort in June 1998. The firm was selected because it had conducted a detailed study of the Bureau in 1989 that promoted the Bureau’s early steps in community policing.

Methodology

The methodology for the project involved obtaining ideas and opinions for the future of the Portland Police Bureau from a broad, representative segment of the city. ILJ also reviewed extensive background materials, including existing strategic plans, recent community and PPB employee surveys, newsletters (Bureau, union), newspapers, crime and workload statistics, demographic data, and other reports and materials.

The process for obtaining opinions from people was to use formal *focus groups*. The focus groups included anywhere from a few to dozens of people, who were invited by mail and telephone to participate, often as part of a formal organization (such as a neighborhood association). The focus group sessions were often well

attended because the Portland Police Bureau dedicated an extremely diligent officer, Steve Morrow, to manage the invitation and RSVP process.

ILJ and the Portland Police Bureau agreed to use the focus group technique because it, unlike written or telephone surveys, allows participants to elaborate extensively on their ideas, issues, and concerns. During the 90 minutes that most focus group sessions lasted, many different topics could be covered, and participants could hear the views of others before voicing their views, either in agreement or disagreement.

In each focus group session, the chief of police, or one of his assistant chiefs, opened with a slide presentation that led focus group participants on a journey from the past to the future. The chief asked them to recall what was happening in their personal lives, the nation, Portland, and the PPB 20 years ago. He compared events then to events now and offered a look at the future. The talk was designed to put listeners in the proper frame of mind for visioning. The chief asked participants to envision what the Portland Police Bureau should look like 20 years in the future.

In the meetings, ILJ facilitators asked these questions:

- *What should we look like and how do we get there?* In particular, what needs to be expanded or enhanced for us to become the agency we want to be? What needs to be changed or dropped?
- *What can you do to help?* In particular, what partnerships and linkages need to occur with the community or with other agencies to make the desired future a reality? What do individuals need to do in order to make this happen?

ILJ also made sure various issues were covered in the focus groups, including human resources (e.g., hiring, training, and promotions), technology, working with other agencies, community policing, communication, image of the police, external review of the police, crime prevention, and other key topics.

This Future Plan incorporates the messages heard from the focus group participants. Most groups mentioned many of the same ideas, visions, and concerns. The plan does not address every need or issue mentioned in the focus groups regarding the Portland Police Bureau. It does, however, identify and discuss the most common and pressing needs and issues for the future.

From mid-September to mid-December, ILJ staff met with a total of 42 separate focus groups, which included slightly under 470 participants. The entire list is attached to this report (Appendix A). The main categories are as follows:

- *Portland Police Bureau.* ILJ staff met with 12 focus groups representing all ranks, both sworn and civilian, and unions (total of 105 participants).
- *Portland Police Bureau Steering Committee.* A 16-member task force was formed, with representative members of the Bureau, to guide the project and

serve as an advisory board. ILJ staff met with this committee at various times during the project.

- *Community and business.* ILJ held 18 focus group sessions with members representing the diversity of populations in Portland (total of 214 participants). A session was also conducted with seven members of the print, television, and radio media who cover city affairs.
- *Other government bodies.* ILJ met with nine focus groups that included Portland City Council members, Multnomah County officials, school superintendents and principals, Portland city bureau heads, Office of Neighborhood Involvement crime prevention specialists, social service providers, and other government representatives (total of 113 participants). One session included police officials from around the country who were attending the Bureau's National Community Policing Conference.
- *National experts.* One focus group consisted of the leading experts in community policing (both academics and police chief executives), who were brought in from around the country (total of eight outside participants). These experts spent a day and a half discussing the future of the Portland Police Bureau and trends in policing around the country.

Separate reports were prepared for each category above (except the steering committee). ILJ also prepared a special report on demographic trends in the Portland metro area. Those reports are attached as appendices to this Future Plan.

This Future Plan represents future goals for the biennial strategic planning process. In developing future strategic plans, the Bureau needs to review this Future Plan, adopt specific objectives contained in it, establish timelines, and develop action steps (who does what).

Background of the Portland Police Bureau

The driving force for change in the Portland Police Bureau over the last 10 years has been community policing. The Bureau began its shift to department-wide community policing in 1988. By January 1990, the department had developed a five-year community policing transition plan (the foundation for subsequent strategic plans), which was adopted by the Portland City Council.

Over the next several years, the Bureau worked at implementing the plan, especially focusing on adding staff, conducting training, and changing policies to accommodate community policing.

By February 1993, neighborhood response team (NRT) and neighborhood liaison officer (NLO) programs were in place in all three precincts. These programs were created to develop the concept of problem solving as a crime-fighting tool for neighborhoods and citizens. The programs were also designed to work with the crime prevention staff in the Office of Neighborhood Involvement (ONI).

One of the keys to Portland's success in community policing is the financial support that the city has historically provided to strengthen neighborhood associations. Last year alone, the eight neighborhood coalitions, which represent the 94 organized neighborhoods in Portland, received approximately \$1 million in funding from the city. The funding is used for staff, rent, supplies, newsletters, and more. In addition, the city provides \$650,000 a year to place ONI crime prevention specialists in each NAC.

In June 1993, Charles Moose was selected to head the Portland Police Bureau. Important events in 1994 included the creation of two new precincts; the taking of the first annual community-wide survey throughout the city, with more than 1,500 residents responding; and the initiation of a biennial strategic planning process. The most recent biennial strategic plan was developed in June 1998.

The following are just a few of the more significant accomplishments of the Portland Police Bureau over the past 10 years, especially during Chief Moose's tenure:

- Creation of a Citizens' Police Academy
- Establishment of a number of police advisory committees representing significant segments of the city's diverse population (for example, the Asian-American Advisory Committee and the African-American Advisory Committee)
- Development of a nuisance ordinance and landlord-tenant training
- Significant reduction of crime (with homicides at their lowest level in 30 years)

The Bureau is currently hiring an additional 80 officers to counteract a hiring freeze. Recruiting, hiring, and training that many officers in one year is a major challenge. At the beginning of 1998, the Portland Police Bureau had a personnel complement of 959 sworn officers and 268 civilians. The authorized strength is 1,037 sworn and 294 civilian.

The Bureau committed a great deal of time and energy over the past 10 years to reinvent itself to deliver better services to the community and create a better working environment for employees. As part of this effort, the Bureau redefined its vision, mission, and core values. This Future Plan presented by ILJ has incorporated those driving forces into it. For that reason, it is helpful to revisit them.

Vision (adopted in 1989). Community policing recognizes a shared responsibility and connection between the police and community in making Portland a safer, more livable city. Community policing encourages a problem solving partnership between citizens and police. This partnership jointly identifies community safety issues, determines resources, and applies innovative strategies designed to create and sustain healthy, vital neighborhoods.

Mission (adopted in 1990, modified in 1994). The mission of the Portland Police Bureau is to maintain and improve community livability by working with all citizens to preserve life, maintain human rights, protect property, and promote individual responsibility and community commitment.

Values (adopted in 1990, reaffirmed in 1992). The values that define the organization and guide decision making:

- Service orientation: provide supportive, professional service to the community and to employees by promoting human rights, mutual respect, and courtesy.
- Partnership: work in partnership with the community, city council, other bureaus, service agencies, and the criminal justice system.
- Empowerment: encourage decision making at all levels, and promote citizen responsibility and involvement.
- Problem solving: use problem solving methods to reduce the incidence and fear of crime and to improve internal operations.
- Accountability: promote responsibility among Bureau management, employees, the community, the city council, and other agencies for public safety resources, strategies, and outcomes.

The Portland Police Bureau also raises “continuous improvement” as a priority issue related to its values. The Bureau and all its employees strive continually to examine work standards and endeavor to improve all of their activities; this includes examining activities and functions to see if there is room for efficiencies and improvements in service delivery at all levels.

Portland: Government, Demography, and Economy

In setting the stage for ILJ's recommendations, some observations about Portland's government, demography, economy, and other factors are in order.

Government

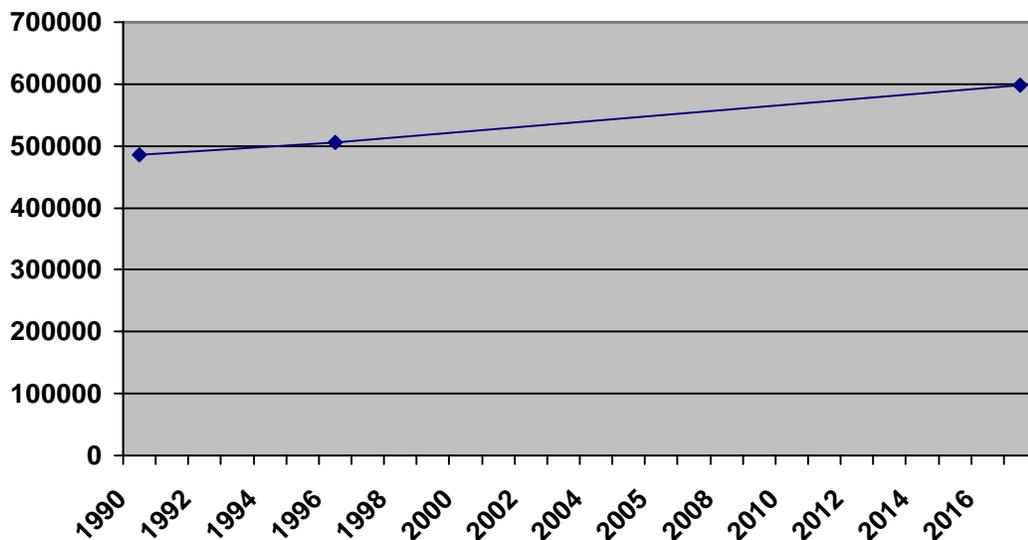
Portland operates under a commissioner form of government. The mayor and four commissioners are elected at large for four-year terms. The mayor and commissioners retain the legislative and policy authority of most elected city councils in the nation, but in Portland they also have executive authority—they are the city bureau heads, overseeing operations. The mayor has the authority to make the bureau assignments to the commissioners. The past two mayors, including the present mayor, have retained authority over the Police Bureau.

Demography

Before deciding what the Portland Police Bureau should be like in the future, it is important to consider what Portland itself will be like. This section and the next take a look at some key indicators and trends that are likely to affect the character of Portland over the coming years. For a fuller account of current and projected figures for population, schools, income, employment, race and ethnicity, housing and land use, and transportation, see Appendix F, Demographic Projections: City of Portland and Portland Metropolitan Area.

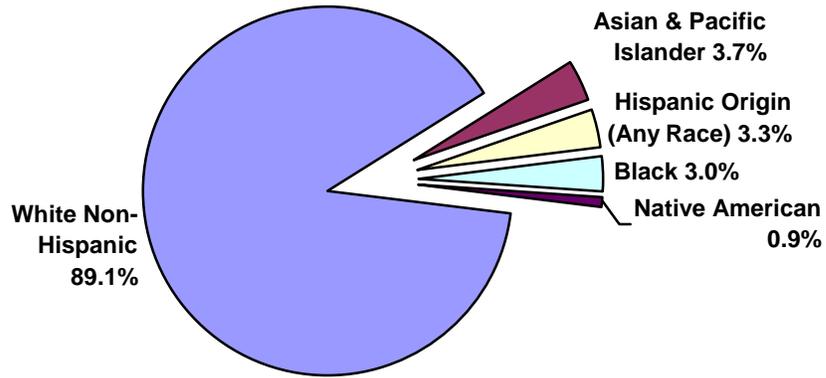
- From 1990 to 1996, Portland (city) population rose 4 percent to 505,125. From 1996 to 2017, city population is expected to rise 16 percent to 598,090. In the three-county region (Multnomah, Washington, and Clackamas counties), Metro expects an additional 497,000 people by 2017, totaling 1,822,700, a 37 percent increase over today's population.

Portland (City) Population Projection

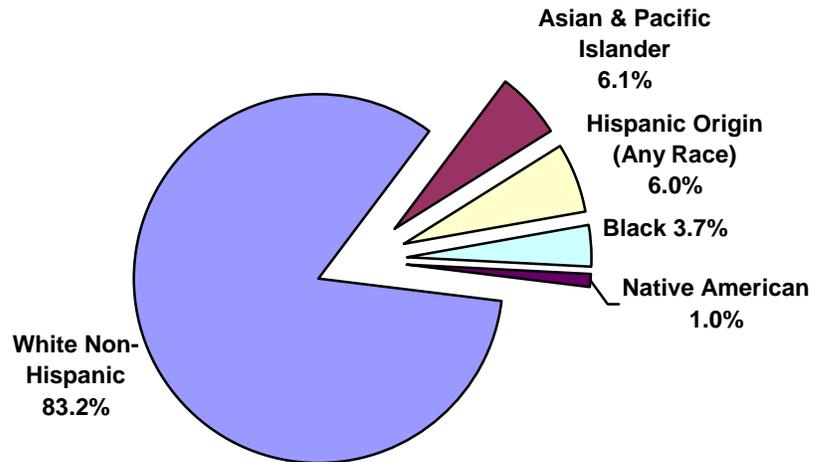


- The largest age cluster will be graying over the next 20 years. However, because of the overall population rise, the number of 15- to 30-year-olds (a high-crime group) in Multnomah County will jump 18 percent, from 128,781 to 152,262.
- The Multnomah County middle and high school populations are expected to rise 4 to 10 percent by 2005, then level off. By contrast, elementary school population is expected to remain steady until about 2010, then begin to rise.
- Whites will decrease as a proportion of the four-county population, while Hispanics and Asians/Pacific Islanders will nearly double their proportion of the population. Blacks and Native Americans will increase their proportions only slightly. The fastest-growing groups will be Hispanics and Asians/Pacific Islanders, followed distantly by blacks, Native Americans, and white non-Hispanics. The proportion of area residents who primarily speak a foreign language could increase substantially, depending on how much of the growth in the Hispanic and Asian/Pacific Islander population will be due to immigration versus local births.

1990 Racial/Ethnic Composition (4-County Area)



2010 Racial/Ethnic Composition (4-County Area)



Economy and Other Factors

- From 1990 to 1996, per capita income in the four-county area rose about 1 percent per year.
- The four-county outlook calls for employment to rise 61 percent (from 956,000 to 1,536,500 jobs) from 1994 to 2017. However, comparing job supply to job demand, Metro expects anything from a 2,900-job deficit to a 24,630-job surplus.
- The Portland metro area has enjoyed a healthy economy in recent years, and that health is expected to continue. High-technology industries are on the verge of reaching a critical mass, which will trigger an expansion benefiting other industries. Portland's location for trade with Pacific Rim partners is another strength. The value of marine shipments and air cargo freight passing through Portland has increased at a rate of about 13 percent a year.
- The region will grow denser. By 2017, the density of downtown Portland is expected to rise by two-thirds. In the future, activities may be clustered differently. Metro is developing regional and town centers designed to reduce driving by connecting neighborhoods with jobs and commercial services.
- Traffic is not getting lighter. Traffic management ideas under consideration include both system management (roads and public transportation) and demand management (carpooling, parking management, and pricing strategies). Tri-Met is considering 50 new transit routes, and a north-south MAX line is coming. Nevertheless, traffic congestion could more than double over the next 15 years.
- Oregon voters have approved two property tax limitation measures in the 1990s (one in 1990 and another in 1996). Each measure caused local communities to review all existing programs and services and eliminate some services or shift some services to a cost-recovery or fee-based delivery method.

Vision 1: Enhance the Organizational Structure

To better reflect the Bureau's current and future vision, mission, and values, along with those of the City of Portland and area stakeholders, the Portland Police Bureau should alter its organizational structure to be more decentralized and less militaristic.

Just as departments can reexamine their service preferences and obligations, they can reexamine their allocation and alignment of personnel. This requires taking a fresh look, with basic principles of good management in mind, at how a department does business. Police agencies, like all organizations, have a tendency to get set in their ways.¹ Today, policing is increasingly moving toward a radical, strategic redistribution and reprogramming of departmental resources. One of the most visible signs of this movement is the shifting of people and authority out of headquarters and specialist units back to field commands.²

From a decade of research, nearly every study on the matter concludes that the structure and culture of police organizations are the largest impediments to implementing community policing.³ The culture of policing generally values the organizational structure in which the officers matured, and police officers find any hint of change in the police culture threatening. Moreover, those values are reflected in many apparently technical aspects of their jobs—systems for dispatching patrols, patrol officers constantly striving to be available for the next call, incident-logging criteria, etc. In his work on *Implementing Community Policing*, Malcolm Sparrow points out that altering an organizational philosophy is bound to take considerable time. His analogy is helpful: the greater the momentum of a ship, the longer it takes to turn. One comforting observation is that a huge ship can nevertheless be turned by a small rudder. It just takes time, and the rudder must be set steadfastly throughout the turning period. Sparrow adds that there is constant turbulence around a rudder when it is turning the ship—and no turbulence at all when it is not.⁴

The Portland Police Bureau has been turning toward community policing for approximately 10 years—and much progress has been made. Now, however, the

¹ David Kennedy, "Perspectives on Policing—The Strategic Management of Police Resources," National Institute of Justice and Program in Criminal Justice and Management, John F. Kennedy School of Government, Harvard University, 1993.

² Kennedy.

³ Jack Greene, "Evaluating Planned Change Strategies in Modern Law Enforcement: Implementing Community-Based Policing," in *How to Recognize Good Policing—Problems and Issues* (Thousand Oaks, California: Sage Publications and Police Executive Research Forum, 1998).

⁴ Malcolm Sparrow, "Perspectives on Policing—Implementing Community Policing," National Institute of Justice and Program in Criminal Justice and Management, John F. Kennedy School of Government, Harvard University, 1988.

time has come to consider what organizational structure will best support continued meaningful change.

Objective 1.1: Decentralize the Bureau’s Organizational Structure

Community policing envisions the empowerment of officers to solve community problems, work with all segments of the community, and improve the social environment of the neighborhoods they serve. For that empowerment to become a reality, certain changes must be made to the PPB’s internal structure.

Strategies

1. **Examine the organizational structure to reduce unnecessary ranks.** Where appropriate, streamline Portland’s organizational structure to allow for more rapid decision making, more relevant policy guidance, and overall improvement in communication among all ranks and all employees. As more discretion, empowerment, and decision-making authority are shifted to individual officers and precinct commands, many police executives have recognized that the rigid, hierarchical model of organization limits employee creativity and problem-solving efforts.
2. **Loosen the control aspects of the Bureau’s organizational supervision and process.** Some officers feel they face serious sanctions for any violation of “the rules” or policy. In response, some choose to do as little work as possible, minimizing their chances of making a mistake. Organizational efforts should be made to address their perception.

The PPB should provide more freedom to employees at each level of the organization. In general, police officers across the country still work in control-oriented structures and are held to strict account in their daily work. Especially in procedural matters, they are required to adhere to detailed regulations. In large police agencies, rank-and-file police officers are often treated impersonally and kept in the dark regarding policy matters. Officers quickly learn, under these conditions, that the rewards go to those who conform to expectations—that non-thinking compliance is valued.⁵

⁵ Edwin Meese, “Perspectives on Policing—Community Policing and the Police Officer,” National Institute of Justice and Program in Criminal Justice and Management, John F. Kennedy School of Government, Harvard University, 1993.

Objective 1.2: Enhance Precinct Configurations and Responsibilities

The Bureau should establish smaller neighborhood precincts that are consistent with the Neighborhood Coalitions and serve each neighborhood as a multi-purpose city service center. East Precinct and Parkrose High School and Community Center are two examples to examine closely.

Strategies

1. **Decentralize at the precinct level with smaller, neighborhood-oriented precincts.** Adopt the concept of Neighborhood Precinct Community Centers (NPCCs). Each NPCC would be a multipurpose facility that reaches out to the community, provides community meeting rooms, and houses other municipal or educational service providers as partners. Models for such integration include the East Precinct and Parkrose High School and Community Center. This concept could help the city focus on developing *community government*. The Bureau should always play a key role in public safety, but it need not always take the lead. However, at first, the police may have to encourage people to cooperate.

The Bureau should also work toward the complete alignment of the Neighborhood Coalitions with the precincts they serve. Much has already been accomplished in this regard.

Objective 1.3: Improve Officer Assignment and Deployment

In the effort to perform community policing, much can be gained by finding better ways to assign, deploy, and manage officers. Citizens are especially interested in being able to develop closer, longer-lasting relationships with their officers.

Strategies

1. **Assign management and supervisory personnel to the same assignment and officers to the same geographic area for two years.** Management and supervisory personnel and patrol officers should be assigned for two years at a time. They may be transferred in less than two years by exception, but two years should be the normal policy. While this may seem unfair to the officers, it is a very high priority with the community “customers.” Also, when officers do leave a neighborhood assignment, they should spend adequate time grooming their replacement. During that time, they could make introductions to the neighborhood, businesses, etc. The Bureau should also develop incentives as a reward for officers who voluntarily remain in a neighborhood assignment past the two-year period.

2. **Create a Master Patrol Officer (MPO) program.** The MPO position carries great responsibility. MPOs must exercise considerable judgment on their own and realize that their actions may have grave consequences. Too often police officers are viewed (using the military model) as comparable to privates in the army, the lowest-ranking military persons, who have virtually no individual authority.⁶ Instead, police officers should be viewed as military aviators, who are initially appointed as lieutenants in the Air Force or ensigns in the Navy—not because of the number of personnel reporting to them (which is usually small or nonexistent), but because of their great responsibility. Police officers should be given a similar level of respect, authority, and discretion. The MPO should be a competitive position, and the Bureau should develop criteria that exemplify excellence.

3. **Reexamine the “detective-sergeant” classification.** The current detective classification is reserved for sergeants, an arrangement that does not allow senior patrol officers to become detectives without passing the sergeants’ exam. That is an unusual arrangement. The Portland Police Bureau should review the detective-sergeant classification to decide whether “detective” is a promotion or an assignment. Making it an assignment would give the Bureau more flexibility to rotate officers in and out and seems more compatible with community policing.

Objective 1.4: Simplify Policies and Procedures

One way to change an organization’s culture is to revise its written policies and procedures.

Strategies

1. **Revise policies and procedures to be simpler and less formal, to allow more participatory supervision and selective discipline, and to support a revised evaluation and reward system.** A community policing organization’s policies and procedures should encourage meaningful two-way communication and employee and community involvement.

2. **As a method of comprehensive policy review, consider the Commission on Accreditation for Law Enforcement Agencies.** The Bureau should pursue accreditation as an opportunity to conduct a comprehensive policy review. The Bureau should ensure that compliance with the standards is in all cases consistent with the Bureau’s community policing philosophy and with the above strategy of simplifying existing policies and procedures.

⁶ Meese.

Vision 2: Increase the Number of Qualified Civilians in the Bureau

Increasing the number of qualified civilian positions will help the Portland Police Bureau develop more professionalism in key administrative and technical positions and will free up sworn officers for community policing and problem solving.

Currently, the Bureau has about 300 civilian positions in a total force of about 1,400 (counting the increases back to authorized strength). This is about 21 percent of the total. The Bureau should set a much higher goal for civilian strength in the future. Bringing more civilians into the Bureau will also help meet the community's concern for more diversity in the organization.

Objective 2.1: Increase the Number of Qualified Civilians in Administrative and Technical Positions

In recent years, the Portland Police Bureau has hired civilians for key administrative and technical positions, such as in the Planning and Support Division, which used to be led by a captain. Civilianization brings more stability to the position and a greater knowledge of the specialty. The technology in these specialty areas changes rapidly (e.g., the police research field did not use GIS mapping five years ago). It is hard to keep up with those changes unless one is dedicated to the specialty field. That is why ILJ recommends that the Bureau hire a professional personnel manager (see Objective 5.1). That is not to say that the sworn officers in those positions have not performed satisfactorily in the past. However, their expertise is in policing, not in research, data processing, communications, personnel, finance, or other administrative and technical positions.

To progress in this area, the Bureau will have to change its cultural objections to having civilian professionals supervise sworn officers. Although one or two instances of that exist in the Bureau today, the union opposes such an organizational arrangement. Even the military has long overcome that bias.

Strategy

- 1. Review and audit all management, technical, and administrative positions to determine which ones could be filled by qualified civilian specialists.**

The key question in the position review is, "Does this job require the authority of a sworn officer?" If not, what is the justification for having a sworn officer in the position?

Objective 2.2: Use Civilians to Relieve Patrol Officers of Work

Many minor activities fill an officer's workday. They lose priority when the officer becomes busy in serious crimes or life-threatening traffic accidents. Rather than relegate the minor activities to the "we'll get to them when we can" list, many police agencies have created a special civilian cadre just to handle them. In all the focus groups with community members, citizens wanted the police to take their minor calls more seriously. They wanted a higher degree of customer service on the "small stuff." They wanted feedback on their cases. They wanted more communication on the crime trends occurring in their neighborhoods. Most importantly, they wanted to see someone in person for their minor cases; they abhor the self-report.

Strategy

1. **Create a Community Service Officer (CSO) position in the Bureau.** This position would be analogous to a paralegal in an attorney's office. CSOs should attend a training academy (a shortened version of police recruit academy), wear a uniform, drive police-marked vehicles, and be assigned to the regular patrol shifts to work in the field. They should be assigned calls for service that will not result in immediate police action (such as arrest) requiring sworn authority. Three agencies in the West that have used these positions extensively include San Diego, California, and Scottsdale and Tempe, Arizona. Not only are these positions at least 25-30 percent less expensive than a sworn officer, but their field report productivity is three to four times higher because that is mainly what they do—respond to calls that require a written report (including non-injury traffic accidents). CSOs are also trained to take fingerprints, collect other evidence, and photograph crime scenes.

In addition, the CSOs (rather than light-duty officers) should handle all telephone report calls. In tests in other agencies, CSOs have rated much higher than light-duty officers in terms of productivity and customer satisfaction. CSOs take telephone reports because that is the job they applied for and want to do, whereas light-duty officers take the calls because that is all they can do. The Bureau needs to rethink how it deals with the light-duty officer situation.

Other segments of the Bureau, such as investigations and narcotics, also need the CSO position. The CSO in investigations can be trained to handle follow-up investigations, interview witnesses, canvass neighborhoods for witnesses, and more. CSOs can also be useful in putting together the paperwork (such as criminal history record checks) for prosecution.

The Bureau should set specific goals for hiring CSOs. For example, CSOs should account for 10 percent of the patrol force in two years and 20 percent in five years, or CSOs should handle 50 percent of the field reports for crime calls and non-injury traffic accidents over the next five years. The hiring of CSOs in the Portland Police Bureau will need to be discussed with the unions.

Vision 3: Increase Crime Prevention Emphasis and Resources

The Portland Police Bureau should move from being incident driven and relying too much on reactive law enforcement to being more proactive and focusing more on prevention. Focus group participants repeated over and over that they wanted the Bureau to “keep the peace” in their neighborhoods—to be active and visible in the neighborhoods, not just to respond quickly by vehicle to calls for service. This means shifting the Bureau’s philosophy from enforcement to prevention. Enforcement still remains a tool, but a tool of last resort. Success under a prevention philosophy is measured not by arrests but by the absence of calls for service and the absence of fear of crime.

The medical field has promoted prevention for years. What began as an opportunity for insurance companies to save money on medical insurance claims has shifted to an emphasis on healthier lifestyles—nutritional diets, exercising, etc. Rather than continuously treating the illnesses, the medical field promotes prevention of the situations that cause the illnesses.

Some of the following recommendations build on strategies listed under Objective 1.3 in the 1998-2000 Community Policing Strategic Plan.

Objective 3.1: Shift Neighborhood Safety Strategy to Prevention

The Office of Neighborhood Involvement’s crime prevention specialists will be critical to getting the community to support the police in the shift from enforcement to prevention. The Portland Police Bureau should develop a detailed resources workplan that identifies to what extent the Bureau’s resources are devoted to prevention versus enforcement. In this analysis, the Bureau should set goals for devoting a higher percentage of resources to prevention.

Strategies

1. **Work with neighborhoods to create neighborhood safety plans.** These plans would be broader than the current problem-oriented partnership agreements, although those agreements serve as a good model. The neighborhood safety plans (NSPs) would be prevention oriented, involve all city agencies (traffic engineering, code enforcement, crime prevention specialists, etc.), involve all criminal justice agencies (district attorney, courts, probation/parole, etc.), and place a high priority on protecting special populations, such as the elderly, youth, disabled, minorities, immigrants, and the poor. The NSPs should be creative in reviewing all aspects of neighborhood safety, including

health, shelter, and other factors related to the well-being of community members. A good place to test this concept is in the Hope and Hard Work community. This neighborhood organization meets almost weekly with the Portland Police Bureau and monitors agreements and changes from week to week. The goal of prevention needs to be tied into officers' performance evaluations and promotional opportunities.

2. **Set goals to reduce repeat victimization.** Another important focus for prevention is to ensure that current victims do not become repeat victims. In some types of crime, such as gang assaults, it is hard to distinguish victims from perpetrators. In other crimes, such as family abuse, victims are clearly identifiable. The Portland Police Bureau should make a firm commitment to reducing repeat victimization wherever possible. One way is to communicate continuously with the victims after the incident. Volunteers can be a useful resource to help monitor victims—how are they getting along since the event? Do they need any assistance? Are they following the prevention measures the officers suggested?
3. **Set goals to reduce repeat calls for service.** Preventing repeat calls will save the Portland Police Bureau millions of dollars. The focus of the Bureau should be to prevent these problem areas, not continue to respond to them time after time. The Bureau has been attempting this as part of its community policing/problem-solving philosophy and has worked for years to reduce false alarm calls. Preventing repeat calls should also be an important measure on performance evaluations.

Objective 3.2: Strengthen the Role of Information and Research

To develop new and effective prevention strategies, the Bureau needs to know how and why crimes occurred. What is the nature of the victimization? What is the nature of the offender—why and how did he or she commit the crime? Did the environmental setting contribute? How? The Portland Police Bureau has been making attempts, through the Crime Analysis Mapping Information Network (CAMIN), to improve the collection and analysis of information. However, this is only the tip of the iceberg. Much more data and information could be collected and analyzed. The Portland Police Bureau needs to get out front and be on the cutting edge of the “information revolution.” Experts have coined the term “knowledge centers” to emphasize the importance of developing an information strategy.

Professor Choo Chun Wei, Information Studies, University of Toronto, writes that intelligent organizations of the future will be learning organizations. These organizations will develop information tools to understand their environments, adapt, and continuously learn and improve. The key to this is to develop the capacity to manage information: identify information needs, acquire information,

organize and store information, develop information products and services, distribute information, and use information.

Strategies

1. **Create a knowledge center in the Planning and Support Division.** The core of this knowledge center should be information technologists. Their positions would be much broader than those of the current crime analysts. Information technologists would work with the management information systems staff to *develop* new sources of information. These technologists would also be experts in analyzing and disseminating the information.

The Planning and Support Division should also begin conducting in-house research as part of its mission. This means developing ongoing partnerships with academia to help plan and implement the research. The current Strategic Approaches to Community Safety Initiative (STACS) is a good example. The Bureau has teamed with the Oregon U.S. Attorney's Office and Portland State University to use the Bureau's data-mapping capabilities in a project aimed at reducing juvenile gun violence.

2. **Create problem solving resource centers at each precinct.** Each precinct should be able to rely on the services of a full-time non-sworn crime analyst, sworn crime analysts, problem solving teams (such as the Neighborhood Response Teams), and a full-time technological support person to handle computer and notebook computer support. These resource centers should be led by a lieutenant responsible for instilling problem solving into each aspect of precinct police work and for assisting personnel in their problem analysis and evaluation components.

This team would be linked with the resources in the Planning and Support Division knowledge center and would be able to produce precinct-specific analyses of crime problems and trends. Individual officers and investigators would still have responsibility for problem solving, but they would be able to rely on this team to provide the data, referrals, and resources necessary to analyze, respond to, and evaluate their problem solving efforts.

Vision 4: Take Maximum Advantage of Technology

To maximize law enforcement effectiveness and deliver on the promises of community policing, the PPB should make full use of the latest technology. The Bureau should not only obtain the necessary technology but also train sworn and non-sworn members in how to use it.

Objective 4.1: Improve Information Collection

Technology should be used to make information collection easier, faster, more accurate, and more complete. The Bureau should find ways to obtain information from the public and from patrol officers more readily and put it into PPB information systems more quickly.

Many focus group participants expressed a strong desire for easier public reporting of crime, easier and better officer reporting, and faster input of data into PPB information systems. If those objectives can be achieved, several significant benefits can be expected. A greater percentage of crimes will be reported, thereby enriching the Bureau's information base. (When the PPB sends citizens self-report forms to fill out, only 60 percent of those reports are ever returned.) Officers will spend less time completing reports and more time on other useful activities. In addition, officers will be able to approach incidents with up-to-date information (for example, knowing that an address to which they are called has several guns).

This objective builds on Objective 3.4 of the 1998-2000 Community Policing Strategic Plan.

Strategies

1. **Issue a notebook computer to all personnel.** Notebook computers should be as indispensable as pads of paper in the near future. Officers will be able to use the computers at precinct offices, in patrol cars, and at home.
2. **Install communications software on notebook computers and establish a live communications link in cars.** Officers will be able to access PPB information systems, receive e-mail in their patrol cars, and search Internet websites. The computers could feature voice-controlled search capabilities. Obtaining the necessary bandwidth for this technology will be expensive.
3. **Install voice transcription software for incident reporting by officers.** Most officers can speak faster than they can type. The use of voice transcription software would enable them to complete reports more quickly and to supply more details in their narratives. Such an approach could also reduce the

number of errors in reports. Reports could be transmitted electronically to a supervisor for speedy review and then forwarded to the records section for rapid inclusion in the PPB information base. Voice recognition software exists now and is improving rapidly. In setting up such a system, the Bureau should also consider simplifying some report forms; officers say it takes three to four hours to complete a drunk-driving report.

4. **Improve processes for citizen crime reporting.** Citizens have come to expect fast, easy transactions in many spheres of life. The Bureau should make it possible for citizens to report crimes, ask questions, or supply tips by sending e-mail or completing forms on the PPB website. Telephone reporting should be continued but should become instantaneous—CSOs should type the data into the computer while the caller is still on the phone. The current self-report mail form should be dropped, as so few crimes are reported that way. All channels of citizen crime reporting should supply instant feedback, at least in the form of some words of appreciation. Another reporting tool to consider is computer kiosks placed in stores and other buildings throughout the city (especially downtown), like the emergency phones seen around some college campuses. Citizens could use those computers to report both emergencies and non-emergency concerns.

Objective 4.2: Improve Mutual Information Access

The Portland Police Bureau and other government agencies should work to overcome the hurdles that currently prevent information sharing. Other agencies should be able to access PPB data, and the Bureau should be able to access theirs.

When government agencies in the area do not share information quickly and as fully as possible, they duplicate and sometimes even counteract each other's efforts. At the very least, information segregation keeps some government agencies from doing the best job they can do and prevents joint problem solving.

Better information sharing would be especially useful in addressing the needs of Portland youth. For example, a concerned school administrator or police officer could readily obtain a full range of information on a youth who is in trouble with the law: school behavior, grades, health, arrest history, and the types of social services the child is currently receiving. School administrators currently find it difficult even to learn whether a student was arrested. These changes may require state legislation.

Strategies

1. **Work to change any statutes that unnecessarily prohibit information sharing.** At the same time, develop safeguards to protect information that needs to remain confidential.

2. **Work to overcome any organizational biases that inhibit sharing.** For example, focus group meetings suggest that school and police administrators are sometimes uncomfortable sharing information with each other, even when the law does not forbid doing so.
3. **Set up network mechanisms that allow all city agencies and schools to access portions of each other's management information systems.** Segments of the juvenile justice system should be included, too.

Objective 4.3: Disseminate Information Widely

The PPB should disseminate information to all segments of the community quickly and in a user-friendly format. This will enable neighborhood groups and other city agencies to use the information to do their own problem solving.

Strategies

1. **Post up-to-date, readily understandable crime data on the Portland Police Bureau website.** Currently, it takes a while for data to be posted on the website (in early February, the latest PPB statistical report was from 1996). Further, the format in which it is presented is difficult to understand (users must download several files and manipulate them to obtain any usable information). The site should display crime data in such a way that it can be viewed and understood on-screen, as well as in a raw, manipulable format (delimited data files), as is currently done. The site should also contain a mechanism that will enable citizens to perform searches. The Bureau should offer training to neighborhood groups interested in using crime data.
2. **Take steps to comply with privacy laws when posting crime data.** For example, block out names of victims.
3. **Post information that shows what was done or learned after an incident was reported.** Citizens are very eager to find out what happened after they reported a suspicion or gave information on a crime. Without having to call every citizen back after he or she reports information, the Bureau could conveniently provide this outcome information by posting the status of the case on the website for citizens to read.

Objective 4.4: Expand Information Analysis

The Portland Police Bureau should expand its analysis of information to develop a knowledge center (see Objective 3.2.)

Strategies

1. **Bring the capabilities of the Bureau’s management information system completely up to date.** CAMIN is a good start. In addition, the Bureau should look into “data mining.” In that process, very large collections of data are compiled into centralized data warehouses and reorganized globally by topic, allowing analysts to use powerful statistical and machine learning methods to examine data more comprehensively. Searches using those methods can be more open-ended than traditional database queries and can be expected to return statistically valid results capable of showing trends and patterns over time and providing a platform for forecasting future developments.
2. **Using data mining and other techniques, focus on offenders, victims, and places.**
3. **Train Bureau staff to use the products of the knowledge center to direct their crime prevention and other efforts.**

Objective 4.5: Improve Internal Communication

The Portland Police Bureau should improve communication within its own ranks. With a better knowledge of Bureau policies, crime data, and capabilities, PPB members will be better able to refer citizens to the right source of help and to fashion knowledge-based law enforcement, crime prevention, and problem solving measures.

Strategies

1. **Maximize use of employees’ notebook computers.** The Bureau should make it possible for officers in their cars and employees to search general orders and referral sources by keyword; to view color photos (to recognize suspects); and to obtain written approvals, signatures, and other authorizations and information. Further, the computers should automatically provide officers with a summary of the day’s events when they start their shifts. (See Objective 6.1, Strategy 3.) These automatic updates can be based on the most significant reports from preceding shifts, as determined by supervisors, who could flag those events when reviewing reports.
2. **Work to make internal e-mail universal for Bureau employees.**

Objective 4.6: Improve External Communication

The Portland Police Bureau should use technology to make it easier for citizens and officers to communicate. In focus groups, both citizens and officers said it is

currently difficult to reach each other. In addition, the Bureau should look into using communications technology to maximize the use of officers' time.

Strategies

1. **Make sure every employee has an Internet e-mail address.** Once they have notebook computers, officers will be able to receive and answer e-mail no matter where they may be working.
2. **Reissue portable telephones to officers.** Given the history of this issue, some safeguards (such as spot-checking use) would obviously have to be put in place. (See Objective 6.1.5).
3. **Establish a channel through which citizens could check on the status of crimes they reported.** Perhaps the Bureau could e-mail responses back to citizens who inquire or could give out special access codes that allows citizens to check a report on the Web.
4. **Look into the possibility of using technology to free officers from frequent and lengthy trips to court.** For example, a closed-circuit television system might be used to show arrestees to judges instead of having to take them to court. Prosecutors and judges should consult a computerized list of officers' schedules before setting court appearance dates. (The city would save over-time money if officers did not have to come in on their days off, and officers' time off would not be ruined.) Perhaps video could at some point enable the judicial system to stop requiring officers to spend hours sitting around court-houses, waiting to testify.
5. **Use video technology to supplement (but not replace) face-to-face meetings.** For example, officers could, on occasion, "attend" several community meetings simultaneously by videoconference or audioconference.
6. **Make the Bureau's automated telephone answering system simpler and faster.** Citizens say that to report an out-of-order traffic signal, for example, they must press too many buttons to reach the right person or voice mail box. Also, when 50 people call to report a major accident, instead of leaving them on hold for a long time with music, the Bureau could replace the music with a message saying, "If you're calling about such-and-such accident, be advised that we already know about it."
7. **Create a highly visible, user-friendly display page in the local telephone book.** A well-designed, accessible, graphical page would make it easier for citizens to choose the right number to call when trying to reach the Bureau.

Objective 4.7: Improve Transportation Capabilities

The Portland Police Bureau should obtain access to a helicopter. There are several reasons why the capabilities of a helicopter are needed. First, a helicopter, especially one with infrared vision equipment, would reduce the need for on-the-ground pursuits, enhancing both citizen and officer safety. Second, in emergencies and serious crime incidents, a helicopter can respond quickly without being slowed by street traffic. Especially in emergencies, which themselves might cause impenetrable traffic snarls, air transport is invaluable. Further, the level of traffic in Portland, even in normal conditions, is expected to increase significantly over the coming years. (See Appendix F, Demographic Projections: City of Portland and Portland Metropolitan Area.) Although many steps are being taken in system management (roads and public transportation) and demand management (car-pooling, parking management, and pricing strategies), those steps will likely only slow traffic's rate of growth, not reduce congestion. Tri-Met observes, "Even if the region is successful in carrying out its current land use and transportation plans, traffic congestion could still more than double over the next 15 years."

Obviously, it is expensive to purchase and maintain a helicopter. The strategies below suggest ways to overcome that hurdle.

Strategies

1. **Through an intergovernmental compact, share a helicopter (and its cost) with other law enforcement agencies in the metropolitan area.**
2. **Encourage local businesses or civic groups to undertake a fund-raising project to enable the city to purchase a helicopter.** The Bureau could use its asset seizure funds to contribute to the cost of a helicopter.

Objective 4.8: Enhance Prevention and Enforcement

The PPB should take full advantage of technology to aid its crime prevention and law enforcement efforts. Technology does not substitute for the human touch, but it can extend the Bureau's reach and relieve officers of some repetitive tasks, freeing them for more important work.

Strategies

1. **Use technology to improve traffic safety.** Examples include red light cameras, photo radar, and lights that flash when pedestrians step into crosswalks. Such measures are especially needed downtown, where they could contribute to making the downtown area safer and more peaceful, encouraging people to move back to the city.

2. **Experiment with general video surveillance, especially downtown.** The private sector has long known that video surveillance serves as both a crime deterrent and an after-the-fact aid to investigators. Some members of the community may view the placement of cameras in certain public spaces as reminiscent of “Big Brother,” yet other cities have overcome such objections. For example, in Baltimore, a police–private security partnership has approximately 20 cameras throughout the downtown area. The video monitors are viewed from a centrally located, glass-enclosed kiosk. The police and security staff have made it clear to the public that the cameras are not used to catch criminals in the act—in other words, no one is watching the images captured by the cameras. However, those images are taped and are reviewed after area incidents. Thus the investigative and deterrent goals are satisfied, as is citizens’ concern that someone is watching them.
3. **Run public service announcements in the media.** The Bureau should use technology to give citizens crime prevention tips and educate them on safety and legal issues. For example, many people do not know the rules regarding various types of crosswalks or when it is appropriate to dial 911 instead of a non-emergency number.
4. **Use GPS (global positioning system) technology.** The Portland Police Bureau should consider using GPS technology to track the whereabouts of its patrol cars. This is not only an officer safety issue but also a way to obtain more accurate locational information for problem solving and analysis. GPS chips can also be placed in expensive property so that if it is stolen, its whereabouts can be determined electronically. The Bureau should encourage the public to use such technology to protect private property. Perhaps the Bureau could raise revenue by selling and monitoring GPS chips, or it could license private security firms and receive a royalty.
5. **Explore a range of other technological aids.** This plan takes a broad view and does not discuss every possible technological tool. However, some that the Bureau might consider include additional forms of less-than-lethal weaponry; live, portable fingerprint scanners; portable DNA identification kits (as they are developed in the future); and progressive training such as Internet-delivered courses and instructional videos or CD-ROMs for PPB sworn and non-sworn staff.

Vision 5: Improve the Human Resources System in the Portland Police Bureau

The organization should prepare itself for the future by enhancing the quality of the individuals hired, upgrading training, reinstating an effective performance evaluation system, and continuing to promote only those individuals who exemplify the principles of community policing and the goals of the organization. The most important priority for the future of the Portland Police Bureau is for the city and Bureau to continue to enhance the investment in human resources.

Objective 5.1: Improve Recruiting and Selection

The future of any organization depends on the quality of its labor force. While policing is a noble and rewarding profession that draws many interested young men and women, it competes for quality labor in a robust U.S. economy. In the future, the Portland Police Bureau will simply have to try harder, be more inventive, and spend more resources to recruit and attract officers who exemplify the principles of community policing. Many of the objectives in this vision area apply equally to the civilian employees.

Strategies

1. **Hire a professional personnel manager.** As a starting point, the professionalism of the personnel process must be substantially upgraded. The personnel field has become highly technical. An organization needs someone who can stay abreast of the rapid changes in equal employment law, union and labor law, the impact of the technology revolution on the job market, the university as a marketplace, and more. It is hard to achieve this with a sworn captain who rotates in and out of the position every few years. The Bureau needs to hire an experienced personnel professional to reorganize the personnel area in the Bureau and prepare it for the future.
2. **Develop hiring qualifications that support the principles of community policing.** The characteristics of recruits should exemplify what community policing stands for. Throughout many of the focus groups, participants wanted a police force that matched the cultural and racial diversity of Portland. For the future, this means tracking the changing demographics. In California, the traditional majority will soon become the minority, as people from other nations continue to migrate to the United States, especially the West Coast. Focus group participants also wanted officers who were flexible and less “militaristic” in their thinking and who possessed above-average communication skills (listening, understanding, and speaking). While the college degree requirement was not universally supported (some thought it hurt minority

opportunities), in terms of the future, most agreed that even a car mechanic would need a college degree to handle advancing technology. Thus, the college degree should remain as a clear symbol of the Bureau's commitment to continuous improvement.

3. **Become more creative in recruiting.** The Portland Police Bureau needs to expend more time, effort, and money to get the highest caliber recruits and civilian employees. The Bureau should launch a recruiting campaign that stresses "hiring the best." This campaign should enlist the help of professional marketing firms in the city. The Bureau needs to establish partnerships with a number of universities around the country and be visible at the campuses. In addition, the city should consider paying hiring bonuses to new recruits. The amount should be attractive enough to draw the attention of officers in other agencies. For example, Massachusetts just launched a campaign to hire new teachers by offering a \$20,000 bonus paid over the first four years. In the first few weeks, over 3,500 people requested applications for 50 positions. To be eligible for the bonuses, applicants must have graduated with a 3.5 grade point average and rank in the top 10 percent of their graduating class.
4. **Raise scholarships to maintain the Police Corps program.** The Police Corps program appears successful. Many focus group participants said it was one of the best programs in the Portland Police Bureau. As federal funding (from the Office of Community Oriented Policing Services) is eliminated, the Bureau should begin a campaign to raise funds from the private sector or foundations to fund a number of promising young officers. These scholarships could be especially appealing to minorities. To manage such donations, the Bureau should create a local "Police Foundation." (See Objective 10.4.) Such foundations in Baltimore County, Maryland, and New York City are operated by a private board of directors.
5. **Portland should make its police the highest paid officers in the state.** This is an expensive benchmark, but it will help in obtaining the best recruits from around the state and the country. It will also help maintain good relations with the union, which will not approve of some of the recommendations in this plan.
6. **Hire new officers with a series of renewable five-year contracts.** This recommendation is controversial and untried in policing. Portland would clearly be on the cutting edge in experimenting with it. The problem now is that the current retirement system encourages the retention of burned-out employees. Good police officers may feel that after 10 or 15 years they want to pursue another career. However, they are so invested in the retirement plan that they will stay, even if they are unhappy and unproductive, until they reach the required years. Even young officers who realize after four to five years that the police profession is not for them feel locked in financially. The five-year

contracts would provide a reassessment point—a form of career planning—for the employer and employees: Do you want to stay another five years? What will you do over that period? If an employee decides to leave, the pension should be portable.

Objective 5.2: Expand and Upgrade Training

After recruiting quality officers and civilians, the Bureau will have to commit a greater effort to training. Simply put, more time and support must be devoted to training the Bureau's human resources in the future. This also includes taking greater advantage of technology to train personnel. It is often said by experts that the U.S. military spends 90 percent of its time training and 10 percent actually deploying. After the initial recruit academy, American police organizations devote scant time to training—maybe 3 to 4 percent of each work year. This is not sufficient to “reinvent” an organization to reach the next level of community policing and maintain growth and readiness for the future.

The Bureau has made some good advances in training over the past 10 years. Improving employee training is specifically identified in the 1998-2000 Community Policing Strategic Plan. However, the recommendations in this Future Plan push the Bureau to do even more in the training area.

The Portland Police Bureau needs more control over the training content. This is not easily accomplished when the Bureau is just one part of a statewide academy system.

Strategies

1. **Develop a Portland Police Bureau training academy.** The Portland Police Bureau is developing its own recruit training academy to manage the 80 officers that are being hired this year. The Bureau should maintain this momentum and continue its own academy. The needs and size of the Portland Police Bureau dictate that it should remove itself from the state system. The Bureau needs control over the training content and the delivery process. To justify a new facility, the Bureau should open its training academy to other city agencies and the community, as is done with Parkrose High School and Community Center.
2. **Impart community policing principles and practices throughout the entire recruit training curriculum.** The Bureau needs to develop a training curriculum based on the Royal Canadian Mounted Police model. Community policing and problem solving are embedded in all aspects of the curriculum. Lessons are approached from an adult learning model using problem solving and other analytical approaches. This may require state legislation.

3. **Field training officers should exemplify the best of community policing.** The field training officer (FTO) system should be revamped to reflect the best officers who are committed to community policing. Too often officers say that after they left the academy and were assigned to an FTO, they were given instructions that did not always support community policing, or even the Bureau. FTOs should be paid an annual bonus to help the Bureau recruit the best available officers. These FTOs should also pass annual proficiency tests.
4. **Selected new recruits should be continuously mentored by an experienced supervisor.** New recruits are placed with FTOs when they finish the classroom portion of the training academy. The FTOs rate the recruits and advise them on improving basic skills in the field—how to handle a traffic stop, how to write a report. When the FTO training is successfully completed, the recruit is assigned to a patrol shift and placed under a sergeant. However, this sergeant has many other duties and administrative assignments. In order to provide special attention to selected new recruits who may need more help, the Bureau should create a position of probationary officer mentor. This would be a full-time job for a uniformed supervisor. The mentor would operate under the training academy and visit with each recruit assigned to him or her four or five times a week. The probationary officer mentor would be an advocate for the officer; provide continued training, coaching, and mentoring; help boost the officer’s morale and attitude; provide feedback on the Bureau and its employees; and more.
5. **In-service training should be expanded.** At a minimum, the Bureau should triple the amount of training provided to officers and civilians. This is a major financial commitment, but the Bureau cannot hope to prepare for the 21st century without a commitment to “continuous improvement through training.”
6. **Employees should receive bonus pay to become “language qualified.”** Industries that deal with the public are experimenting with the concept of training employees to become “language qualified” in a foreign language. Flight attendants who work South American routes for United Airlines are paid a bonus to become language qualified in Spanish. The concept involves learning a small percentage of the total language but a large percentage of phrasing that covers the everyday verbal communications of the specific service, such as traveling on an airplane. The same can apply in policing. There are only so many words involved in everyday policing situations: “May I please see your driver’s license and registration card?” “Do you know how fast you were traveling?” The city should engage the services of a language house to develop such courses in several common foreign languages (Spanish, Mandarin, etc.).
7. **Collaborate with the Western Regional Community Policing Institute to develop a “command college.”** The police command college concept, pioneered by the California Police Officers Standards and Training Council, in-

volves using a college-course format to educate police managers. Police managers are enrolled in courses that may meet every third weekend for four months. The courses are intensive and involve practical homework, such as performing a study on an actual problem in the agency. Experts are brought in from all over the country to be guest instructors. Credits are transferable to a master's degree. Other examples include the program at Johns Hopkins University and the Texas Law Enforcement Management Institute at Sam Houston State University.

8. **The city should make a commitment to cross-training employees where doing so is useful.** Cross-training can save taxpayers money, save lives (in certain situations), reduce interagency red tape, and allow for better relations among city agencies. Several examples came out of the focus groups. First, police are often the first on the scene of emergency medical services calls—they should be trained in basic CPR and other emergency protocols. Some police agencies train officers to use portable defibrillators. Second, when fire services respond to traffic accidents, they should be trained to write the accident report. Third, at accident scenes, fire and rescue should be able to have cars towed without the police being present. The city should impanel an inter-bureau task force to study the future of cross-training.

Objective 5.3: Reinstate a Performance Evaluation System

Once quality personnel are trained well, they need to be placed in a working environment where they know what is expected of them and understand how to achieve success in their work. A tool to aid in this effort is performance evaluation. About 10 years ago, the Portland Police Bureau eliminated this tool from the organization. In the future, the organization must recreate this tool to help shape the people working in the Bureau.

An expert in changing organizations put it this way: What gets measured gets done. What gets measured and fed back gets done well. What gets rewarded gets repeated.

Strategy

1. **Develop a new, simple, automated performance evaluation system.** The system should be interactive—the employee and supervisor communicate and agree on specific activities and goals that should be achieved by the employee in the coming period. The process also takes into account what the employee needs from the organization to improve. The Bureau may want to involve the community in providing feedback on how the officer performed in problem solving, community crime prevention, and more. Good performance must be acknowledged. The performance evaluation process should be used to train

and motivate employees, not to punish. The results should be used in the promotional process.

Objective 5.4: Continue to Promote Only Those Who Exemplify Community Policing

For community policing to become “a way of life” in the Portland Police Bureau and the city, only Bureau personnel who exemplify the vision, mission, and values of the organization should be promoted. The promotional system is also a key to the future of the Portland Police Bureau. The future of the organization rests on the quality of its leadership.

Strategy

1. **Reexamine the promotional system to ensure that only the best-qualified personnel who support the Bureau’s commitment to community policing are promoted.** The new performance evaluation system should produce credible personnel information that can be used as a factor in promotional decisions. For the most part, the Bureau has improved its promotional process over the past 10 years, making community policing measures important criteria. This should continue and be accelerated in the future.

Objective 5.5: Improve the Health of the Organization and the Workforce

Policing can produce a significant amount of employee stress. This stress is sometimes transferred to the employee’s family, resulting in poor job performance, alcohol and drug abuse, domestic violence, and other adverse health results. Stress on officers comes not only from field situations but also from the organization. In the focus groups, officers reported that they experienced stress from internal affairs investigations, lack of communication within the organization, stagnation in their career, and other situations.

The Bureau’s 1998-2000 Community Policing Strategic Plan contains an objective to promote employee assistance (e.g., train all personnel to access the employee assistance program, the internal peer support teams, and the volunteer chaplains) and another to promote practices that improve officer safety. This objective urges the Bureau to go beyond the intent of the strategic plan to examine all policies and practices of the organization that produce stress in workers and their families.

Strategy

1. **Develop policies and programs that emphasize the importance of employee and family health.** This strategy calls for the city and the Bureau to examine the policies and operations in the organization and assess situations that cause potentially debilitating stress. The Bureau has focused in recent years on responding to critical stress incidents in the field (e.g., using counselors to communicate with officers involved in shootings). However, the Bureau needs to focus also on stress-producing administrative and management aspects of the organization.

Recent studies show that the most stressful work situations involve “high demand and low control.” The Bureau needs to examine work assignments to make sure that officers and civilian employees have some degree of control over their jobs to help moderate the stress of those positions.

Vision 6: Expand the Role of the Officer

The Bureau should expand the role of the patrol officer and work toward the goal of freeing 40 percent of patrol officer time for community policing activities. The Bureau should also plan to address a wider range of problems, with citywide support. These goals are necessary to support community policing's emphasis on community interaction, crime prevention, and problem solving.

Objective 6.1: Free 40 Percent of Officer Time for Community Policing and Problem Solving

With more time available for problem solving and self-initiated activity, officers can better deal with causes of persistent community problems. They will have more opportunities to perform problem solving, help organize and sustain neighborhood groups, and communicate with other service providers to obtain services for neighborhood residents. Those steps will help officers prevent crime and other problems instead of simply reacting after the fact. The 1998-2000 Community Policing Strategic Plan called for increasing staff levels. The following strategies recommend specific steps toward that end.

Strategies

1. **The city should pass an ordinance mandating adequate staffing levels (both sworn and non-sworn).** The effort should be to establish a consistent staffing level for both sworn and non-sworn that the organization can depend on as a base level, never to dip below. A detailed staffing study should be conducted every three years to ensure that the staffing standards are being met. Adequate staffing must be in place before officers can be expected to develop any stability in geographic areas of the city. Obviously, moves have been made in the last several months to address staffing in Portland. Once that problem is solved, the level will need to be maintained.
2. **Develop organizational procedures that will project retirements and other variables that impact the organization's attrition rate.** Tracking past rates of attrition and offering incentives for announcing retirement dates are two methods to consider.
3. **The city should adopt an over-hire policy based on the annual attrition rate of the organization.** Once attrition rates have been established, the Bureau should develop a city-approved over-hire policy to lessen the impact of retirements and resignations, while at the same time costing the organization no additional funds. A good standard is to hire about 20 to 25 officers per year above authorized strength.

4. **Increase the use of volunteers and expand the areas in which they are used.** Like CSOs, volunteers can give officers and detectives time to devote to more serious events. One recommendation is for volunteers to call or visit all complainants to inform them of the outcome of their call or complaint. Citizens are eager for someone to “close the loop” after they report an incident to the police. To emphasize the importance of volunteers, the Bureau needs to create a new position of “volunteer coordinator.” The Bureau had such a position for a short time, but it was eliminated in the Measure 47 budget. One of the best examples of such a position in the country can be found in Tempe, Arizona.
5. **Redeploy cellular telephones throughout the Portland Police Bureau.** Technology should be used to increase the efficiency of the officers and others in the organization who have a legitimate need. To discourage abuses, clear guidelines should be developed, blocking technology employed, abusers punished, and phones potentially supplied only to the master patrol officer in each neighborhood.

Objective 6.2: Address a Wider Range of Problems

The Portland Police Bureau should lead other city bureaus to adopt problem solving, exchange public safety data with other bureaus, and consider how wide a range of issues the public wants the Police Bureau to address.

Strategies

1. **Obtain a citywide commitment to problem solving.** For the Bureau’s visions to succeed, Portland needs a citywide commitment to problem solving as a major tool that transcends the police. The police need other bureaus to be partners in problem solving.
2. **Increase the sharing of data related to public safety.** How important is this? In the focus groups, many participants (elderly participants especially) were greatly concerned about traffic safety downtown. They feel unsafe crossing the streets, and the problem will only become worse as more citizens are attracted to downtown Portland in accordance with the Urban Growth Plan. To address this issue, many city bureaus will need to share information and work together. The proposed PPB knowledge center can coordinate much of this information. (See Objective 3.2 for more on the knowledge center concept.)
3. **Examine and plan for widening the scope of police attention.** The Bureau should hold serious discussions with the community about the extent to which the police should limit or expand their scope. ILJ gained some sense of the community’s preferences from the focus groups. The Portland Police Bureau

should plan on the eventuality of having to address some or all of the following:

Transportation. A major issue is that of traffic safety downtown. To address transportation-related concerns, the PPB knowledge center should collect information from all relevant city bureaus on such factors as road rage, pedestrian safety, and vehicle accidents.

Health. This should become a major focus of all city bureaus. Key issues include AIDS awareness and prevention, a greater emphasis on drug/alcohol abuse, domestic violence prevention, child abuse and neglect issues, and intervention in prostitution (primarily efforts to stop the cycle by providing education and employment opportunities).

Environment. Key issues here, not just for city bureaus but also for state and federal agencies, are air pollution, noise pollution, littering, and hazardous waste disposal.

Recreation. The Bureau should continue to mentor youth through PAL activities, but it should also collaborate with other providers to increase the availability of safe recreational activities for all youth in the city.

Schools. A major issue from the focus group of school representatives was the challenge of sharing information about students. It is currently difficult for school districts to share that information with each other or exchange it with police, other members of the criminal justice system, and other service providers. Restrictions on such sharing were seen as obstacles to the formation of multidisciplinary teams that could develop strategies for individual students. A program in Knoxville, Tennessee, was mentioned as a possible model.⁷ Legislation may need to be developed or changed before the needed information sharing can become a reality.

A second expanded role for the police in education is that of providing a school resource officer (SRO) at every high school in all school districts serving Portland. SROs can provide a critical link between students and police, offering the potential for positive youth development. Thus, the SRO program should be increased, and it should be expanded to middle schools. An intervention appropriate for elementary schools should also be developed and adopted. School leaders and other focus group participants wanted police to be visible as a role model to children at an early age and then stay visible throughout the entire school experience.

⁷ Contact: Knoxville Police Chief Phil Keith.

Vision 7: Improve the Image of the Police

The Portland Police Bureau should improve its image and educate the public on the numerous and varied aspects of police work. Appearances have a significant impact on perceptions, and perceptions help form people's attitudes. This is especially true when people have few other facts with which to form an opinion.

Objective 7.1: Create a More Positive Image of the Police

Citizens tend to obtain their image of police work from television and newspapers. Most community members rarely interact with police officers unless they attend neighborhood meetings that are frequented by community policing officers.

In the media focus group, the media professionals were especially critical of the Bureau's lack of investment in "playing the media." The media professionals felt the Bureau needed the assistance of a public relations professional to focus on building the Bureau's image and portraying a positive image of the police.

The Bureau needs to develop a strategy that involves developing and nurturing relationships with the media, answering their questions in a timely fashion, understanding differences between print and broadcast media needs, and being more proactive in providing information.

Strategies

1. **Hire a media/public relations professional.** The police should hire a media/public relations specialist, who also knows about policing, and place him or her in charge of public information and media relations in the Bureau. This person would oversee the existing PIO staff. This approach would allow the Bureau to become more proactive in attracting positive media attention. The media tend to trust and pay more attention to a professional from their own field.
2. **Create a greater emphasis on customer service.** While this topic is highlighted as Objective 2.1 in the Portland Police Bureau's 1998-2000 Community Policing Strategic Plan, many of the focus groups mentioned customer service as a shortcoming of the Bureau. This means that there is simply not enough emphasis on it. Customer service should become a key component of every employee's performance evaluation. (See Objective 5.3.) Employees should be required to give examples of regular customer service. Management should be creative in measuring and monitoring customer service (for example, by asking citizen volunteers to call random crime victims to ask about the services the specific officer provided). Management must also recognize and reward exemplary customer service.

3. **Provide greater incentives for employees to become involved in community service.** The city and the Bureau should be commended for their efforts at creating a partnership with lending institutions to provide mortgage loan incentives for officers buying houses in certain city neighborhoods. There is a need to get more officers involved in neighborhood activities in the city. The city and the Bureau should become more creative in rewarding officers who become mentors to city youth on their own time, join city service clubs, visit city schools and tutor students in reading, help coach athletic teams in the city, etc. (One appropriate reward would be to provide more compensatory leave.) Many high schools now require 30 to 40 hours of community service as a requirement for graduation. This concept of community service should become part of the culture in the Portland Police Bureau. However, the avenue of persuasion should be incentives, not requirements. The issue also needs to be a major factor in hiring new officers. Objective 5.1.3 recommends that the city pay a hiring bonus to new recruits. The city should consider an even greater bonus to new recruits who agree to live in the city for five years.

Objective 7.2: Increase Efforts to Educate the Public on Police Roles

In a number of the focus groups, community participants lamented their lack of knowledge about police procedures, policies, and programs. Objective 2.4 in the Bureau's 1998-2000 Community Policing Strategic Plan calls for the development of programs "to increase the public's understanding of community policing and of Bureau services." Some of the strategies include distributing police newsletters, hosting site visits at police facilities, and more. While these efforts are laudable, more is needed in the future.

Strategy

1. **The Portland Police Bureau should create its own cable TV show.** The Portland Police Bureau should create a weekly 30-minute show that enhances the efforts of the Citizens' Police Academy. The show can also include footage of citizens who go through the interactive parts of the academy, helping collect evidence, handling weapons, etc. The show should be interactive with the community—the last five minutes should involve call-ins heard over the air. This show should focus on informing the public about everyday police procedures and practices. It can have a special segment devoted to frequently asked questions by new immigrants (such as how to behave when pulled over in a vehicle stop). The show should also contain lively public service announcements on such topics as downtown pedestrian safety. Other segments can highlight the positive efforts of officers, showing good examples of problem solving and customer service, and can highlight the role of other city agencies in preventing crime and promoting community safety.

The new media/public relations specialist should be hired on the basis of having experience with television programming. He or she should develop a special relationship with the cable television company to develop this show.

Vision 8: Improve Police Discipline and Review

The Bureau's discipline and review processes should be consistent with its vision, mission, and values.

Objective 8.1: Reexamine the Bureau's Approach to Discipline

The Bureau should make its disciplinary approach match its community policing philosophy and should ensure that all Bureau members understand the system.

Strategies

1. **Align the Bureau's disciplinary policy with its community policing vision, mission, and values.** This reassessment should include consideration of a more participatory style of management and supervision, increased coaching and mentoring, and the adoption of a selective, non-punitive philosophy of discipline. In focus groups, some officers felt supervisors were always looking for them to do something wrong so they could be punished. (The Bureau should ascertain whether that feeling is widely held.) The disciplinary system should recognize that in community policing, officers are encouraged to take calculated risks. Honest mistakes should not be treated punitively.
2. **Reestablish an understanding of and support for the disciplinary process throughout the organization.** After realigning its disciplinary policy, the Bureau should educate all employees as to this realignment and the organization's commitment to maintaining it.
3. **Adopt audio or video review for calls for service and other Bureau interactions.** Technology can be quite useful in this area. Tape recorders can be issued to officers for use in potentially volatile situations. Video cameras can be helpful when mounted in patrol cars to capture encounters with citizens. Both technologies can help the Bureau bring many complaints to closure quickly and fairly. Several large metropolitan police agencies in the Dallas area are currently using a vehicle-mounted video system for documenting traffic contacts by officers.
4. **Evaluate the benefits of decentralizing Internal Affairs Division (IAD) investigators to the precinct level.** Delays in the current process may be improved by assigning IAD investigators to the precincts. The IAD investigators would have immediate contact with the supervisors and officers at the precinct. The probable benefits are that officers would be more likely to report concerns or information to an IAD investigator they know and that complaints would be resolved more quickly.

Objective 8.2: Improve Complaint Review Process

The number of U.S. jurisdictions with some form of citizen review is currently about 95, up from approximately 65 just three years ago.⁸ This growth reflects a demand for more government accountability. The Portland Police Internal Investigations Auditing Committee (PIIAC), which follows the auditor model of citizen review, relies on the police to be responsible for the investigation of citizen complaints. The auditor is then authorized to monitor, audit, and investigate the internal affairs unit.

Strategy

1. **The city should commission an outside review of the current internal affairs process.** That review must include extensive community and officer input. The review should look at successful internal affairs processes in community policing environments in other cities, examining speed, openness, and fairness. The system needs to be designed to deal with the worst-case scenarios.

⁸ Samuel Walker, "New Directions in Citizen Oversight: The Auditor Approach to Handling Citizen Complaints," in *Problem Oriented Policing* (Washington: Police Executive Research Forum, 1998).

Vision 9: Move the Portland Police Bureau Toward Restorative Community Justice

The Portland Police Bureau should move from a reliance on the traditional criminal justice system, which merely punishes individual offenders, to a commitment to a restorative community justice system. A restorative community justice model blends the needs of the offender, victim, and community in a comprehensive systems approach, *trying to make all the parties whole again*. The community supports the victim by helping the police ensure that there is never a repeat victimization (see Objective 3.1). The community also works with the offender to fashion a sentence that is constructively restorative (such as cleaning the parks, re-shelving library books), not destructively punitive.⁹

Objective 9.1: Explore the Implementation of a Restorative Community Justice Model

The Portland criminal justice system is in the initial stages of exploring restorative community justice. With support from the Multnomah County District Attorney's Office, the court has initiated a new community court. This effort opens the door to experimentation with a new model of dispensing justice. A community court offers the benefits of involving the community in sentencing (providing a sentence that benefits the community and the offender); diverting many low-end offenders from the traditional court system, which is already clogged; and continually monitoring offenders to make sure they receive needed treatment and services, in order to reduce re-offending.

Strategy

1. **Work in partnership with the new community court, District Attorney's Office, and probation and parole to develop a comprehensive plan to model restorative community justice.** This plan would be broader than the current community court efforts. It should "push the envelope" of restorative community justice. Portland is an ideal environment for breaking new ground in this movement. One technique that should be studied is to involve ONI's current mediation services unit in criminal justice problems. Nonviolent criminal justice disputes could be sent to mediation rather than being treated through arrest and trial. There are other areas and services that can be explored as well.

⁹ See the State of Vermont's reparation boards or circle sentencing in Austin, Texas.

Vision 10: Increase Collaboration with the Private Sector

Throughout the country, local governments are increasing their collaboration with the private sector. Motives include saving public funds, increasing the efficiency of service delivery, and placing responsibilities where they properly belong. Such collaboration takes several forms, comprising formal and informal cooperative activity as well as contractual privatization. The strategies in this section not only serve the motives just stated but also are perfectly congruent with the philosophy of community policing.

Objective 10.1: Expand Partnerships with Businesses and Nonprofit Organizations

The Portland Police Bureau should expand its efforts to partner with businesses and nonprofit organizations on crime prevention, problem solving, and even law enforcement efforts. The Bureau should also look for new opportunities for public-private partnership.

Strategies

1. **Encourage the expansion of business improvement districts (BIDs).** These public-private collaborations establish mechanisms whereby private security officers receive special tax money to patrol public areas. Their efforts reduce the amount of energy that PPB must devote to lower-level offenses. Because some businesspeople object to being forced to pay additional taxes to receive baseline public safety, the city could consider providing tax or other incentives to offset businesses' costs of participating in BIDs.
2. **Attack high-tech crime and other white-collar offenses through public-private collaborations.** It is expected that an increasing share of victimization will arise from such crimes as credit card fraud, computer crime, theft of high-tech goods, information theft, portable phone cloning, and identity theft. Increasingly, businesses that are victims of such crimes will start demanding more service from the police. In many cases, the best approach will be for the PPB to conduct joint investigations with corporations. Businesses pay taxes and do not want to deal with all victimization on their own. Further, as is explained in greater detail below, few police agencies have the expertise available in-house to investigate some of these complex crimes.
3. **Address crime prevention efforts to businesses that are repeat victims.** By helping businesses implement target hardening, crime prevention through environmental design, and preemployment screening measures, the PPB can

keep some businesses from consuming a disproportionate amount of police service.

4. **Collaborate with corporate security departments and private security services.** Year by year, private security, which already greatly exceeds policing in both spending and employment, continues to become more professional. Its growth and increased sophistication make it a significant potential resource for the PPB. In the future, private security officers may be able to address more low-level, quality-of-life issues, allowing police more time to focus on the tasks only police can perform. Thus, the Bureau should consider making itself available to help train private security practitioners (security officers and supervisors, plus corporate security managers) in crime prevention, problem solving, and law enforcement. Training and improved police–private security communication would increase the size and effectiveness of a non-PPB funded force that could relieve the Bureau of numerous tasks.
5. **Arrange for minor, non-injury automobile crashes to be handled by someone other than the police.** This is merely an example of letting certain responsibilities devolve to other interested parties besides the police. Perhaps in the future, CSOs, insurance claims adjusters, or volunteers will respond to minor accidents, take reports on laptops, and forward them to the police.
6. **Call on nonprofit organizations for special help.** For special needs—whether funding, equipment, or expertise—the PPB should remember to look to nonprofit organizations. Such organizations can serve as conduits for contributions from businesses or citizens or may fund special projects or purchases for the Bureau.
7. **Encourage corporate participation in crime prevention, problem solving, and public service.** For example, in some cities, local businesses fund roadside assistance vans, which ply the highways giving jumpstarts, filling empty gas tanks, and providing other services to keep the roads clear and relieve police of those responsibilities. The PPB should consider encouraging corporate sponsorship of that type or other types of services.

Objective 10.2: Partner with the Public

The public is accustomed to leaving crime fighting to the police, yet Portland residents can be valuable resources in maintaining civic order. However, citizens often do not know how to contribute to crime prevention or even whether they should. The Bureau can nurture this resource through partnership not just with organizations but also with the wider public. The primary vehicle for such partnership is education through public service announcements, cable television programs, and the PPB website.

Strategies

1. **Define public sector obligations.** The PPB should teach citizens that they have an obligation to co-produce public safety. The Bureau should, in effect, enlist the whole community into “policing.”

Once citizens clearly understand that they should co-produce public safety, they need specific guidance in how to do so. The PPB can help them by clarifying what they should and should not do in various situations. For example, the Bureau can encourage people to intervene in small, quality-of-life offenses (such as speaking up when someone is drinking in public or allowing dogs to run unleashed through a park) but to call police when necessary. The PPB can also educate the public on what to do about abandoned cars, dangerous animals, nuisance buildings, and other problems so that the Bureau will not have to be a conduit for every conceivable public concern. Other topics on which more public education may be needed include target hardening, crime prevention through environmental design, laws governing crosswalks, self-defense, crime avoidance, and, especially for immigrants or aliens, how to behave in police-related situations.

2. **Provide tools.** The Bureau should empower citizens to police themselves. One key tool for citizens is *readily accessible* crime data, which can be distributed at the PPB website. (See Objective 4.3.)

Objective 10.3: Obtain or Borrow Expertise

The PPB should not hesitate to use outside sources of expertise. Such sources can help Bureau staff develop expertise themselves or can simply offer expertise to the Bureau on a consulting basis (for a fee or for free) as needed.

Strategies

1. **Obtain management training.** As police agencies work to develop less-militaristic management styles, a natural model is corporate management. The Portland Police Bureau should participate in programs that allow police executives to attend corporate management training sessions. One such program, formerly known as Operation Bootstrap and now called the Corporate Training Alliance Program, allows police executives to attend expensive management training held by various corporate sponsors for only a small administrative fee. Other programs, known as “loaned executive” programs, place business executives in police agencies to offer management training (while still on the payroll of their corporations).
2. **Borrow high-tech expertise.** Any city, like Portland, with a significant high-tech industry needs to be concerned about high-tech crime. Not only is it a

growing concern, but it is especially difficult to prevent and investigate. Major types of high-tech crime include computer component theft (burglary, cargo theft, robbery, employee theft, fraud), telecommunications fraud (toll fraud, subscription fraud, cloning), theft of proprietary information, computer intrusion, counterfeiting, and piracy. Because the technology changes rapidly and expertise in it commands a high price, the PPB is unlikely to be able to hire or train to develop in-house expertise in those matters. Thus, it should develop partnerships with persons and organizations that specialize in high technology. For example, when necessary, the Bureau should retain high-tech experts to help investigate computer crimes. It should also tap volunteer assistance from businesses that employ people with the needed skills. Such persons could be designated as “high-tech reserve officers.” Other sources of high-tech expertise include universities, trade associations, and federal law enforcement agencies.

Objective 10.4: Obtain Funding, Equipment, and Services

Corporations often have equipment (computers, vehicles, etc.) that they no longer need, and some nonprofit organizations wish to fund certain types of activities. However, such groups sometimes are unaware of how to contribute those goods or funds to the police, or a suitable channel for doing so may not exist.

Strategy

1. **Set up a “Police Foundation” to solicit and accept donations and decide how those resources will be used.** Such a foundation can provide a practical, ethical conduit for donations to a police agency. Jurisdictions with foundations of this type include Baltimore County, Maryland, and New York City. Among other things, a foundation would be a good way to raise money for a helicopter and for scholarships for the Police Corps in case federal funding runs out.

Objective 10.5: Privatize Some PPB Activities

In many cases, privatization saves money and improves productivity. Done properly, it shows responsible stewardship of public money. Of course, not every police activity can be contracted out. Privatization works best when the activities contracted out are those that are not properly or necessarily the function of police, that the Bureau does not enjoy doing, or that are known to be done especially well in the private sector.

Strategy

1. **Explore the idea of privatizing communications (CAD), data processing, records management, and fleet management.** These areas are just a few examples of possible privatization areas. The Bureau should issue a public solicitation (or request for proposals), allowing the Bureau's current in-house providers of those services to compete against private bidders. Indianapolis is currently the leading example of this approach to privatization. Obvious hurdles include control over and privacy of PPB data, but the field of data security is sophisticated and should be able to overcome those challenges.

Appendices

Appendix A: List of Focus Groups

**Appendix B: Findings from Internal Portland Police Bureau
Focus Groups**

Appendix C: Findings from Community Focus Groups

Appendix D: Findings from Government Focus Groups

Appendix E: Summary of National Experts' Meeting

**Appendix F: Demographic Projections: City of Portland and
Portland Metropolitan Area**

Appendix A: List of Focus Groups

Portland Police Bureau

1. District Council Trade Union

Mary Jane Gleason
Marsha Kirk
Kim Terry
Ramel Wilson

2. Nonsworn Line and Supervisory Staff

Mary Butler	Steve Minnick
Joann Elsner	Bill Rath
Brooke Geltzeiler	Scott Rowe
Merry Grant	Teri Wallo Strauss
Cyndi Griffiths	Claudia Swanson
Rebecca Henry	Lynn Sweeney
Joanne Johnson	

3. Employee Assistance Program Staff

Laura Bryan	Teri Poppino
Stephen Buchtel	Ramel Wilson
Jim Fairchild	Richard Wong
Robert King	

4. Officers (Group 1)

Larry Anderson	Brian Schmautz
Marcia Carson	Nate Shropshire
Mike Geiger	Mark Sponhauer
Mark Johnson	Daryl Turner
Rick Miller	Robert Voepel
Jack Powell	Mark Zylawy

5. Officers (Group 2)

Tina Bender	Barbara Glass
Jason Christensen	Rian Hamby
Tony Christensen	Tim Musgrave
Shawn Doble	Tom Powell
Matt Engen	Tim Sessions
Tim Evans	

6. Lieutenants and Equivalent

Scott Anderson
Steve Asp
David Austin
Bruce Cuthbertson

John Drum
Larry Kochever
Jim McDaneil
Don Stull

7. Investigative Sergeants

Veryl Bearens
Nan Kemp
Bill Law
Sandy Larson Rhodes

Bill Sinnott
Cordes Towle
Terry Wagner

8. Portland Police Association

John Brooks
Vince Jarmer
Pat Keating
Tom Mack

Bob Moyer
Leo Painton
Greg Pluchos
Anne Sundstrom

9. Supervisory Sergeants

Phil Barker
Bob Baxter
Steve Bechard
Charlie M. Brown
Gary Cerotsky
Mike Crebs

Todd Davis
David Howe
Gary Stafford
Joe Stidham
Greg White

10. Portland Police Command Officers Association

Dave Benson
Larry Findling
Stan Grubs

Al Orr
Mark Paresi
Rosie Sizer

11. Responsibility Unit Managers

Bill Bennington
Jane Braaten
Greg Clark
Larry Findling
Mike Garvey
Stan Grubs

Debbie Hagen
Mike Linhaires
Dennis Merrill
Pat Nelson
Mark Paresi
Bill Wesslund

12. Police Corps Officers

Kristy Butler
Todd Christensen
Jeff Dorn

Justin Faw
Jimmy Pryce
Michael Strawn

Community and Business

1. Central Northeast Neighbors

John Brill
Rochelle Burney
Paul Clark
Phill Colombo
Melissa Delaney
Ruth Dexter
Aaron English
Cullen Johnson
C.J. Linehan

Barry Manning
Jo Powell
Bill Shatava
Mildred Shatava
Alison Stoll
Bob Ueland
William Warren
Dick Winslow

2. Chief's Forum

Lisa Botsko
Evelyn Brenes
Richard Brown
Lori Buglweiler
Joleen Jenson Classen
Phill Colombo
Anna Dugan
Vada Grimsrud
Betty Hedberg
Josiah Hill
Randy Killinger
Robert King
Rosanne Lee

Judy Low
Leora Mahoney
Ray Mathias
Robert Mawson
Sharon McCormack
Leia Metzger
Genny Nelson
Marsha Palmer
Bill Rath
Carlos Rivera
Virginia Shea
Terry Wagner
Bruce Watt

3. Asian Advisory Group

Melissa Delaney
Paul Duong
Larry Fritz
Sivylay Kham
Victor Leo
Judy Low
Simeon Mamaril
Thanh Nguyen

Paul S. Nim
Vathara Oung
Gregory Patton
Lee Polha
Charles N.C. Shi
Sonia Sujo
Cuong Van Lo
Preston Wong

4. Southwest Neighbors

Lois Anderson
Ann Bradwell
Betty Hedberg
Shirlie Karl
Gene Lynary

Tom Miller
Theresa Murphy
David Redlich
Allison Santos

5. Northeast Coalition of Neighbors

Marina Anttila
Skye Crews
Barry Daigle
Bronwen Edwards
Howard Hannon
Jerome Moore
Martina Murray

Tony Radmilivich
Jody Swigart
Scott Swigart
Betty Walker
June Whitcomb
Nicole Williams

6. Business Associations

Katie Allen
Jean Baker
Nancy Chapin
Joanne Ferrero

Jim Flynn
Peter Fry
Ray Shellmire

7. East Precinct Youth Council

Matt Bigoni
Michael Bowen
Meghan Byes
Mike Costello
Nina Doel
Sarah Espenel
Derrick Hathaway

Sandy Hepler
Jason Krenzler
Keri Kunz
Jennifer Lambert
Amber Lane
Bryan Woodfill

8. Sexual Minorities Roundtable

Elizabeth Allen
Lori Buckwalter
Norm Costa
Charles Hall
Jeanie King

Deke Law
Inga Sorensen
Jerry Weller
Linda Werts

9. North Precinct Public Safety Action Committee

Mary Beveridge
Therron Bilzer
Aaron Cavanaugh
Ron Doherty
Sandra Douglas
Wayne Faust
Mary Gilbertson
Willie Harper
Bud Houseman
Bridgette Jackson
Duan Johnson
Jerrie Johnson
Lilly Johnson

Jack Kelly
Susan Landauer
Bill Minard
Kent Nelson
Bob Peterson
Mary Poulas
Tom Poulas
Debra Pulioff
Rick Rictor
Linda Rodrigues
Wayne Salvo
George Spaulding

10. Central City Business

Rob Bearden
Laura Clark
Andrew Delloyd
Dan Lenzen

Alix Nathan
Michael Powell
Joe Smith

11. Neighbors West/Northwest

Neilson Abeel
David Allred
Frank Bird
Jeff Boly
Peter Chang
Joleen Classen
Rhetta Deason
Frank Dixon
Kurt Garbe
Bill Goss
Jamie Harrell

Bob Holstrom
Michele Mass
Louise McCleary
Laurie Munro
Elizabeth Ohlmann
Doug Polk
John Rettez
Carol Smith-Larsen
Len Stevens
Art Wagner
Tom Wilson

12. East Portland Neighborhood Office

Marylou Baetkey
Gene Bales
Don Bartley
Leah Christensen
Darcy Clendenning
Kay Collier
Dwayne Fund

Shirley Holmes
Katy Krueger
Wayne Stoll
Patti Swanson
Glenn Taylor
William Warren

13. Developmentally Disabled Advisory Group

Michael Bailey
Ernest Biegle
Dan Jensen
Sheryl Lahey
Mary Otto
Katie Potter

Greg Ruf
Joey Stewart
Rex Surface
Bill West
Sara Westbrook
Joe Wykowski

14. Southeast Uplift

Cara Bolles
Joan Bridgman
Jay Eberly
Jeannette Elliott
Richard Hazeltine
Louann Lindberg
Terri Montgomery

Sue Pearce
Teresa Perry
Daryl Philippi
Virginia Shea
Don Stephens
Ken Turner
Colleen Wagner

15. Hispanic Roundtable

Ruth Ascher	Michael Hess
Silbestre Ceballos	Martha Lecunanda
Luis Elias	Norma Caballero Lopez
Donna Henderson	Jose Martinez
Juanita Hernandez	Ederlinda Ortiz
Caroline Hes	Virginia Salinas

16. Old Town/Chinatown/Downtown Associations

Louise Beaudreau	Genny Nelson
Frank Grace	Mark Utz
Lisa Horne	Vasiliki Vlahakis
Anne McMahan	

17. African-American Advisory Group

Gahlana Avidon
Louis Fontenot Jr.
Linda Hunter
Robert Richardson

18. Faith Community

Chris Bekemeier, Lutheran Family Services
Rev. T. Allen Bethel, Albina Ministerial Alliance
Glenn Chase, Bethel Lutheran
Johnnie A. Gage
Rabbi Larry J. Halpern, Coalition Against Hate Crimes
Jack Kennedy, Ecumenical Ministries Oregon
Rev. Katheryn King, Pilgrim Lutheran, Lents
Rev. Curtis B. Kirpatrick, Hughes Memorial Church
Gary Vaughan, Operation Nightwatch

19. Portland Media Representatives

Dan Christopher, KATU	Clint Sly, KEX
Allan Classen, NW Examiner	Shelly Swanke, KOIN
Robert Landauer, The Oregonian	Mike Turner, Entercom
Maureen O'Hagen, Willamette Week	

Government

1. School Superintendents and Principals

Marylou Baetkey, Portland
Merle Bradford, Portland
Michael Brannon, Portland
Sal Catapano, David Douglas
David Clark, Portland
Dick Craddick, David Douglas
Deanne Froechlich, Portland
John Harrington, David Douglas

Rick Johnson, Portland
George Martin, David Douglas
Peter Nordbye, Portland
Wayne Quinnell, Portland
Ann Romish, Parkrose
Aeylin Summers, Portland
Doug Walters, Parkrose

2. Panel from Portland's National Conference on Community Policing

Dan Baergen, Alaska State Police
Charlotte Brown, Honolulu Police
Frank Carrillo, Adams County SO, Colorado
David Dodd, England
Clem Jung, Hawaii, Community Member

Bob Lamb, U.S. Department of Justice
Kent Ryan, Cincinnati, Ohio
Leon Warren, New Mexico State Police
Nobel Wray, Madison, Wisconsin, Police

3. City Commissioners

Sam Adams
Maxine Berstein
Nancy Biasi
David Dean
Elisa Dozono
Bob Durston
Jim Francesconi
Charles Hales

Larry Hilderbrand
Ellen Jean
Vera Katz
Mark Landauer
Elise Marshall
Joanne McKeever
Gretchen Miller

4. Public Safety Coordinating Council

Mike Baiter
Avwen Bird
Elyse Clauson
Jim Ellis
Cristina Germain
Bernie Giusto
Bob Jester
Elise Marshall
Carol Matarazzo
Ray Mathis

Sandi Meyer
Dan Noelle
Peter Ozanne
Bill Penny
Judy Phelan
Marietta Powers
Suzanne Riles
Chiquita Rollins
Mike Smith
Michael Ware

- 5. Crime Representatives**
 Katherine Anderson
 Rebecca Currin
 Melissa Delaney
 Paul Dinberg
 Kenneth Edwards
 Vada Grimsrud
 Celia Heron
 Roseanne Lee
 Sharon McCormack
 Marsha Palmer
- 6. Portland Bureau Directors**
 Debbie Bischoff, Planning
 Rob Burchfield, Traffic Management
 Mary Danford, City Attorney
 Teresa Gooley, Risk Management
 Barbara Madigan, Housing & Community Development
 Pat Price, BOEC
 David Shaff, Human Resources
 Robert Wall, Fire
 Mark Warrington, Parks
 Toby Widmer, Maintenance
 Ed Wilson, Fire
- 7. Service Providers**
 Bill Blaylock, Crisis Triage Center
 Heather Brown, Outside-In
 Art Byerly, Human Solutions
 Paul Drews, Services Children/Families
 Allanya Guenther, Phoenix Rising
 Paul Iarrobino, Multnomah County Disability Services
 Don Miller, HUD
 Kay Peterson, Project Respond/MHW
 Tom Potter
 Zarod Rominski, Outside-In
 Stephanie Vetter, New Avenues for Youth
- 8. Criminal Justice Agencies**
 Sgt. Steve Bartol, Milwauke PD
 Lt. Jim Byrd, Beaverton PD
 Pamela Erickson, OLCC
 Lt. Wes Ervin, Beaverton PD
 Lt. Terry Jones, Multnomah Co. Sheriff's Office
- 9. Multnomah County Elected and Appointed Personnel**
 Gary Blackmer, Auditor
 JoAnn Bowman, Chair's Office
 Doug Carpenter, Animal Control
 Bill Fogarty, Juvenile Justice
 Patricia Foley, Health
 Carol Ford, Chair's Office
 Deidra Gibson-Carins
 Betty Glantz, ADS
 Mel Hedgpeth, Sheriff's Office
 Sharron Kelley, Commissioner
 Paul Kelly, Juvenile Court
 Mary Li, Community/Family Services
 Trent Morrell, Juvenile Justice
 Lisa Naito, Commissioner
 Canh Nguyen, Community Justice
 Robbie Steeves, Juvenile Justice
 Beverly Stein, Chair

National Experts' Meeting

David Carter, National Center for Community Policing
Gary Cordner, Eastern Kentucky University
William Krichhoff, City Manager, Retired
Stephen Mastrofski, Michigan State University
Dan Noelle, Multnomah County Sheriff
Rana Sampson, University of San Diego
Jerry Sanders, Chief of Police, San Diego, California
Richard Williams, Chief of Police, Madison, Wisconsin

Appendix B: Findings from Internal Portland Police Bureau Focus Groups

**Findings from
Internal Portland Police Bureau
Focus Group Meetings
August 31-November 20, 1998**

**For the
City of Portland
and
Portland Police Bureau**

**By
Institute for Law and Justice
Alexandria, VA**

January 1999

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Executive Summary

From August 31 to September 3, 1998, the Institute for Law and Justice conducted meetings with 11 focus groups representing various segments of the Portland Police Bureau (PPB). The meetings were designed to elicit participants' vision for the PPB of the future—in particular, what the Bureau should look like and how to get there.

Issues of Immediate Concern

Despite the suggestion to look to the future, most focus groups mentioned several concerns that they felt must be addressed immediately:

- **Staffing.** The Bureau is felt to be seriously understaffed. Participants believe the shortage of sworn and nonsworn personnel hinders every activity of the Bureau and prevents officers from practicing community policing.
- **Internal Communication.** Participants feel Bureau members are ignorant of what their coworkers do and cannot easily contact each other or share information. The result may be ineffective referrals, poor cooperation, and missed opportunities for crime reduction.
- **Training.** Most participants feel a strong need for additional training on such topics as how to use their computers and MDTs and why to practice community policing.
- **Morale.** Although management's caring response to the recent officer shootings generated much goodwill, participants overall display a sense of hopelessness over their ability to meet the demands placed on them and discouragement over their 5-8 work schedule (which used to be 4-10).

Vision for the Future

These are some of the most noteworthy ideas presented by focus group participants for the future:

- Participants would like to be able to spend more time on community policing activities, follow up on more reported incidents, be able to say yes to more citizen

requests, increase their feeling of safety while on patrol, and increase the stature and role of the “generalist” patrol officer.

- Participants would like to increase staffing levels, improve recruiting and retention, develop an evaluation and career-planning system, rethink the compensation system, increase participation in the employee assistance program, and make other changes designed to improve morale.
- Participants would like to see improved internal communication, closer supervision of officers by sergeants, a less burdensome and punitive internal affairs process, better internal and external reporting of crime, and faster entry of crime data.
- Technology that participants feel would help the PPB work better includes cellular phones, helicopters, color monitors or printers in patrol cars, red-light cameras, computer compatibility, improved crime mapping, portable equipment for fingerprint or DNA identifications, better and more numerous hand-held radios, and satellite tracking of patrol cars and stolen cars.
- Participants envision Internet-delivered courses and a library of instructional videos or CD-ROMs; training on high-tech crime; training on community policing and on police ethics; and the development of a nearby, state-of-the-art training facility that is associated with a college or university and that features good classrooms, modern instructional equipment (including virtual reality capabilities), and areas for driving and firing practice.
- Participants are interested in improving their customer orientation, increasing their volunteer service to the community, partnering with more community organizations, and clarifying just what they can and cannot do for the community.
- Participants would like to collaborate more with other government entities both to reduce the PPB’s workload and to conduct joint efforts to control crime.

Several focus group participants observed that the Bureau may be able to bring about the desired changes by employing internally the same problem-solving techniques it is accustomed to using externally.

Focus Group Findings

From August 31 to September 3, 1998, the Institute for Law and Justice (ILJ) conducted meetings with 11 focus groups representing various segments of the Portland Police Bureau (PPB). Those groups are listed at the end of this paper. ILJ also met twice with the PPB steering committee that is guiding the project.

Each focus group meeting began with an electronic slide presentation by Chief Charles Moose, who led focus group participants on a journey from the past to the future. Chief Moose asked them to recall what was happening in their personal lives, the nation, the city of Portland, and the PPB 20 years ago. He compared events then to events now and offered a look at the future. The talk was designed to put listeners in the proper frame of mind for visioning. Chief Moose asked participants to envision what the PPB should look like 20 years in the future.

In each meeting, ILJ facilitators asked these questions:

1. *What should we look like and how do we get there?* In particular, what needs to be expanded or enhanced for us to become the agency we want to be?
What needs to be changed or dropped?
2. *What can you do to help?* In particular, what partnerships and linkages need to occur with the community or with other agencies to make the desired future a reality? What do individuals need to do in order to make this happen?

This paper organizes participants' answers not by focus group but by subject matter; note, however, that themes overlap and are interrelated, making perfect topic division difficult. Most groups mentioned most of the same ideas, visions, and concerns. The specific group from which a comment originated will be identified only where significant disagreements or contrasts were noted. The following pages accurately present the messages ILJ heard from focus group participants; whether all those statements accurately reflect conditions inside or outside the Bureau was not investigated by ILJ as part of this phase of the study. ILJ will be aided in reviewing the organization by the steering committee.

Internal Issues

Field Operations

In general, participants would like to be able to spend more time on community policing activities, follow up on more reported incidents, be able to say yes to more citizen requests, increase their feeling of safety while on patrol, and increase the movement toward a generalized community policing officer among all officers.

Community Policing

Overall, participants feel unable to perform community policing as effectively as they would like to. Staffing shortages prevent officers from taking time out to talk with people or follow up on problems. Calls stack up, and officers feel pressure to respond. A serious incident such as homicide, which ties up many officers, might leave only two cars covering a couple of precincts all day.

Aside from time pressure, other factors militate against community policing–style involvement. Some senior officers retain an antipathy toward community policing. Some newer officers feel that the less contact they have with the public, the lower their chances of getting ensnared in an Internal Affairs investigation, the early warning system, and other “hazards.” A few officers feel disliked by the public. They said citizens interrupt officers during searches and videotape officers during traffic stops. Those distractions, they said, create safety issues by distracting them. They also feel the Police Internal Investigations Auditing Committee is hostile to the police.

The time pressure, though, is probably the larger problem. One participant said he expects fights between Hispanic gangs at soccer fields will increase next summer because more fields are being built by the Parks Bureau, but he has no time to work with the bureau and community associations to prevent the problem. Right now, there is both a lack of incentive for an officer to take on prevention activities and no consequence for merely doing basic patrol with little community interaction.

In the future, participants would like to use community policing to leverage or multiply police resources by increasing community and government participation in crime prevention and problem solving. For example, to help reduce crime in Portland, the city could work more with schools to address the local drug problem. There are very

few PPB school resource officers assigned to the schools. Participants look forward to a time when they can do prevention work and not constantly be responding to calls. They also would like to see evidence that community policing, as an approach, is working.

Follow-up

Participants feel that too many reported crimes go uninvestigated. Once they write a report, they feel that nothing more happens unless it is a serious felony. The only lesser felonies or misdemeanors that are investigated are those whose victims call time after time to nag the investigators. Due to the lack of follow-up, some participants cannot see much reason for taking the time to write reports on misdemeanor crimes at all.

One officer reported that in a case where a man was shot in the head and was in the hospital, the officer was advised by a supervisor that *maybe* he should go to the hospital and talk to the victim. The officer said that even if a citizen is shot or stabbed, the case may not be worked at all unless the victim complains a lot.

In the future, participants would like to see the PPB develop a comprehensive plan to investigate every crime, not just the ones that seem readily solvable. They look forward to being able to pay attention to even small offenses.

Personal Safety

Some PPB employees who work at the Justice Center feel uncomfortable that they must ride the elevators with angry visitors who have not been screened for weapons. Some officers feel scared by the low number of patrol officers on the street, saying they must, for example, intervene in fights before cover arrives, which may take quite awhile. They feel they are out there alone with no one to watch their backs. Some officers talk of buying more protective body armor (such as bulletproof helmets), a tack that would probably not enhance the community-policing feeling.¹

¹ Many officers continuously referred to the fact that no PPB officer had been killed in the line of duty for 18 years and then suddenly, two officers were killed less than a year apart.

Specialists versus Generalists

Community policing emphasizes the idea of the generalist officer, yet many participants feel the PPB forms too many special units or temporary mission teams. The result, they feel, is that fewer officers are on the street answering calls for service and that officers who are on the street decline to solve problems, feeling the specialists should do so. Nevertheless, some specialization is valuable—for example, in crime mapping.

In the future, participants would like to stop splitting the PPB into smaller and smaller special-ability groups and instead emphasize generalist work.

Other

In the future, participants would like to improve crime forecasting and focus on repeat offenders.

Human Resources

In general, participants would like to increase staffing levels, improve recruiting and retention, develop an evaluation and career-planning system, rethink the compensation system, increase participation in the employee assistance program (EAP), and make a few changes designed to improve morale.

Staffing

The number-one issue of concern to every focus group is the staffing level. Every group feels the PPB needs more sworn and nonsworn employees as soon as possible. Over the last few years, some say, increased efficiency has made it possible for the PPB to do more with the same or a reduced staff, but the limits of what can be done that way may have been reached.

Some participants say that over the past 10 years, the PPB has been at full authorized staffing levels for only a short period. Mandatory minimum strengths have been reduced, and even those lower minimums are not always being met. Participants call for reducing overtime drastically to keep officers from becoming burned out after only two or three years on the force.

In the future, participants would like to have sufficient staffing so that morale will rise, officer safety will improve, and PPB members can develop crime-fighting and

crime-prevention ideas without fearing the extra work that might be needed to implement them.

Nonsworn Personnel

Nonsworn employees, in general, seem to feel more overwhelmed than sworn officers. They are frustrated by overwork; they feel unable to handle all the phone calls they receive; and they find it difficult to contact officers. In general, they do not feel they can solve their problems by themselves, and they do not know who to turn to for solutions.

In the future, nonsworn employees would like to see PPB recognition for nonsworn employees who provide good service. They look forward to helping sworn employees see them as partners, perhaps through “sit-alongs” in which officers spend time learning what the nonsworn employees do.

Recruiting and Retention

The issue of recruiting was especially susceptible to visioning. Participants observed that what the PPB will become in 20 years depends on the kind of people it hires today.

In the future, participants would like to raise PPB starting pay to be the highest in the state. Some would like to change the four-year college degree requirement to a combination of some college plus work experience; however, most acknowledged that a four year degree is a necessary requirement to be prepared for the future.

Participants would like to see hiring done in a way that minimizes staffing peaks and valleys. Because it takes time to hire people and because many retirements are anticipated, they want to be able to overhire to keep newcomers in the pipeline. They also want hiring to be steady. If the PPB hires officers in a large block now, they will all retire in a block later, leaving a large void to be filled by less experienced officers.

Participants are highly enthusiastic about the Police Corps. They want PPB recruiters to visit the same colleges year after year so students (and their advisors) will expect them, and they want recruiting efforts and hiring standards that better reflect the needs of community policing.

Finally, they see a brain drain. The PPB spends 20 years developing and training people; then they retire. In other industries, people in their late 40s continue working and using their highly developed skills. By contrast, once police become good managers, they feel it is time to leave.

Evaluation/Career Path

Many participants lament the lack of performance appraisals for unionized employees. They feel that such a system makes it possible for some employees to become lazy and that it provides neither intervention to help them become better workers nor negative consequences if they do not shape up. Union representatives, however, did not seem to want evaluation measures. Further, some participants feel that although they are asked to spend time making community policing contacts, they are evaluated instead on other measures, such as the number of arrests they make or amount of money they seize.

In the future, participants would like to see an evaluation system that would help keep employees honest and motivated. Such a system should emphasize staff development, not discipline. It would also evaluate them on measures that are relevant to community policing.

Also desired is more emphasis on officers' career paths. Managers should help young officers plan their careers, and opportunities for lateral moves should be increased. Furthermore, the promotion and recognition system should occasionally reward not just the officer who makes a lot of arrests but also the officer who works hard with the community.

Interest was expressed in creating a new rank, such as "master police officer." An officer would be promoted, receive a pay raise, but still be a "professional" patrol officer for his or her entire career. Participants feel this would alleviate the conflict between the community's desire for more constancy in officers and officers' desire to advance in their careers (and increase their pay), which requires frequently changing positions or testing for a higher rank.

Several officers also expressed the idea that detectives should not be a promotional rank (equivalent to sergeant) so that officers can transfer in as a lateral assignment.

Nonsworn employees especially feel the need for a career path.

Some participants would like to see the probationary period used more effectively. During that period, an employee should be dropped back to the previous rank if he or she is not doing a very good job.

Compensation

Both sworn and nonsworn participants feel the compensation provides no particular incentives to work hard, do a better job, or stay with the PPB for a long period. One participant says she has not had a step increase in pay for 16 years. Others observed that pay reaches its highest level after five to seven years of service.

In the future, participants would like to see seniority pay for good street officers who stay on patrol, higher pay for night shifts, and educational incentives and assistance.

EAP/Health

EAP participants feel they could make PPB employees less stressed and more productive with a larger EAP staff. Police receive much training for situations that may never occur but very little for one danger that will definitely occur—the stresses and strains of the job.

In the future, EAP would like to serve more PPB employees and family members and cover more subject areas. They could serve more PPB employees if the records office automatically notified EAP after any critical incident (in addition to just shootings). Expanding participation in the peer support program to 10 percent of the Bureau would also extend EAP's reach, as would developing cards that supervisors could easily complete to notify EAP of possible needs for services. Further, the EAP contractor could increase its presence at PPB meetings and could post pictures of its counselors in precinct offices.

Also desired is a reduction in the stigma associated with seeking counseling. Participants want to get the word out that EAP is confidential and helpful. There was some dismay expressed about the lack of union support for the EAP role.

Participants would like to bring families into the fold so they will know what their police member is going through and what to expect in the future. The spouse orientation should be resumed (perhaps even at the recruiting stages), and a mentor program for offi-

cers' spouses should be set up. To clarify that EAP applies to employees' families, maybe the program should be called EFAP (Employee and Family Assistance Program).

Expanding its topic coverage, EAP could hold classes in marriage enrichment (to combat the high rate of divorce and family distress), elder care, child rearing, and attention deficit/hyperactivity disorder in children.

It might be helpful to refer employees to primary care providers who know about police work. Police often have specialized medical concerns, especially those arising from stress.

PPB should work to eradicate the idea that using sick time is a sign of weakness or laziness. Maybe a policy could be set that allows police to take up to five mental health days a year out of their sick leave.

Participants would like an increase in the presence of chaplains.

Morale

Management's response to the recent officer shootings made a powerful impression on the PPB rank and file and generated good feelings. On the other hand, the understaffing seems to have generated a sense of hopelessness that officers could ever meet the demands on them; some say they have become so discouraged that they do not even do the things they *can* do.

In the future, participants want more than anything (other than increased staffing) to return to the 4-10 work schedule. They feel the 5-8 schedule does not give them enough time to decompress and spend time with their families. Some say they can rarely get a day off, are often forced to work overtime, and see officer burnout occurring much sooner than it used to (after three to five years instead of 10). One officer observes that even after 21 years on the force he cannot get a weekend day off. Another says that when he started at the PPB, many people stayed well beyond when they were eligible to retire, but that is not the case anymore.

Participants would like to feel pride at working as Portland officers again, and they would like to change the Bureau's culture so that it would not take the esteemed Police Corps recruits and make them as surly as the least-satisfied PPB officers already on the street.

Participants envision a future in which PPB employees of all ranks, sworn and nonsworn, work together with a good attitude to help each other and the community reach their goals.

Management and Administration

In general, participants would like to see improved internal communication, closer supervision of officers by sergeants, a less burdensome IA process, better internal and external reporting of crime, and faster entry of crime data.

Internal Communication

Like staffing levels and the 4-10 work schedule, internal communication was mentioned extensively by all groups. Participants feel PPB members at different levels and in different sections do not always communicate effectively with each other. Several reasons were given. Some PPB employees feel other divisions are not interested in communicating with them; logistics seem to be difficult (due to a lack of unified e-mail and incompatibility of information systems); and some divisions seem not to know that other divisions or specialists exist. Participants also offered another explanation for poor internal communication and cooperation: understaffing leaves everyone so busy that no one wants to risk having to lend a hand to anyone else.

In the future, participants would like to see generalist officers call special units or other divisions to work on problems the officers notice, such as speeders in front of a school or children in need of intervention at home. The special units would work in concert with the officers to solve the problem. They would like officers to learn enough about the Bureau that they can refer callers to the right source of help there. Better knowledge of the Bureau's capabilities would help in various projects. For example, the East Precinct is said to have created and distributed a home security brochure without consulting with the Bureau's own alarm and security expert.

Participants would also like everyone in the PPB to be on Internet e-mail so that, for example, officers, sergeants, and lieutenants could send e-mail to each other and both could be reached by citizens.

As for crime data, participants envision being able to walk into a precinct office and see a large screen showing problems that have occurred in last 24 hours. A computer

would review reports and give the officer information about suspects, and the officer would be ready to go to work. Currently, participants feel there is poor connectability between parts of the Bureau. Better internal communication in the future would also tell PPB members whether community policing is working.

Supervision

Participants feel the command staff is seriously undersized. In practice, they say, street sergeants often have to supervise 15 to 20 officers in the field. They also feel supervisors have become more like referees than coaches, primarily interested in avoiding IA complaints but not spending time on officer development. Supervisors feel they are so heavily laden with process and paper that there is no time to develop their officers.

In the future, participants would like supervisors to be rewarded for creating an environment in which officers can do their best. Currently, because sergeants are required to document everything they do with an employee, officers are unwilling to confide in them. Still, sergeants should hold officers accountable, and lieutenants and captains should hold sergeants accountable. For example, a system could be set up to monitor the status of investigations—if a case is still open after 30 days, somehow there must be some accountability for follow-up, beyond just relying on victims to complain. Better leadership training might empower lieutenants to nurture sergeants and sergeants to nurture officers. Also, keeping top managers in one position longer may give them the time to master the demands of the position before they move on.

Some participants feel that supervisory sergeants are torn between being supervisors and being administrators. Sergeants feel they are supposed to be front-line supervisors, out on the street, but most sergeants can spend only a limited amount of time there. IA has sergeants investigating everything but excessive force, leaving little time for coaching.

Participants envision more supervisory options for sergeants. For example, sergeants should be able to discipline someone immediately. Discipline takes so long now that the key parties forget what the original issue was. Also, sergeants should have some other option beside referring an issue to IA—they end up either punishing severely (the IA process itself is seen as a punishment) or not at all.

Internal Affairs

Participants agree that the IA process is necessary, but they feel it is unduly burdensome.

In the future, they would like to see the IA process produce speedier resolutions, decline to answer frivolous or anonymous complaints, adopt a more corrective instead of punitive tone, take into account the criminal record of complainants when judging their believability, and share the burden of proof equitably with complainants, not put it unduly on officers. Further, they would like the early warning system to stop tracking unsubstantiated complaints.

Crime Reporting: Internal and External

In the future, participants would like to see officers write better reports. Many officers seem not to know what sorts of details to provide for investigators. Suggested solutions include increased staffing (so officers will have more time to write reports), feedback from investigators (so officers will know what information is needed), accountability imposed by supervisors (so officers will feel required to produce reports of good quality), and training in report writing (because some participants feel PPB reports are markedly worse than in past years). Participants look forward to a time when officers write reports they can be proud of.

As for public reporting of crime, participants state that when citizens use the telephone reporting system, the PPB sends them crime reports to fill out—yet only 60 percent of those reports are ever returned. That poor return rate may skew crime statistics, giving the impression that crime is declining when perhaps only reporting is down. That situation impoverishes the PPB's information bank, participants say. An officer may arrest someone, but reports on the arrestee's earlier activities may never have been filed.

Records Management

Participants are frustrated that it takes days or weeks for officers' data to be entered into the computerized records system. That delay hinders effective policing, they say.

In the future, officers should enter reports right into the computer instead of writing them on paper. Options include dictating into voice-recognition systems. Par-

ticipants also look forward to some simplification of reports; one participant says it takes three to four hours to complete a drunk-driving report.

Strategic Planning

In the future, participants want to see improved information management, which would support better strategic planning. Further, each responsibility unit manager should first project what he or she will need at five-, 10-, and 20-year intervals, and then establish a program to obtain or develop the resources (staff, technology, etc.) to meet those requirements.

Other

In the future, participants would like to see parking provided for PPB employees who work downtown or who have to come downtown on official business.

Several participants envision precincts of the future as multi-service centers where people with problems can come for assistance and training from a variety of government agencies.

Technology and Equipment

Participants recommend a variety of technology and equipment improvements to help the PPB work better.

In the future, they envision the following:

- Officers would have cellular phones so that the community and nonsworn personnel could contact them. Currently, nonsworn personnel can send officers a message on their MDTs, but then the officers have to find a pay phone. Also, cellular phones would make it much easier for the community to contact officers. Officers acknowledge that a few officers misused the previous cell phones for personal matters.
- Officers would be able to view color photos in their patrol cars so they can recognize a suspect. They would also be able to obtain written approvals, signatures, and other authorizations and information right in their cars.
- The PPB would have one or more helicopters. Helicopters with infrared vision would reduce the need for on-the-ground pursuits, enhancing both citizen and of-

ficer safety. Small passenger helicopters may be an essential transportation vehicle as traffic accidents tie up roadways more in the future.

- Cameras would be used for several new purposes. Red-light cameras would aid traffic safety. Cameras in downtown and Old Town on street corners would help the PPB fight prostitution or view buildings whose alarms are ringing. Participants feel it would be helpful if they could use a closed-circuit television system to show arrestees to judges instead of having to take them to court.
- PPB computer systems would be able to talk to each other. PPB employees could pull information out of the main system and import it into other software. More crime mapping would be performed, and it would be built on more complete information because technological solutions (laptop computers or dictation systems) would make it easier for officers to supply data to the system, and that data would be placed in the system faster than is done today.
- Officers would have a device for performing fingerprint or DNA identifications on the street.
- The latest computer laptops, not MDTs, would be installed, and hand-held radios would be in good working order. There would be enough radios so that no officer would have to go in the field without one.
- Satellite tracking would help sergeants keep tabs on where officers' cars are and also track stolen cars.
- Officers would have suitable rain gear, and they would be consulted when new equipment is chosen.
- In five years, equipment (radios, cars, etc.) would be assigned directly to each officer. It would last longer, and there would be better accountability. The PPB would own and manage its own equipment (including vehicles) and choose the maintenance provider it wanted.

Training

Along with staffing, morale, and internal communication, training was one of the concerns mentioned most.

Technical

Nonsworn personnel feel they need better training in how to use their computers and how to serve callers. Officers feel they need better training in the use of MDTs.

In the future, participants feel they will need much technical training. Some of it could be delivered other than by classroom instruction. Options include Internet-delivered courses and a library of instructional videos or CD-ROMs. They would like to see a coordinator for nonsworn training and the possibility of instant assistance when they have computer problems.

Also, in the future it will be good to have a well-developed capability to recognize and investigate high-tech crimes.

Culture

Participants would like to see some training that affects the police culture.

In the future, police would better understand the reasons for the work they do. For example, police swear to uphold the Constitution, but they do not receive much training on it.

Participants would like to see more discussion of and training on community policing ideology at the officer level. Some coaches are not telling new officers anything good about community policing—they say it is junk.

The police culture should be changed so that it does not support any type of unethical behavior. PPB members should be taught more personal ethics.

Location

Participants would like to see the PPB have its own training facility.

In the future, the Bureau would have a nearby, state-of-the-art training facility that is associated with a college or university and that features good classrooms, modern instructional equipment (including virtual reality capabilities), and areas for driving and firing practice.

Participants feel the training at Monmouth is not geared to Portland's style of policing and that recruits must be untrained after studying there. If the PPB performed all its own training, officers could be on the street earlier.

Some participants fear, however, that even with a good training center, understaffing would make it impossible for managers to spare any officers long enough to send them away for training.

External Relations

Participants are interested in improving their customer orientation, increasing their volunteer service to the community, partnering with more community organizations, clarifying just what they can and cannot do for the community, and increasing their collaboration with other government agencies.

The Public

Customer Focus

Community policing talks about having a customer focus. One participant says that if he were a customer of the PPB (that is, a citizen of Portland), he would not come back a second time. He and other participants observe that once a citizen reports a crime, very little happens afterwards.

In the future, participants would like to look at policing as a product. The Bureau should perform market research both through polling and by studying crime statistics as measures of effectiveness.

Customer Service

Participants are eager to approach their work with a strong customer-service orientation.

In the future, they would like to improve the Bureau's phone-prompt system to reduce caller frustration. Callers should be given an option that states, "If you need to speak to someone immediately, press" With more employees, the Telephone Reporting Unit (TRU) could take enough time to serve callers adequately. Other changes that would improve customer service include expanding the TRU's hours of operation, giving out more accurate referrals (by learning who in the department and throughout the city does what), and posting at least some crime-reporting forms on the Internet. Participants want to keep in mind, however, that high tech is confusing to some citizens.

Another customer-service suggestion for the future is to create a graphical PPB page in the phone book that would be easy to read and understand. Doing so might help citizens select the right PPB number to call.

Participants also would like officers to be able to respond to every significant call for service. For example, if a citizen's home is burglarized, the police should come, not leave the citizen to face it alone and report the break-in by phone. One participant says that if a citizen comes home and thinks someone has broken into the house—and may still be in there—the citizen may have to wait two hours for a police response.

For the future, participants feel that as the PPB takes on new responsibilities, it may have to leave other responsibilities behind. It is not feasible always to *add* to the to-do list.

Community Service

Participants are eager to serve the community, yet they want to weigh effort against effectiveness. Some feel PPB members should spend more time volunteering in the community, increasing their participation in such programs as PAL, DARE, SMART, and Police at Home and getting the media to let the public know the police are doing those activities. Others feel such activities are more a responsibility of families and communities and could distract police from doing the things that only police can do.

Partnerships for Community Policing

Participants want to increase the effectiveness of their community partnerships.

In the future, they would like to collaborate with several types of groups. Churches are among the most underused community resources. One project would be for police to get each church in the city to adopt one homeless person or family.

It is important to get educational institutions, too, involved in crime prevention. During an anti-truancy effort, the PPB took 50 youths into custody and then discovered that schools had no contact persons. Better partnerships could yield better results.

Collaborating with churches and schools may also be a good way to influence the city government, which will sometimes listen to those groups when it does not listen to the police.

Participants also would like to establish more linkages with the business community. The suggestion was made that the mayor should approach the business community and ask for funding and equipment. That way the police could protect them and the businesses would not need private security.

Public Attitude Toward Police

Participants have differing views about how they are regarded by the public. Some feel they are under much more scrutiny than are criminals. They worry about being videotaped, second-guessed, complained against, etc. Others feel the community holds the PPB in reasonable esteem. They point out that when the police act, citizens do not generally riot, march on City Hall, or intrude into police activities.

In the future, participants would like to clarify to the citizens of Portland just what the job of the police is. Officers feel they cannot simultaneously be the people who save citizens from killers and also turn off their leaky pipes.

Public Education

Participants would like the Bureau to inform the community about police work. With better education about policing, the public would be more likely to understand, for example, that when they see officers driving fast through a neighborhood without their lights flashing, they may be trying to catch up with another driver without being noticed—not breaking the laws they enforce against everyone else.

In the future, it might be helpful to send more people through the citizens' police academy or find other ways, such as public service announcements or cable television programs, to teach the public about policing. The news media, too, can help the public understand what the police do. With a more vigorous effort from the Bureau to supply information, the media might give more coverage to PPB successes.

Government Entities

Participants are very interested in collaborating with other government entities—both to reduce the PPB's workload and to conduct joint efforts to control crime.

City Agencies

In the future, participants feel that somehow they must let the city government know that one cannot have community policing without funding it properly.

Participants suggest having officers do occasional ride-alongs with city employees with whom they would like to collaborate more. Doing so might help iron out such conflicts as which city bureau is in charge of which problems and who will pay.

Officers would like to work with appropriate agencies to find a way to be relieved of transporting suspects with mental problems all the way to Salem.

Several participants say the chief must be allowed to run the Bureau with less interference.

Other proposals for future cooperation include these:

- Working to line up suitable mental health and detox resources and facilities.
- Passing a law that would force the city to hire more officers to comply with an agreed-upon standard baseline (some number of officers per thousand population).
- Arranging 24-hour-a-day contact with welfare, probation and parole, and other such offices.
- Establishing full-service city governance facilities that feature 24-hour service from child services, district attorney, court, and other relevant agencies.

Other Criminal Justice Agencies

Participants want to work with other criminal justice agencies more effectively. Among other challenges, some officers feel that their obligation to go to court on their days off is a disincentive to make arrests.

In the future, participants would like to share information (such as the location of sex offenders) more freely with other criminal justice agencies and the community. They would also like to see Oregon build up its DNA database for sex offenses and other felonies.

To streamline court appearances, the PPB could ask DAs and judges to hold night court and to look at officers' schedules (available on computer) before scheduling court appearances. The city would save overtime money if officers did not have to come in on

their days off, and officers' time off would not be ruined with unnecessary court appearances (come to court and the judge merely continues the case). Participants feel the time some DAs have spent with the precincts has helped communication. The next improvement would be for police to be able to easily track the status of a case.

Participants feel that collaborating with prosecutors, parole and probation officers, and other criminal justice professionals would help in tracking, apprehending, and convicting repeat offenders. Prosecutors can describe what is needed for an airtight case, while parole officers can tell police where a suspect lives, whom he or she hangs out with, offer tips for gaining enhanced sentencing, and point out crime locations. Participants feel more jail and prison space is needed so that criminals can be incarcerated longer instead of constantly being released and rearrested.

Jail space is at a premium. Portland may need another jail. Officers make an arrest, then find the Multnomah County jail is full; driving a prisoner to another jurisdiction is dangerous and time-consuming. Participants complain that the Multnomah County jail will frequently not accept misdemeanor prisoners. One solution would be to gain access to some of the 175 beds reserved for federal prisoners when those spaces are not in use.

Some participants would like to consider establishing a metropolitan police department. Doing so could smooth the sharing of data, yet the metro approach might distance the police from the community.

Focus Groups

1. District Council Trade Union
2. Nonsworn line and supervisory staff
3. Employee Assistance Program staff
4. Officers (Group 1)
5. Lieutenants and equivalents
6. Officers (Group 2)
7. Investigative sergeants
8. Portland Police Association
9. Supervisory sergeants
10. Portland Police Command Officers Association
11. Responsibility Unit managers
12. Police Corps officers

Appendix C: Findings from Community Focus Groups

**Findings from
Community Focus Group Meetings
September 2-November 19, 1998**

**For the
City of Portland
and
Portland Police Bureau**

**By
Institute for Law and Justice
Alexandria, VA**

December 1998

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Executive Summary

From September 2 to November 19, 1998, the Institute for Law and Justice conducted meetings with 16 focus groups representing various segments of the Portland community. The meetings were designed to elicit participants' vision for the Portland Police Bureau (PPB) of the future.

Vision for the Future

These are some of the ideas stressed most by focus group participants:

- PPB should hire more bilingual officers or train current ones to speak another language; hire officers steadily, not in clumps that retire at same time; increase civilianization; and work to create a more multi-ethnic, multi-racial police force.
- Participants would like to know their “own” officer. More personalized service could be developed by establishing a network of mini-precincts, increasing officers' geographical stability, making it desirable for officers to become career officers, and using technology to free officers up for more face-to-face contact.
- PPB should plan its activities to match the expected growth of Portland.
- Focus group participants would like to see more emphasis on problem solving and on responding to the lesser crimes (car theft, house burglary) that mostly go uninvestigated now.
- The Bureau should provide more feedback when citizens report crimes or perform crime-fighting activities.
- The major citizen concern appears to be traffic-related offenses and pedestrian safety, especially in the downtown area.
- PPB should make it easier for citizens to contact the right part of the Bureau and to contact a specific officer they want to reach. Smart use of technology is the main solution.

- PPB should take a more active role in teaching the public how to fight crime and how to behave in police-related situations. Many people simply do not know what they are supposed to do.
- A public relations campaign could teach citizens how the Bureau works and explain what community policing is.
- PPB should maximize the use of citizens as public-safety partners; develop relationships with citizens in non-policing, low-stress situations; and cooperate more with private security.
- PPB should work to better systematize the public safety system. Areas for possible collaboration include establishing a metropolitan police department, night courts, community courts, and improving data sharing.

Focus Group Findings

From September 2 to November 19, 1998, the Institute for Law and Justice (ILJ) conducted meetings with 16 focus groups representing various segments of the Portland community. Those groups are listed at the end of this paper. An earlier paper describes findings from focus group meetings with Bureau employees.

Each focus group meeting began with an electronic slide presentation by Chief Charles Moose, Assistant Chief Butzer, or Assistant Chief Berg, who led focus group participants on a journey from the past to the future. The presenter asked them to recall what was happening in their personal lives, the nation, the city of Portland, and the PPB 20 years ago. He or she compared events then to events now and offered a look at the future. The talk was designed to put listeners in the proper frame of mind for visioning. The presenter asked participants to envision what the PPB should look like 20 years in the future.

In the meetings, ILJ facilitators asked these questions:

1. *What should we look like and how do we get there?* In particular, what needs to be expanded or enhanced for us to become the agency we want to be?
What needs to be changed or dropped?
2. *What can you do to help?* In particular, what partnerships and linkages need to occur with the community or with other agencies to make the desired future a reality? What do individuals need to do in order to make this happen?

This paper organizes participants' answers by subject. Most groups mentioned most of the same ideas, visions, and concerns. The following pages accurately present the messages ILJ heard from focus group participants; whether all those statements accurately reflect conditions inside or outside the Bureau was not investigated by ILJ as part of this phase of the study.

Internal Issues

Character, Knowledge, and Abilities of PPB Officers

In nearly all focus groups, participants expressed a favorable and sympathetic view of police before making their suggestions on how the PPB should change in the future. A typical statement was this: “We think the police do a good job, and we don’t want them to think we are bashing them.”

Focus group participants would like PPB officers to be approachable and find a successful balance between being tough, brave law enforcers and kindly, public safety-oriented neighborhood peacemakers. Some citizens, while excited about PPB foot, bicycle, and mounted patrols, would like to see a friendlier visage on officers. Those patrol methods are supposed to bring officers closer to the people, but some participants feel intimidated by, not drawn to, officers because of their overly stern demeanor.

Participants want more PPB officers to be able to speak a language in addition to English. Perhaps, they said, a small financial incentive could be offered to encourage officers to become bilingual.

Physical fitness was mentioned often. Participants felt a number of officers were out of shape and would not be fast enough to catch a running suspect or strong enough to carry an injured person out of a burning building. Some stressed that the Bureau should not bend the physical requirements just to attain a certain sex or race representation on the force.

Budget and Staffing

Many want to see the PPB funded more generously. As for staffing, in general they want more officers, and in particular some mentioned developing an auxiliary program so that when the force strength drops the Bureau can quickly add replacements. The auxiliary program could consist of a pool of officers who are trained and ready to go, like military reserve officers. Over and over, participants suggested using more civilians to lighten officers’ paperwork load and to respond to some minor crimes that typically now are not investigated, such as car thefts. Also, many focus group participants would like

the city to establish a police officer staffing requirement or staffing standard that would not be reduced in lean times and that would enable officers to have enough time to do community policing properly.

Recruitment

Participants hold Police Corps officers in high esteem and would like to see the program expanded. Many feel that more recruiting efforts in high schools would be fruitful, and that a public relations effort to tell the public about the good things police do (countering the unfavorable reports that people tend to hear from other sources) would encourage more good people to become police officers.

Opinion was mixed on whether the four-year college degree requirement, which may or may not hinder recruiting, should be dropped. Some participants are surprised that the Bureau is having trouble recruiting. One observed, “If I were 22 years old today, I would do anything I could to get a job with the PPB. I can’t understand why the Bureau is having trouble finding good applicants. We should figure out what is keeping college graduates away.”

Bureau Composition

Each advisory group feels more officers of its type should be on the PPB—in other words, that the representation of Hispanics, Asian Americans, African Americans, etc. on the force should approximate those groups’ representation in the city population. Some of those advisory groups would like the Bureau to change its hiring standards to place more minorities on the force, observing that “we may have to change our emphasis on credentials, degrees, and other traditional standards by which we tend to judge people.” Others feel it is more important to hire a diversity of language and cultural competencies, which is not exactly the same as diversity of the officers themselves. (For example, applicants of an Asian background might be second- or third-generation citizens and not know an Asian language or culture.)

Deployment

Visibility

Participants crave a greater police presence. One observed, “I cringe when I hear that the chief and top managers from the Bureau go all over the country speaking about community policing—when I, who live here and am active in the community, have no idea who my community policing officer is. Supposedly, one was assigned to my area in February, but I have never seen him.”

Precincts

Some participants spoke of redrawing precinct boundaries. For example, some said a new precinct is needed on the west side, complaining that downtown special events and dignitary visits draw all the police officers out of their neighborhoods and that in general the northwest and southwest areas need better response. Participants would also like to see precincts matched to neighborhoods so a given neighborhood is not covered by two or three precincts.

Others spoke of reengineering the precinct concept by, perhaps, setting up a network of very small police offices throughout an area instead of having one large precinct office.

Neighborhood Police Offices

One way to increase access to police is to place small police offices of some sort throughout the city. Focus group participants mentioned mini-stations and kobans. Those facilities could be staffed mainly by non-sworn PPB employees or by volunteers with just the occasional presence of a PPB officer. Among other roles, such neighborhood offices could serve as contact points at which area residents could learn about police services and obtain police forms. The goodwill angle may also be significant. One participant observed, “People get pretty excited to have a ‘police’ office right in the neighborhood, even if an actual officer isn’t there all the time.”

Officer Stability

For the future, participants would like to see community policing's goal of geographical stability be attained. They expressed much frustration at the frequent turnover among officers they had developed relationships with, lamenting the loss of institutional and neighborhood knowledge. One participant who has a strong interest in knowing police officers said, "As a reporter, I don't even know who the community liaison officer is for the area I cover."

Participants understand that various hurdles inhibit geographic stability. However, they feel that perhaps a strong career officer program would make it desirable and possible for officers to stay in a particular neighborhood or region for a long time.

Neighborhood Response Teams

Some participants would like to see neighborhood response team coverage expanded to 24 hours a day, as both nuisances and serious crimes occur round the clock.

Resource Allocation

For the future, some participants would like to see the PPB develop a new resource allocation method. They feel that currently the Bureau directs its energies to areas and problems about which the most complaints or crime reports are received. They describe it as the squeaky wheel getting the grease. However, the number of complaints and crime reports does not always reflect the level of trouble in an area. Some businesspeople, particularly, said they could not spend all day reporting the nonstop offenses in their areas, while other focus group participants observed that the lack of police response to lower-level offenses makes many people not want to report those acts. Thus, a substantial amount of illegal activity may be going unreported but may still need to be addressed. Conversely, the fact that a well-organized neighborhood complains a lot does not mean it should receive a disproportionate share of police service. Participants did not offer specific solutions to this problem.

Although participants hold differing opinions on where police should direct their efforts, they agree on where police should *not* direct their efforts. In general, participants would like the PPB to consider shedding duties that are less important to Portland citi-

zens, such as protecting federal dignitaries. For youth focus group participants, the major issue is the curfew. They are frustrated at being pulled over for breaking the school-night curfew on nights that are not school nights for them (when police are unaware of different schools' schedules).

Planning

For the future, participants would like to see the Bureau pay close attention to growth in Portland and plan police activity accordingly. For example, much growth is anticipated downtown. The PPB should plan now to match the city's pace of change and not be caught short of resources.

Internal Investigations

Some participants feel the Bureau would look better if it did not appear to close ranks when investigating alleged officer wrongdoing. Some say it is not in the public interest for the Bureau to investigate itself. Further, officers' practice of not speaking publicly for several days until they are coached by a lawyer means that after an incident the only side of the story told is the non-police side. Perhaps, participants observe, it would help if officers could be made to feel their careers will not be destroyed because they made one mistake.

Focus

In their visioning for the future, participants brought up the question of police focus. For example, if crime rates continue to drop, can police focus more on peacekeeping than law enforcement? By "peacekeeping" participants meant keeping a visible presence in the community and being attuned to neighborhoods well enough to know when something seems wrong. Participants explained that they wanted officers to think of "law enforcement" as a tool for neighborhood peacekeeping, but not the only tool. They wanted police to place a much greater emphasis on crime prevention.

Another matter related to focus is problem solving. In certain circumstances, participants would like police to focus more on solving problems and less on enforcing the law. For example, they said it is wasteful to ticket speeders where the posted speed is ab-

surdly low or where speed limit signs are obscured by trees. A better solution would be to raise the speed limit, trim the trees, or put up more signs. Said one participant, “I want cops to go from being speed-trap bad guys to being traffic-safety good guys.” The result would be greater livability for the city, not just more offenders caught—a case of measuring what matters.

Equipment and Technology

For the future, focus group participants were bullish on technology as a tool for protecting officers, increasing their efficiency, and allowing them more time for personal interaction with city residents. Participants want the PPB to have a helicopter, the best possible less-than-lethal weapons, an easier way for officers to make reports (such as computer voice recognition), faster input of crime data into PPB computers, video cameras observing trouble spots, and unmanned photo radar and red-light cameras.

Visioning even further, participants mentioned having every officer wear audio or video surveillance equipment or have it mounted on his or her car. The audio or video information would help coordinate police response to incidents, would protect the officer from false accusations, and would be useful for crime analysis.

Responsiveness

Among participants, a major goal for the future is an improved customer focus at the PPB. Concerns were clustered around response to lesser crimes, feedback to citizens, and flexibility in addressing citizen concerns.

Response to Lesser Crimes

Participants are unhappy that some offenses they consider significant seem not to be taken seriously by the PPB. For example, they dislike that when they report a car radio theft, the response from the Bureau is for the victim to fill out a self report.

Participants feel that even certain crimes against persons are neglected. One participant said his 12-year-old daughter was accosted outside a video store, dragged into an alley, and kissed before breaking away from the attacker. A friendly officer responded and took a report, but there was never any follow-up. The father called the Bureau, but

even 12 weeks later, the case had not been assigned to an investigator. The father pointed out that the offender's name was known, as he had an account at the video store, so it was not by any means a cold, unsolvable case.

Participants feel a significant image problem develops when the police decline to respond to smaller crimes. They recognize that officers cannot always come right away, but they hold out hope for a better solution than having victims receive a form through the mail, complete it by themselves, and send it back to sit unused at PPB headquarters.

Solutions offered include using nonsworn PPB employees to pay personal attention to cold property crimes, possibly making appointments and coming to victims' houses. Perhaps college students who want to become police could do such work. In addition, maybe the PPB could rethink its response to "live" non-emergencies, such as suspicious persons. One participant said, "Maybe we need non-emergency response teams that could respond to suspicious things and do problem solving."

Feedback

Some participants feel they receive little or no feedback after they engage in public safety activities. When they report a problem, suggest solutions, or participate in a crime-fighting effort, "it's like the information died—you never hear back about whether you made a difference. Without giving away privileged information, the police could at least tell us something about what resulted from our efforts." Participants are concerned that without more feedback from the PPB, citizens are going to stop coming out to community meetings.

With so many issues on the table at community meetings, no single problem ever seems to receive enough attention to be solved, participants say. A possible solution would be for the community groups and PPB together to pick one problem and then concentrate on solving it.

Flexibility

Participants would like to see PPB scheduling become more flexible. One participant observed that, despite his frequent requests, police seem to be unable to monitor a

certain school crossing area through which drivers speed. The reason given is that it is a shift change time, so no officers are available.

Neighborhood Liaison Officers

Participants are, in general, excited about their neighborhood liaison officers (NLOs). Those who know their NLOs are glad to have them, even though the personnel turnover is higher than desired. Some participants fear that the NLO program may be dissolved due to budget constraints; others are frustrated that their NLOs are on the late-night shift, making meetings very difficult. The personal touch that a neighborhood-focused officer can supply means a lot to citizens. One participant recounted the lifelong impact of an officer (in another city) who helped her when her car had been broken into repeatedly. Some time after the break-ins had stopped, she found his business card on her windshield. On the note, he had written, “Just to let you know I’ve been checking.”

Public Relations

The media focus group said the Bureau seems behind the times in dealing with the press: “They need to play us like a violin.” Many exciting stories could be told (for example, on talk radio at drive time) about great police exploits. The PPB should hire someone from outside the Bureau to spread such stories, which could reduce fear of crime, get more law-abiding citizens onto the streets and into the parks, and thereby drive some criminals away.

One problem with having a centralized public relations mechanism, media focus group participants noted, is that it is slow. They said there are times when they would like to praise an officer or the Bureau but it takes too long to get through the process.

External Issues

Specific Crime Concerns

The public safety concern mentioned most often was traffic. Pedestrians, especially in the downtown area, feel at greater risk of being hit by a car while crossing the street than of being mugged. They feel that crossing at the corner, with the light, is the

most dangerous way to get across the street because of right-turn-on-red. They feel drivers do not understand or respect zebra-stripe crossings, which may need pedestrian buttons and flashing lights. Focus group participants would very much like to see a reduction in speeding through neighborhoods.

Crime Prevention Representatives

Some participants feel crime prevention representatives should be allowed to learn victims' addresses so they can offer assistance. Also, it is felt that the number of crime prevention staff need to be greatly increased.

Citizen–Police Communication and Information Sharing

Participants point out that a major component of law enforcement is intelligence gathering, and the community, with modern technology, can be an important partner in that effort.

Reaching the Bureau

Focus group participants are eager to communicate with the PPB. For the future, they would like to see a PPB phone answering system that is easier to navigate. One participant remarked, "I called to report that the traffic signal was out of order at a major intersection. I couldn't believe how many telephone buttons I had to push to reach a person to report the problem."

Also, when 50 people call to report a major accident, instead of leaving them on hold for a long time with music, the PPB could replace the music with a message saying, "If you're calling about such-and-such accident, be advised that we already know about it."

Another solution would be a more interactive web page. Such a page might need to be monitored constantly so that e-mail messages to the department could be forwarded to the appropriate person promptly. Also, computer kiosks could be placed in stores throughout the city. Citizens could use those computers to report both emergencies and non-emergency concerns. Colleges often have emergency phones placed around their

campuses. Perhaps similar devices or electronic versions could be placed around Portland's downtown area.

Some participants wonder whether it would be possible to develop a mechanism for reporting things that do not seem right but are not clearly illegal—tips, observations of suspicious cars, etc. If the messages ended up in the same place, over time they might paint a strong enough picture for the police to intervene or investigate further.

Reaching a Particular Officer

One of the reasons participants want more foot patrols and other face-to-face meetings with police is that such interaction makes it particularly easy to pass along a tip.

Participants find it difficult to reach officers by phone. Although most officers have voice mail, officers may not check it often enough or do not leave outgoing messages explaining that they will be away for several days. Possible solutions include reinstating officers' wireless phones, setting up a system whereby citizens could send e-mail to officers right in their patrol cars, and even something as simple as supplying everyone in each neighborhood with a refrigerator magnet listing the name and telephone number of a particular officer who could respond to their problems or concerns.

Obtaining Information from the Bureau

Many participants feel it is difficult to obtain information from the Bureau. To some, having to pay \$2 per page for copies of a police report suggests that the PPB does not want citizens to have that information. A participant in the media focus group said it took two weeks of arguments just to obtain a list of PPB officers.

Representing the Community

Participants feel the existing channels through which the PPB learns the community's wishes could be improved in the future. For example, consulting with "community leaders" may not be sufficient, as those leaders may not accurately represent the groups they purport to represent. Also, the current outreach methodology tends to miss such groups as poor or homeless persons.

Empowerment and Education of Public by Police

Participants would like to see the PPB take a more active role in teaching the public how to fight crime and how to behave in police-related situations. Many people simply do not know what they are supposed to do.

One step would be for the PPB to teach citizens what to do about abandoned cars, nuisance buildings, and other problems so the police will not have to do everything themselves. Perhaps the police could sponsor self-defense or crime-avoidance training on cable television.

In addition, police could teach immigrants or aliens how the U.S. legal system works. In some cases, people have broken laws without realizing they were doing something illegal.

The PPB could also sponsor public service announcements that would clarify traffic and pedestrian regulations for the public. Many drivers do not know the rules governing crosswalks or what they should do when pulled over by an officer.

It could also be helpful for the PPB to explain more about what it does. For example, when citizens see police officers intervening with people under a bridge at night, they might assume the officers are forcing peaceful homeless persons to move along, when the police might actually be intervening to stop people who are shooting heroin. One participant explained, “The PPB needs to mount a public relations campaign to make people realize how valuable the cops are.”

Perhaps the PPB should have an ombudsman who could address concerns that are not PIIAC issues.

Community Policing Theory

Focus group participants feel community residents need some sort of document that explains how community policing is supposed to work, lists PPB phone numbers people should call, explains when to call 911, describes the advisory boards, lists who sits on them, explains police hierarchy and procedures, and discusses the proper relations between police and neighborhood associations, police and private security, etc. They would like all this information on the PPB’s web site.

Police–Citizen Cooperation

Participants are eager to be public safety partners with the police. They recommend increased use of volunteers; enlistment of the whole community into “policing” (in other words, encouraging people to intervene in small, quality-of-life offenses but calling police when necessary); continuing the citizens’ police academy; reaching out to ordinary community members, not just official community leaders; and forming a more powerful citizen review board. One participant commented, “In community policing, one wants the community to pitch in. We have 20 volunteers sitting around our location bored to death. We need more contact with the police so they can direct us in good things to do. We have actually lost a lot of volunteers because we couldn’t find meaningful things for them to do.”

Focus group participants expressed very favorable opinions of Chief Moose. One participant said, “If we invite the chief to a meeting, he comes, stays two hours, listens, tells us that what we are doing is important, and follows up on our concerns. It’s incredible. The PPB has kept its commitment on absolutely everything it has promised it would do. They have made us feel valued.”

Many citizens are eager to help the police in problem solving, and they want to see a decline in the “professionalization of care,” in which people feel precluded from getting involved in solving problems because they are not professionals.

Police–Citizen Non-Crime Interaction

Participants expressed an interest in seeing PPB officers develop relationships with citizens in low-stress settings. Suggestions include mentoring youth and developmentally disabled people, spending more time in schools, perhaps setting up a police reservist program whereby people could work in the Bureau for short periods, recruiting minority youth into Police Explorers, and joining service clubs (like the Elks) or business clubs. A good way for officers to build relationships with people of all generations at once would be to drop in at the coffee-and-donuts gatherings held after many church services.

Cooperation Between Police and Other Government Agencies

For the future, participants would like to see the various government agencies work together to provide public safety. City, county, and state agencies often share concerns but compete for money and do not coordinate their efforts. For example, one participant said, the Multnomah County Sheriff's Department is trying to obtain a videoconferencing capability so prisoners do not have to be transported for appearances all over the county. Such a move could save taxpayers money, but the department cannot get the funds. A similar lack of coordination is seen when the PPB adds officers, who make more arrests, but no more prosecutors or judges are added to handle the extra cases. The criminal justice or public safety system does not come across as systematized.

Some specific recommendations for coordination include establishing a metropolitan police department, setting up night courts and community courts, and getting meter readers to serve as extra eyes and ears for police. Also, participants would like to see PPB officers have better access to county social services information. That way, for example, when an officer encounters a person who seems developmentally disabled, the officer could quickly find out whether that is the case and summon help from a social services worker.

Cooperation Between Police and Private Security

Some focus group participants would like the Bureau to work more closely with private security operations in Portland. Doing so could give the public greater confidence in private security practitioners, who can relieve police of much work. Police could help train security officers and managers and could stay in close communication with them.

Other participants, especially businesspeople, would like to see such cooperation but would like even more to be relieved of paying their own money to provide public safety. Said one, "In 20 years, I'd like to be out of the policing business. I hire \$100,000 a year worth of private security to control illegal and antisocial activity in my business and in the surrounding areas. I don't want to have to do all this. The PPB should provide public safety downtown and not make us rely on our own dollars and security."

Instead of cutting down on response to alarms, some citizens would like to see alarm use encouraged, even subsidized, as a way to prevent burglary.

Focus Groups

1. Central Northeast Neighbors
2. Chief's Forum
3. Asian Advisory Group
4. Southwest Neighbors
5. Business associations
6. East Precinct Youth Council
7. Sexual Minorities Roundtable
8. North Precinct Public Safety Action Committee
9. Central City Business
10. Neighbors West/Northwest
11. East Portland Neighborhood Office
12. Developmentally Disabled Advisory Group
13. Southeast Uplift
14. Hispanic Roundtable
15. Old Town/Chinatown/Downtown associations
16. African-American Advisory Group
17. Faith community
18. Portland media representatives

Appendix D: Findings from Government Focus Groups

**Findings from Government
Focus Group Meetings
September 22-December 18, 1998**

**For the
City of Portland
and
Portland Police Bureau**

**By
Institute for Law and Justice
Alexandria, VA**

January 1998

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Executive Summary

From September 22 to December 18, 1998, the Institute for Law and Justice conducted meetings with nine focus groups representing various government bodies outside the Portland Police Bureau (PPB). The groups included the Mayor and City Commissioners, Multnomah County officials, the Public Safety Coordinating Council, city bureau heads, school superintendents and principals, surrounding criminal justice agencies, services providers, and others. A complete list is found at the end of this report. The meetings were designed to elicit participants' vision for the PPB of the future.

Vision for the Future

These are some of the ideas stressed most by focus group participants:

- The PPB should build closer relationships with the community in general, with youth, with other government agencies, and with the business community. For the most part, focus group participants want what community policing promises to deliver.
- The major hurdle to relationship building is that officers change positions too often. Those changes hinder relationship building not just with community members but also with other agencies and organizations.
- Officers specifically assigned to schools are very good at working with youth, but not all other officers are. Also, PPB officers have done much work with elementary school students but should try harder to develop relationships with middle- and high-school students.
- More information sharing and joint activities are needed between the PPB and other government agencies. "Community government" should be explored; the city could establish storefronts at which citizens could find a representative from each agency of local government, 24 hours a day.
- Multidisciplinary teams (across several types of agencies) already work to combat child abuse. In the future, similar teams may do the same to combat elder abuse.

- Private security officers or public community service officers could address low-level, quality-of-life issues, allowing police more time to focus on the tasks only police can perform.
- PPB should consider contracting for specialized assistance—for example, by retaining high-tech experts as needed to help investigate computer crimes.
- Crime prevention should be expanded. For example, police should tell school administrators what to do if a student fits the profile of a schoolyard shooter, should spend more time in public housing and get to know managers of apartment complexes, and should set up photo radar systems and red-light cameras. However, crime prevention should be considered a responsibility of other city bureaus, too, not just the police.
- The PPB should address the problems that bother citizens the most. The perceived lack of police response to so-called quality-of-life crimes seems to be highly irksome to citizens. What they apparently want the Bureau to focus on is property crime and traffic problems. However, to learn what citizens want, the PPB should talk to other citizens than solely members of neighborhood associations, who typically represent only one slice of local opinion.
- Video could enable police supervisors to see their officers in the field. Also, public area surveillance systems could record many crime incidents, increasing guilty pleas and enabling the PPB to respond appropriately to incidents.
- Technology should make it possible for the PPB to report back to citizens on what happened after a crime was reported.
- Perhaps video could at some point enable the judicial system to stop requiring officers to spend hours sitting around courthouses, waiting to testify.
- Several participants expressed interest in seeing citizens take a more active role in policing. Individual citizens can be encouraged to act in ways that improve safety in their own neighborhoods, and police can intervene if situations turn dangerous.
- Responders, whether police or others, should have appropriate places to take various types of antisocial people instead of putting them all in jail.

Focus Group Findings

From September 22 to December 18, 1998, the Institute for Law and Justice (ILJ) conducted meetings with nine focus groups representing various government bodies outside the Portland Police Bureau. Those groups are listed at the end of this paper. Earlier summaries describe findings from focus group meetings with PPB employees and with community members.

Each focus group meeting began with an electronic slide presentation by Chief Charles Moose or Assistant Chief David Butzer, who led focus group participants on a journey from the past to the future. The presenter asked them to recall what was happening in their personal lives, the nation, the city of Portland, and the PPB 20 years ago. He compared events then to events now and offered a look at the future. The talk was designed to put listeners in the proper frame of mind for visioning. The presenter asked participants to envision what the PPB should look like 20 years in the future.

In the meetings, ILJ facilitators asked these questions:

1. *What should we look like and how do we get there?* In particular, what needs to be expanded or enhanced for us to become the agency we want to be?
What needs to be changed or dropped?
2. *What can you do to help?* In particular, what partnerships and linkages need to occur with the community or with other agencies to make the desired future a reality? What do individuals need to do in order to make this happen?

This paper organizes participants' answers by subject. Most groups mentioned most of the same ideas, visions, and concerns. The following pages accurately present the messages ILJ heard from focus group participants; whether all those statements accurately reflect conditions inside or outside the Bureau was not investigated by ILJ as part of this phase of the study.

Relationship Building

A major theme heard from focus group participants was their desire for the Portland Police Bureau to build closer relationships with the community in general, with youth, with other government agencies, and with the business community.

With the Community

For the most part, focus group participants want what community policing promises to deliver. A typical comment was this: “To most citizens, community policing means you know the cops and the cops know you. That, however, is nowhere near the reality in my community. My vision for the future is that we actually attain the ideal of community policing, including more face-to-face interaction, more language training for officers, more ethnic diversity on the force, and a non-punitive orientation.”

Participants want PPB officers to get to know, and work with, the immigrant population and its organizations, such as ethnic churches. Officers should also develop enough cultural savvy to anticipate conflicts between ethnic groups in subsidized housing. It would also be useful if more officers could speak a foreign language.

Some participants point out that a community is not necessarily geographic. It might be helpful if the PPB developed memoranda of understanding with specific communities regarding what each side will do—much like a contract between a private security company and its client. Some participants envision partnerships that resemble matching grants: PPB we will do A, and if you do B, we will also do C. Such partnerships also resemble the way Portland and other cities handle false alarms. When a citizen has too many false alarms, an offer is made: if the citizen fixes or learns to operate his or her system, the police will continue to respond. Some participants commented that some officers try to achieve this goal through the current partnership agreements.

Many focus group participants had no permanent relationship with the Portland Police Bureau; however, the ones who did felt the relationship was good. Citizens generally hold the Bureau in high esteem, as was evidenced by the community’s outpouring of sympathy after the recent officer deaths. The way to strengthen police–citizen relations in

the future, some say, is to reduce the percentage of police–citizen encounters that are car stops and increase the percentage that are problem-solving, crime prevention collaborations.

The overwhelming hurdle to relationship building, participants say, is that PPB officers change positions too often. Those changes hinder relationship building not just with community members but also with other organizations, public and private.

A typical comment was, “The biggest problem is the constant shuffling in the PPB. One officer gets promoted, and then everyone else shifts positions like dominoes. We work something out, and then the officer is gone and we have to do it all over again. It is widely felt that you have to start from zero with the police every year. They aren’t able to follow through on the partnerships they start.”

Participants suggest that the PPB analyze how it gets together with people. The Bureau should not just host meetings and hope people will come; it should look at where people naturally congregate—at church, at school, at daycare centers at pickup time, etc.

With Youth

School representatives feel that the officers specifically assigned to schools are very good at working with youth, but that not all other officers are. Perhaps all PPB officers should receive more training in how to work with youth.

Participants also feel that PPB officers have done much work with elementary school students but should try harder to develop relationships with middle- and high-school students. If officers had closer relationships with students, those students would find it easier to seek help or report crimes. Perhaps officers could stop in and eat lunch with the kids now and then, getting to know them in a nonconfrontational setting.

Youth sports programs run by the PPB (e.g., Police Activities League) are much appreciated. Participants would like to see such programs expanded.

One participant suggested that instead of having line officers be school resource officers, the PPB could establish a group specifically oriented toward schools, across precincts. Officers in that group could be selected based on their interest and skills, could

work together in a more organized way, and would be better able to share information with each other.

With Other Government Agencies

Focus group participants were eager to see better relationships lead to information sharing and joint activity between the PPB and other government agencies. A more advanced form of cooperation, community government, was also discussed.

Information Sharing

Despite the obvious hurdles of confidentiality, logistics, and turf protection, focus group participants want all state and local government agencies to improve information sharing. A typical comment, in this case from a school administrator, was this: “Even with all our technology, we don’t get the information we need—not just from the police, but from all parts of the juvenile justice system. For example, a kid under supervision for a non-school related firearms offense tried to enroll in our school. We wanted to place him properly, but we couldn’t get the information. Our school resource officer could get the information, but he couldn’t share it with us.” Similarly, other participants say they receive lists of youth in their schools who are on probation, but the lists are typically too old to be useful. Surely, they say, school administrators should be able to know whether they are admitting a kid who has a background of menacing people with weapons.

Better cooperation could also reduce redundancy. One participant said Multnomah County is conducting a project on school attendance, but the police are already working on the same issue, and the school districts are in the middle.

City crime prevention representatives are eager to receive more information from the PPB. One observes, “The public likes to come to us for information, yet I have not received a news release from the Bureau for over a year.” Quicker, shorter information exchange would also be useful. Another crime representative says five armed robberies occurred in her area one weekend. It would have been nice, she observes, if Monday morning there had been a message from the precinct on her answering machine saying

what had happened and what was being done about the crimes so she could pass the word to concerned neighbors.

One suggestion was for service-providing agencies to speak at precinct roll calls, taking two or three minutes to explain what they do and who they are. That would make it easier for police to know whom to contact. Likewise, it might be helpful if the PPB and Multnomah County Sheriff's Department could tell service providers which law enforcement agency handles which sorts of situations.

Another suggestion was for the PPB to be the center of a collaborative network of youth social services agencies. Some of the information-privacy hurdles could be overcome by changing legislation.

Joint Activity

Information sharing is one level of collaboration, but joint activity is something even more powerful. Participants named several concerns where joint activity could be fruitful:

- If an increase in community corrections affects the police in the same way as de-institutionalization of the mentally ill did, police will need to collaborate more with corrections.
- Multidisciplinary teams (across several types of agencies) already work to combat child abuse. In the future, similar teams may do the same to combat elder abuse.
- When a PPB officer attends a neighborhood meeting, he or she could bring along a fire fighter and a 911 dispatcher to show the community that several city bureaus together comprise the public safety entity.
- PPB could conduct joint drills with Fire Bureau. Cross-training (and some rule changing) could save time for both sides. Currently, fire fighters cannot have a car towed unless police are there (to make sure car gets into the records as towed, not stolen). Similarly, in a minor car crash, if someone has a small cut, fire fighters have to be called to the scene, but police officers could certainly place an adhesive bandage on the person.

Another approach to joint activity is regionalization of local government. That approach is appealing in that geographic boundaries are increasingly irrelevant, especially to criminals. On the other hand, citizens are often leery of being taken over by a larger entity.

Community Government

A number of focus group participants would like to see community-government storefronts, places where citizens could find a representative from each agency of local government, 24 hours a day. Some participants speculate that perhaps in the future police precinct buildings will not exist at all—in their place will be a community building that houses all social services that help the community help itself. Such an arrangement would likely remove the PPB's current burden of being called on to solve non-law enforcement problems. If other government agencies stayed open at night and on weekends, citizens would be more able to call the agency they actually need for a particular problem instead of calling the police for so many inappropriate matters.

A concrete step toward community government, practiced in some cities, is the 311 system, which is a citywide government-contact phone number. Portland has a current information and referral number, which is a first step.

With the Business Community

Two issues involving PPB cooperation with the business community arose in focus group meetings. First, private security, which is already larger than policing in terms of both spending and employment, continues to become more professional. In the future, private security officers may be able to address low-level, quality-of-life issues, allowing police more time to focus on the tasks only police can perform.

Second, certain types of crime, such as high-tech crime, require a high level of very valuable expertise. The PPB is simply unlikely to be able to hire people with cutting-edge technology skills—they will not settle for police pay scales. Therefore, the Bureau should consider contracting out some types of specialized work. For example, when necessary, the Bureau could retain high-tech experts to help investigate computer crimes.

It might also be possible to tap volunteer assistance from businesses that employ people with the needed skills.

Internal Issues

Focus group participants made several suggestions about how the Bureau should focus and operate internally and how it might use technology to increase its effectiveness.

Police Focus

Crime Prevention

Participants are eager to see the PPB emphasize crime prevention. They offered several suggestions:

- In schools, PPB should not focus wholly on gangs. There are plenty of kids who are not in gangs but who, at the end of the school day, return to homes that have weapons in them. PPB officers could work to develop channels through which youth could comfortably report crime tips and concerns.
- Police could work with local businesses, asking them not to sell gun-shaped lighters, pen-shaped knives, etc.
- Police should provide school administrators with advice on what to do if they identify students who seem to fit the profile of schoolyard shooters.
- PPB officers should spend more time in public housing and get to know the managers of apartment complexes.
- The PPB should set up photo radar systems and red-light cameras.
- The PPB should consider forming ad hoc neighborhood teams with a mission to, for example, eradicate a drug house. People will come out, pitch in, and then go on their way when the problem is solved. It could be an effective approach, more action-oriented and inclusive than typical neighborhood associations.
- Crime prevention should come to be considered a responsibility of other city bureaus, not just the police.
- By linking certain types of crime scenes (such as domestic violence locations) to post-incident intervention by other, appropriate agencies, police may be able to prevent future incidents and avoid returning over and over to the same places.

Participants say they favor prevention, but they lament how little is known about what actually works. In the future, they say, perhaps the PPB and the city of Portland will know more about what is effective in preventing crime.

Addressing Citizen Concerns

Government focus group participants emphasize the importance of solving the problems citizens actually want to see solved. The perceived lack of police response to so-called quality-of-life crimes seem to be highly irksome to citizens.

What citizens apparently want the PPB to focus on is property crime and traffic problems. Citizens have the impression that the Bureau continues to raise the threshold at which it begins to pay attention to a crime. For example, on the business side, the PPB is thought to decline to investigate white-collar thefts and frauds unless the losses are especially high. On the personal side, auto break-ins, mail theft, and traffic offenses (speeding, reckless driving, and disregarding pedestrians in crosswalks) bother people a great deal.

To learn what citizens want police to focus on, the PPB should talk to other citizens than solely members of neighborhood associations, who typically represent only one slice of local opinion. To reach other citizens, the PPB will have to undertake different types of outreach: door-to-door canvassing, weekend family events, etc. Fortunately, communication with citizens is likely to become easier with better and better technology.

Also fortunately, as serious crime declines, more time may be available for crime prevention and enforcement against quality-of-life offenses. Perhaps the situation could reach a tipping point at which the forces in favor of law-abiding behavior outweigh the forces against it.

Maximizing Use of Police Officers

To make the best use of police officers, participants suggest making greater use of nonsworn Bureau employees and changing certain aspects of officers' career paths.

Use of Nonsworn Employees

The PPB should consider using community service officers or some other type of nonsworn, unarmed substitutes for police officers. Such employees could perform tasks that the police are currently performing but for which full police powers are not needed. Further, perhaps thinking in terms of a gross figure of officers per thousand is not a realistic way to look at staffing, as not every activity requires a sworn police officer.

Recruiting, Training, and Career Paths

Participants want to make it palatable for an officer to leave the Bureau if he or she dislikes working there. Otherwise, some officers would remain on the force, feeling trapped in jobs they hate. As for training, instead of paying for expensive language training for current officers, perhaps the PPB should simply hire officers who can speak the languages needed.

Technology

Participants offered several ideas about the benefits technology could bring:

- In the future, the proposed neighborhood government service centers could simply be the kiosk in the home, otherwise known as the personal computer. Over time, more and more people will be able to use computers to contact police and other government agencies easily.
- Video communication will become omnipresent and easy. Video will enable police supervisors to watch their officers in the field. Also, public area surveillance systems could record many crime incidents, increasing guilty pleas and enabling the PPB to respond appropriately to incidents, based on what is actually happening instead of what a single caller says. The Bureau should push for a city-wide, high-capacity closed-circuit television system.
- In the future, technology should make it possible for the PPB to report back to citizens on what happened after a crime was reported. There is a widespread feeling that after a citizen reports a crime, he or she never learns what ultimately was done. Especially for incidents in citizens' own neighborhoods, people want to know what crimes are occurring and what the Bureau's response is.
- Technology, perhaps video, could at some point enable the judicial system to stop requiring officers to spend hours sitting around courthouses, waiting to testify.

- High technology could someday eliminate the need for large precinct buildings. Officers might be able to check their computers at home and then go straight to work.

Participants acknowledge that implementing technology is difficult, as the average police officer may not be high-tech proficient. The Bureau may have to begin hiring only officers who show an aptitude for adopting new technology.

Also, participants strongly support providing officers with state-of-the-art technology and appropriate training to use that technology well. Further, they encourage the Bureau not simply to examine what the private sector is doing in terms of technology and then try to make it work in policing. Instead, the PPB should work to develop its own applications for technology.

Community Self-Governance

Government focus group participants are notably interested in the idea of community self-governance or empowerment. Several participants expressed interest in seeing citizens take a more active role in policing.

Not every public safety or quality-of-life issue needs to involve the police or other public-sector players. Individual citizens can be encouraged to act in ways that improve safety in their own neighborhoods. For example, is it really the job of the police to stop someone from littering? Maybe neighbors should simply speak up and say, “Stop it.”

Citizens can have a calming effect on public life, taking responsibility for enforcing civility, and police can support them in doing so. When a member of a neighborhood park patrol tells a person to put a leash on his or her dog, and the dog owner threatens the patrol member, the police can intervene. It is best if citizens feel they can speak up against bad behavior but can call the police for help if the situation becomes dangerous.

Just as fear of violence may cause some citizens to refrain from speaking out, the existence of an extensive network of government service providers may cause citizens to step back from social problems and say, “That’s their job, not mine.” Participants urge the PPB and other city bureaus to study carefully the actual effects of their systems and efforts.

Focus Groups

1. School superintendents and principals
2. Panel from Portland community policing conference
3. City commissioners
4. Public Safety Coordinating Council
5. Crime representatives
6. Portland bureau directors
7. Service providers
8. Criminal justice agencies
9. Multnomah County elected and appointed personnel

Appendix E: Summary of National Experts' Meeting

**Summary of
National Experts' Meeting on
Taking Community Policing to the
Next Level in the
City of Portland**

November 20-21, 1998

**For the
City of Portland
and
Portland Police Bureau**

**By
Institute for Law and Justice
Alexandria, VA**

February 1999

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Introduction

On Friday and Saturday, November 20 and 21, 1998, at Skamania Lodge in Stevenson, Washington, experts in policing and city administration from around the country met with Portland's Mayor, leaders of the Portland Police Bureau (PPB), and principals of the Institute for Law and Justice (ILJ). Their purpose was to discuss the future of community policing and how that future might apply to the PPB. The meeting was part of the bureau's project to take community policing to the next level.

Friday evening was devoted to briefing the visiting experts on the current status of the Portland Police Bureau. On Saturday, those experts projected trends in community policing, made suggestions on how the PPB could make best use of those trends, and traded ideas and probing questions with participants from the bureau and ILJ.

Instead of transcribing participants' statements verbatim, this document summarizes their main points. Some short, less significant, or repetitive comments have been left out. What remains is the essence of what each speaker said at the meeting.

Summary

Jerry Williams, director of western operations for the Institute for Law and Justice, invited participants to introduce themselves, and **Portland Mayor Vera Katz** greeted all in attendance. **Portland Police Chief Charles Moose** then gave an electronic slide presentation about the PPB's past and future. The talk, which he had also given to the various focus groups that had preceded the experts' meeting, was designed to put listeners in the proper frame of mind for visioning. He asked participants to envision what the PPB should look like in 20 years and to identify the steps for achieving that vision.

Future of Community Policing

Jerry Williams: Where is community policing going?

David Carter: The growth of networking has created a whole new category of crime. It raises the question, "How do we think about jurisdiction?" For kids now, it's second nature to use the computer to communicate; it's as easy for them as the telephone is for us. So, in visioning, we need to ask how we can use technology, how it will enable crimes, and how it affects jurisdiction. We will then have to do some problem solving on those questions.

Stephen Mastrofski: Police spend a lot of time gathering information. In the future, that information (including information on economic and health risks) will be shared more. Police departments will become knowledge centers in much the same way as universities are. They will begin to study what works and what doesn't in combating crime and disorder.

Rana Sampson: Think of the Portland Police Bureau as being in the top tier among the country's 17,000 police departments. In the future, that tier will look different. Look for civilianization of various functions and a reassessment of the role of the police officer. Police will still have a coercive function, but they may become much more like doctors than first-aid providers in terms of the kind and depth of knowledge they will need. In the academy, officers will have to become experts on location, victims, and offenders. Officers themselves, not just researchers, will need to understand these things. Also, the future will hold much more for crime prevention—not just target hardening but preventing the repetition of certain incidents, and not just commonsense measures but very professional and targeted efforts.

Richard Williams: Let's also look at internal and external communication in policing, factoring in demographics and ethnicity. We should be on the lookout for regionalization of government in big cities and the merging of functions. For example, instead of sheriff's departments and police departments, we may have public safety departments.

Jerry Sanders: In San Diego, the police department has nearly taken over building code enforcement, which is a good tool for police. Of course, police departments have taken over many functions that didn't used to be ours because we are out there 24 hours a day, and we are going to start backing out of some duties and letting others step in. Then we will become much more focused on crime prevention issues and doing the things that only cops can do. For example, let's get the other city departments to do their own problem solving. Police can serve as a resource but don't have to run the whole program. As police departments do a better job of getting information out, neighborhood groups step in and use that information for crime prevention. Also, not everything has to be done by sworn police officers. In San Diego, we send community service officers to crime scenes. They take prints, ask questions, and write excellent reports, and the public seems happy about it.

Richard Williams: Civilianization tends to go over best when the police are relieved of a job they didn't care for anyway.

Ed Connors: Privatization works best when you justify it not solely on a cost basis but also on a role-delineation basis as part of a reinvention process.

Jerry Sanders: We made a philosophical change and decided that our data is the public's data. The only thing we don't give is exact addresses, just block data. Community meetings are now more focused. By the way, I oppose New York City's Compstat model. It is not compatible with community policing.

Gary Corder: One reason communities complain about trash, abandoned cars, and similar problems is that those are the crimes they are aware of. In places where the data are not made public (most places), citizens aren't even aware there are burglaries throughout the neighborhood. Once data become more publicly available, community associations may become more interested in the big crimes. A major claim in the past was that police did not realize citizens were mainly concerned about trash and abandoned cars. However, the more accurate and important point might be that citizens were concerned about those problems mainly because they were not told about the larger problems.

Bruce Prunk: Maybe in the future insurance claims adjusters will respond to accidents, take reports on laptops, and forward them to the police, or there will be private response to alarms. These are questions the citizens must decide. Maybe they do want tax dollars to be spent that way.

Rana Sampson: Also, it may be time to rethink the criminal justice system. How does it work? What about deterrence? Civil avenues? Police and city governments should be part of the debate. Among the issues are that there is no swiftness or certainty of punishment and that the focus is on the criminal, who is seen as the customer. Frankly, most crimes are not solved—they are not reported, are not investigated, or are not solvable. That leaves most crime victims with nothing.

Also, let's break down information-sharing barriers between city agencies. For example, we deal constantly with people with mental illness, but social services and mental health departments share almost no information with us. We need to take a fresh look at confidentiality concerns. In addition, let's focus more attention on at-risk persons. The most at-risk are people who have been both victims and offenders. We need more of a youth focus, but not midnight basketball. We also need a neighborhood network of intervention—for example, neighbors calling parents when they see kids doing something they shouldn't.

Here's another example of getting other groups to take on problem solving. Just as police have energetically tried to push some alarm response responsibility back onto alarm customers, maybe it's time to do more of that in other areas, such as requiring stores to take some crime prevention steps so they don't use a disproportionate amount of police service.

Vera Katz: What's this I hear about calling back victims?

Rana Sampson: We call back all victims and ask whether they have any other information to help us solve the crime. We also say we're sorry they were victimized and try to hook them up with services.

Jerry Sanders: That can be done with volunteers sometimes, too, such as retired persons.

Charles Moose: What does the future hold in terms of enforcement against marijuana use or prostitution?

Ed Connors: The trend seems to be to focus on rescuing prostitutes. For example, San Francisco received private donations to help the women get into other occupations. That approach is an alternative to giving up and legalizing prostitution.

Bruce Prunk: Police may have to attend to the communities of interest that currently do not receive much attention, such as people who are victims of crimes under \$25,000, which the prosecutor won't take.

Dan Noelle: Regarding technology, let's remember that in the 1970s we focused on technology that would help with faster response: faster cars, better radios, etc. But technology isn't always in the right direction. You need lots of person-to-person contact.

Gary Corder: The personal touch is one of the main appeals of community policing. It is one of the great strengths of small-town policing.

Vera Katz: What makes Portland so different is the urban growth boundary, which means dense living. As the population rises, citizens feel uncomfortable about the quality of life because it gets crowded. That makes the human touch a very great need here. It is upsetting if police don't respond.

Steve Morrow: Civilianization is great, but if all the peaceful work is farmed out, will officers become a military force that responds only to dangerous situations?

Lynnae Berg: The trend toward social isolation is creating a whole generation of kids who develop little social skill because they spend all their time on the computer and Nintendo. How will we respond to them? How do we deal with those who feel disenfranchised?

Bill Kirchoff: Citizens can no longer pay for more government services, even in a good economy. Cities cannot produce enough revenues to support the continually escalating costs of city services. Cities are putting off infrastructure spending. That is going to catch up with us soon. Also, with the decline in crime, we may see less public support for police spending. Such spending may be economically viable, but it may not be politically viable. I think we are at the optimum level of police funding now. Additional resources may have to come from other city agencies.

Vera Katz: I want to know more about Rana Sampson's ideas on repeat offenders and victims.

Rana Sampson: You may get a big bang for your buck by concentrating on the most frequent offenders and victims. When we arrest someone, how do we know if he is highly skilled and just got caught this once, even though he has committed the crime many times before?

Dan Noelle: Where do you get the biggest effect from your efforts? I had thought the biggest payoff was to focus on the low-level offenders early in their careers. But the research shows that you should focus on the high-risk, frequent offenders if you want to cut crime.

David Carter: Fraud, counterfeiting, and the like are crimes that have not been focused on. Increasingly, businesses that are victims of these crimes will start demanding more service from the police. What will happen is joint investigations—corporations working with police to solve these problems. They pay taxes and don't want to do it all on their own.

Vera Katz: Where is the management of police officers going?

Stephen Mastrofski: Community policing may require us to retain all those layers, as you need someone to go to all those community meetings. Also, currently all the auditing of police is done within the organization. It may instead be good to do as corporations do and bring in outside auditors (not just financial) to judge how well you are doing on various fronts.

David Carter: I think we will have fewer ranks. As we get better-quality officers who can make good decisions, we won't need all that supervision. Layers have been used not just to keep an eye on officers, but also as a reward. Perhaps officers can be rewarded in other ways than promotion.

Jerry Sanders: Reducing the number of officers a sergeant has to supervise makes it possible for the sergeant to get out into the field more and do community policing activities. Sergeants can handle most field situations where a decision is needed.

Dan Noelle: Let's think about what we mean by empowerment. Does it mean making the employee feel good, or actually taking a risk and handing over authority?

Gary Cordner: At what level will we make people "little chiefs of police"? Jerry Sanders says that that level is lieutenant at his department. I know of places where the sergeant is chief. How low can you go? Precinct commander? Lieutenant, sergeant, even officer? At any rate, that's the trend.

Richard Williams: Officers need coaching more than supervision. Otherwise, the only way an officer gets feedback is when he screws up.

Rana Sampson: It's hard to pin down the police department's structure before we pin down what exactly the police role will be. One thing we should see is an emphasis on hiring more and better crime analysts, performing not just crime mapping but something more sophisticated. Those analysts should actually work with officers and precincts to help in specific crime prevention and problem solving. Also, for better information, police departments should start forming partnerships with universities, which can interview

people on the street, interview arrestees, and so on. Also, we may have to invest in longer training periods for officers.

Stephen Mastrofski: Police department structure is less important than the type of person you put in those positions. We can give people autonomy (make them little chiefs), but they need training so they can do that new job well.

David Carter: Also, in addressing crime, we need to think regionally—if not merging agencies, then merging strategies and performing regional crime analysis.

Charles Moose: Is community policing going to last another 20 years?

Ed Connors: In Portland, your neighborhoods will never let you quit it.

Charles Moose: Still, results exert pressure. Between Compstat and community policing, which will win? People want to see some results, and Compstat does seem to cut crime.

David Carter: In some places, police departments take a hybrid approach. The two streams may merge.

Gary Cordner: They may also be two sides of the same coin. We want order and liberty. These are ongoing, inescapable tensions. We want everybody to be treated the same, yet we want ourselves to be treated as individuals.

Jerry Sanders: How will the work of crime analysts be used by police managers or officers?

Charles Moose: Will we end up with “results-oriented policing”? Let’s not just hold the line but make things better. Will that title do it? To citizens, “community policing” suggests we mainly want to be involved with citizens and communities. The public understands the term differently than we do.

Dan Noelle: I think the name doesn’t matter.

Charles Moose: I think it matters a lot. We used the term “professional policing” because we had been so unprofessional and wanted to improve in a certain direction. Then we used the term “community policing” because we were disconnected from the community and wanted to head in that direction. What will be the new goal? We need to focus on results.

Gary Cordner: All over the country, people are struggling with the New York experience. Is it the way to go? Over the same period, San Diego had almost the same crime drop by taking the community policing route. It has not received national attention, and it didn’t add 10,000 cops. San Diego got a much better return on investment. The national story should be how inefficiently New York cut its crime, how costly its approach was compared to others.

Stephen Mastrofski: The best lesson to draw from New York is the use of information and police accountability and responsiveness.

Ed Connors: Of course, all this only applies to reported crime. There's a lot we don't even know about.

Mid-point Summary of Themes

These are some of the key themes stressed to this point in the discussion:

- Technology (but we have talked only about information technology; let's not neglect other types)
- Crime analysis, including situational crime prevention with its emphasis on places, victims, and offenders
- Internal and external communication
- The specialist/generalist question (there seems to be more agreement about what the role of police is not than about what it is)
- Civilianization
- Public-private cooperation (including assigning responsibility where it belongs, defining private sector obligations, and calling on nonprofits for help when the police department doesn't have enough money)
- Restorative justice
- Privatization
- Decentralization (with its related questions about the size and location of precincts)
- Regional cooperation
- Deciding the police role before deciding the ideal department structure
- Human resources
- Federal assistance
- Organizational inconsistency (not doing what is needed to make the mission come true)

Vera Katz: How does community policing seem to be doing on the street today?

Steve Morrow: Our new recruits don't seem to know our departmental mission. Maybe they should repeat it every day. If they had more time to do community policing, I'm not sure they would know what to do. It would be better if they could weave community policing into everything they encounter.

Jane Braaten: How can we give them the community policing experience they need? Many of them are running around so much that they can't get any practice.

Ed Connors: What would happen if you took 40 officers out of the group and had someone like Steve Morrow do nothing but mentor them? What would they be like after five years?

Steve Morrow: Most of our officers go to the state academy, which teaches to the lowest common denominator. But the Police Corps guys had to be taught locally, so their training was different, and they themselves are different. Early training is where we need to implant our community policing themes.

Ed Connors: One human resources challenge is the concept of a 20-year career. If you hate it after eight years, you feel stuck and feel you must stay another 12. It would be better to have succeeding five-year contracts.

Stephen Mastrofski: People say they have no time to stop and do community policing, but when you analyze it, some shifts and people actually have plenty of time—often in blocks of an hour or more.

It's good to have a mission statement, but it rings hollow when officers see the statement not backed up with structures and support.

Bill Kirchhoff: I'm going to speak on community government. In implementing community policing, you have had to overcome resistance walls: police staffing, politics, beat cops, the public, etc. The big one that remains is city hall. If you can get over that wall, you will find all kinds of great assets. What is supporting that wall? Anger, bureaucracy, jealousy, misunderstanding, tradition, culture, and lack of understanding. However, city hall can offer people, ideas, energy, money, and political support.

To form the new style of police department would require a big leap. In the center, picture police operations. The spokes coming off it include the streets department, housing department, rehabilitation department, prosecutors, polling experts, community organizations, social services, code management agencies, and the recreation department. Those agencies would not merely cooperate with the police—they would actually be administratively under the police, controlled by the police.

If you get high-quality, professional polling experts to find out what the people want, then you can find out whether something is unpopular before you commit to it, before you spend time, money, and political capital on it.

A major question is, "Who manages the new police department?" Such a person would need broad knowledge; skills as a coach, facilitator, and change agent; and substantial education, training, and experience.

Remember, the public really loves cops. Citizens like a young cop in uniform a lot more than a highly degreed city administrator.

This proposed structure can also be achieved by having the mayor say all the city department heads must do what the police chief wants.

Ed Connors: Here are a few other themes from the focus group meetings we conducted:

- To improve their image, the police need to upgrade their public relations efforts, using not an in-house public information officer but a professional public relations specialist. They could also bring in the public—for example, by holding a contest for high school students to produce a video called “A Day in the Life of a Police Officer.”
- Establish a better system for external review of the police.
- Address the conflict between the Bureau’s desire to shrink the role of the officer and the community’s desire to expand it (such as by getting involved in transportation safety, medical response, control of noise pollution, and recreation).

Applying Trends to the City of Portland

Community Government

Ed Connors: Let’s discuss Bill Kirchhoff’s community government/public safety model. Note that many other groups think they should be the center of this community government model.

Vera Katz: Our form of government is not very progressive, but we do cooperate a lot with other jurisdictions. It might be possible to get *pieces* of other departments under the authority of the police.

Dan Noelle: In the center of that model should be “quality of life,” which would be broad and would include education, parks, everything. But then you have converted the police chief into the city manager.

Ed Connors: Another approach is to place the community in the center. It would have its own money, and if it didn’t like the services it was getting from one provider, it could hire another, like private security.

Bill Kirchhoff: What draws me toward placing the police in the center is that you don’t see nurses, teachers, or firemen out on the street. You only see the police out there. You will always have someone going to the police to ask for something that is not police work, so police need some way to get those needs satisfied, and maybe by a more dependable method than just giving a vague referral.

Mark Paresi: We have already done this with our building on 106th, where we have three city agencies in one location.

Bruce Prunk: At what level should you do this—precinct, whole department, neighborhood? Certainly, at the precinct level we already do this sort of thing, such as when we take a lighting engineer to a dark area and show him how dark it is. The precinct commander is like a city manager in his precinct.

Vera Katz: In Hope and Hard Work, neighbors get together to solve problems, and most of the problems are not really police problems, but the police still bring the right agencies in to fix what needs fixing. And it gets fixed usually by the next week.

Bill Kirchhoff: When you work outside the structural process and just do things on a personal basis—particularly by placing the workers next to each other in adjacent offices—things get done better and faster. The human interaction makes it work. Maybe instead of bringing these other agencies under the police, we should just co-locate their offices.

Charles Moose: Are other cities doing this?

Jerry Sanders: In San Diego, as I said earlier, we have practically taken over code compliance. The team of six enforcers, when they worked for code compliance outside the police department, would abate about one car per year. Under us, they have abated 12,500 vehicles per year. When all the code enforcers are holed up in their offices downtown, they don't see how upset citizens are.

Rosie Sizer: What we can contribute as police is a bit of security for them. We have to lend them our image so people won't attack them in the neighborhood.

Stephen Mastrofski: Many agencies have a crime prevention function, so you should try to place it higher on their agenda. As for doing this collaboration on the neighborhood level, keep in mind that a lot of problems, such as transportation, are not on that level.

Dave Butzer: Other large, complex issues, such as domestic violence, are also not handled well on the neighborhood level.

Ed Connors: We seem to agree, though, that we should at least co-locate a variety of services at some neighborhood level.

Jane Braaten: At neighborhood meetings, you hear only about certain things. People may not mention the things they can't see, such as domestic violence. It's questionable, however, whether all our priorities should be set by the neighborhood associations.

Stephen Mastrofski: Here's another example of a problem that cannot be dealt with at the community level. A community policing officer in Richmond rounded up troublesome truants and hauled them back to school. The school said, "Don't bring them here. We want safe schools." So there's a conflict between safe streets and safe schools. What should the officer do? That is not really an issue for the community policing officer; such decisions need to be made at a higher level.

Jerry Sanders: Around the country, success actually comes mainly from letting the neighborhood point out its nuisance areas and letting police take action.

Rana Sampson: Since it's hard to see what would work best in Portland's unusual government environment, maybe you should experiment with different solutions in different precincts.

Richard Williams: Joining Forces for Families is an effort in Dane County, Wisconsin, which brings together a range of agencies to address social problems. It's a multi-agency team that boasts a strong working relationship with the neighborhoods. Different agencies take the lead on different problems; a police officer doesn't have to take the lead in solving every problem.

David Carter: Sometimes you just have to grab an employee from another agency and tell him to work with you and do his job.

Charles Moose: I had thought part of community governance was to apply the community policing style to other government agencies so they would be open, empower their employees, find out what customers want, etc. But what has been said here is that community governance means the police take over everything.

Vera Katz: This is actually doable. And experimenting, as Rana Sampson suggested, is doable, too. I like the idea of studying the situation first, selecting one problem, and then steaming ahead to solve it collaboratively.

Human Resources

Gary Cordner: Regarding training, I hear your dissatisfaction with recruit training, which is not under your control. What is changing throughout the country is to integrate community policing and problem solving throughout academy training. Another change is the move toward an adult learning model, which features less lecturing and is more interactive.

Jerry Sanders: Be aware that it takes a long time to change the curriculum at police academies and community colleges. How can we inject such concepts as crime prevention through environmental design or situational crime prevention into the system?

Gary Cordner: We should get the Office of Community Oriented Policing Services to spend its money on changing the American police training system and curriculum.

David Carter: We should consider other ways of bringing new information to the officers, such as Web-based training. However, the only way to socialize new officers as police officers is through a long-term, repetitive process.

Gary Cordner: About four years ago the Royal Canadian Mounted Police (RCMP) re-oriented its training completely toward solving problems. RCMP says that in 26 weeks of

training, it has only five hours of lecture. The Canadians claim this new approach creates graduates with skills equivalent to officers with two to three years of experience. Instead of using the SARA model for special problems, in Canada they use the CAPRA model for every call.

Ed Connors: Often, officers feel they are not doing problem solving even when they are. They tend to associate “problem solving” with solving big problems.

Rosie Sizer: The anecdotal evidence suggests that the Police Corps officers, who start out seeming different from other officers, end up after eight months indistinguishable from the rest. How can we make their difference last?

David Carter: The key to making changes stick is careful socialization and very careful selection of mentors.

Charles Moose: It is frustrating that we are so selective about who we let into the Bureau, weeding out people who do certain things, but once they are in, they don't get kicked out for doing those same things. We currently go through some 140 applicants to get two acceptable officers. It is incredibly costly.

Dan Noelle: Let's look at mentoring as something that goes beyond probation. We should try not just to keep officers here, but to keep them engaged.

David Carter: Age, too, is a factor. It seems best to hire at age 24 or 25; it is more dangerous taking on 21-year-olds.

Stephen Mastrofski: Have you done any analysis to see whether the college graduates you have hired give you any more than non-college graduates? Some of our analysis suggests that the four-year degree makes it less likely that officers will be comforting to citizens and more likely that they will be ambitious, career-wise. They tend to do whatever will get them promoted faster, so they make more arrests. Also, they may have less affinity with crime victims. You might need to examine whether you are getting what you want from that policy.

Charles Moose: Should we should stick with our stringent hiring requirements, even if our current staff would not meet those requirements? Do our standards differ so much from community standards that we should change them?

David Carter: No. You should do whatever you must to get the best people.

Dan Noelle: I am frustrated, too. It is hard to hire.

Ed Connors: You could ask the community whether they think it is ok to hire people who have smoked pot or committed a few thefts. I think they would want the cop on the street to be someone of high moral character.

David Carter: It could be useful to hire slightly older people so you can tell more about how they behave as adults.

Ed Connors: Do you hold nonsworn to the same standards?

Several participants: No.

Debbie Haugen: My people in records should be held to very strict standards, possibly slightly different standards, but strict ones. We could make a case disappear from the records; we could cause a lot of damage.

Mark Paresi: We should be held to a very high standard. We just need to reach out with a professional recruiter and a good public relations effort to hire a certain number of people, year after year.

Gary Cordner: It probably is important to consider hiring slightly older people. With them, you have more of a track record to study, more evidence of how they behave in the adult world. It may also be harder for the police culture to affect them; they may be more willing to stand up for their principles, if they have any.

Ed Connors: Portland could actively recruit from departments in other states, stealing the cream of their crop. Go recruit in Michigan in winter.

Lynnae Berg: We have had trouble recruiting bilingual officers. We need to get people who can solve problems in other cultures.

Steve Morrow: We could send some officers to a six-week intensive language course in the summer at a local college. That can actually work. The military teaches its people languages that way, and then they learn the culture a little bit more by spending extra time in that community.

Dan Noelle: We first have our deputies learn street-level Spanish; then we solicit scholarships from local businesses. The deputies are sent to Costa Rica or another Spanish-speaking destination for a month. Then, for two years, each deputy must donate time in a Hispanic neighborhood, giving something special back to the neighborhood, such as teaching people how to get a driver's license.

Gary Cordner: These recruiting efforts are fine, but they are for naught if cops are still evaluated and rewarded based on non-community policing behavior.

Jerry Sanders: We use a super-simple, check-off form, but it must be completed every four months, not just annually, and there has to be a meeting with the officer each time.

Rana Sampson: We tell our officers to keep a portfolio of their work, and then we evaluate them on it. The onus is on them to show what a good job they are doing. We also have each officer fill out about half of his or her own evaluation form.

Richard Williams: Our evaluation focuses on feedback. We try to challenge officers, and there are quarterly evaluation meetings.

Gary Corder: You can also evaluate officers on different measures at different points in their careers. For example, in the early years, evaluate them on whether they know what problem solving is. Then evaluate them on how much problem solving they do. Finally, evaluate them solely on their results.

Vera Katz: Why don't *we* evaluate officers?

Rosie Sizer: I worked on an evaluation system for the Bureau, but everybody got hung up on the idea that these were grades, and people found the system time-consuming.

Charles Moose: Also, it was impossible to connect the evaluation system to any pay rewards, any incentives or disincentives.

Rosie Sizer: Unfortunately, we have lost any way to connect individual performance to Bureau goals.

Ed Connors: There has to be some process for telling poor employees they are not cutting it.

Rosie Sizer: With the worst employees, we are doing work plans.

Dan Noelle: I was at the Bureau when the evaluation was in place. Everyone got high marks, and you couldn't take action against people because they all had favorable evaluations.

Steve Morrow: Another human resources theme we should discuss is promotions.

Jerry Sanders: I have control over promotions, and it is well known that if you don't do problem solving and you don't value diversity, you won't go far.

Rana Sampson: Because I use problem solving as basically the sole standard, my employees get promoted from being really good officers to being personnel managers, which is something they haven't been trained to do. We promote someone for doing his job well, and thereby put him in a different job.

Mark Paresi: We have a two-week sergeants' school, and we test on supervisory knowledge, not just problem solving.

[The topic turns to the role of the officer.]

Bill Kirchhoff: As for overtaxing the officer with new assignments, assignments now come not just from the department but also from the neighborhood.

Dave Butzer: Officers' dual role is inescapable: warrior and concerned, caring problem solver. Let's remember that we ask these guys to walk into some very terrible situations and then walk out and shift gears.

Charles Moose: After an 18- to 20-year hiatus, we lost an officer. That really changed some officers' attitudes. They say, "I'm not going back to the community until you give me a vest." Then we lost another officer. We are still struggling over that.

Ed Connors: Some 15 to 20 years ago, lots of people had anti-police attitudes. That is less the case now, but it's in the back of some people's minds. People say, "I want the police to be less paramilitary in appearance, demeanor, and mentality," while the cops say, "We want more body armor."

Dave Butzer: So, visioning out 20 years, is there any expectation that we will not need warriors in the force? You will always need them. Let's make sure not to take away all the peaceful tasks or all that will remain is warrior work.

David Carter: You need the soldier skills and the community policing skills. I think they can coexist in a person. Shooting can be seen as yet another tool in the problem-solving toolbox.

In Lincoln, Nebraska, the chief has an advisory panel of citizens that review all his policies every time he makes a change. He gets reviewed on everything, and he says it is good for getting the public to support the department.

Stephen Mastrofski: It is true that the warrior skills we spend so much time on are very seldom used. However, those 911 responders actually have more public contact than community policing specialists, who tend to stay out of harm's way—setting up meetings, doing paperwork, chatting in favorite restaurants. Is that the kind of community policing you want?

Jerry Sanders: Unless you spend a lot of time on the street, you have no idea how fragile officers are. They get injured, killed, etc. Those incidents have a huge effect on the other officers. If they feel community policing means they will receive less training in officer safety, then they will dislike community policing. That may not be logical, since good community policing skills can actually help you de-escalate situations and reduce risk. Cops seem tough, but they are fragile like you and me.

Rana Sampson: We need to train officers in moral and ethical persuasion. They could actually spend most of their time doing that, since they spend only about 15 percent of their time actually enforcing laws.

Stephen Mastrofski: We need to give officers good diagnostic skills so they can decide what will be most effective: persuasion, force, or another approach. The three sources of a cop's power are coercion, persuasion, and negotiation. Coercion should be used like a scalpel, not a broadsword—not too little, not too much.

Charles Moose: We could set our goal as (1) attempting to solve 90 percent of problems presented to officers within, say, six months, and (2) having 40 percent free time to do community policing. I think you need both goals, not just the free time.

Lynnae Berg: If we set such a goal, let's give the cops a clear process. Performance evaluation might be an effective way to guide them. We could list five key areas that an officer should work on when he isn't answering radio calls.

Charles Moose: Of course, night shift officers are going to have lots of free time. How can they put it to good use, in terms of community policing? We still have to staff for the worst case. It's not like we can put a tiny staff on nights just because they can't do community policing then.

Dan Noelle: You do have to create a way to account for the time. You have to specify what you want officers to do with that free time.

Ed Connors: Why do we have to let prosecutors dictate how officers spend their time, making officers drop everything and run to court? It is the same with cell phones. If officers had them, they could talk to people more and actually manage their time a bit more like adults, telling citizens they can't come now but may be able to help out later.

Jerry Sanders: It may take officers a while to decompress from being constantly call-driven to being able to structure their free time in ways they find useful.

Dave Butzer: I want to get the point where everyone in the department knows what is expected of him.

Rosie Sizer: We also need to make sure supervisors show that they care or else officers will start to disconnect.

Ed Connors: Instead of calling it "free time," tell officers, "We would like to give you some 'unstructured time.' How would you spend it?" If they can't say, don't give it to them.

Dan Noelle: Still, they have to be guided somewhat.

Charles Moose: If we are going to drop other services in order to create free time, let's make sure we can articulate why that time is so important, to what useful purpose it will be put.

Vera Katz: In closing, a lot of the problems we have mentioned are parallel to the issues in education reform. I support getting our own regional training academy, and a lot of the other ideas we have discussed are very doable.

Attendees

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Appendix F: Demographic Projections: City of Portland and Portland Metro Area

**Demographic Projections:
City of Portland
and
Portland Metropolitan Area**

**For the
City of Portland
and
Portland Police Bureau**

**By
Institute for Law and Justice
Alexandria, VA**

November 1998

Executive Summary

To bring about its vision for the future, the Portland Police Bureau needs to know what sort of city it will be policing—in other words, what Portland will look like. This report presents current and projected figures for population, schools, income, employment, race and ethnicity, housing and land use, and transportation. A few highlights:

- From 1990 to 1996, Portland (city) population rose 4 percent to 505,125. From 1996 to 2017, city population is expected to rise 16 percent to 598,090. In the three-county region, Metro expects an additional 497,000 people by 2017, totaling 1,822,700, a 37 percent increase over today's population.
- The largest age cluster will be graying over the next 20 years. However, because of the overall population rise, the number of 15- to 30-year-olds (a high-crime group) in Multnomah County will jump 18 percent, from 128,781 to 152,262.
- The Multnomah County middle and high school populations are expected to rise 4 to 10 percent by 2005, then level off. By contrast, elementary school population is expected to remain steady until about 2010, then begin to rise.
- From 1990 to 1996, per capita income in the four-county area rose about 1 percent per year.
- From 1996 to 2000, the outer east section of Multnomah County is expected to experience the greatest increase in the number of people living in poverty. Downtown and the north will also increase markedly in their numbers of poor. Little or no increase in poverty is expected in the southwest section of the county.
- The four-county outlook calls for employment to rise 61 percent (from 956,000 to 1,536,500 jobs) from 1994 to 2017. Meanwhile, the four-county population is expected to grow only 37 percent. However, comparing job supply to job demand, Metro expects anything from a 2,900-job deficit to a 24,630-job surplus.
- The Portland metro area has enjoyed a healthy economy in recent years, and that health is expected to continue. High-technology industries are on the verge of reaching a critical mass, which will trigger an expansion benefiting other industries. Portland's location for trade with Pacific Rim partners is another strength.

The value of marine shipments and air cargo freight passing through Portland has increased at a rate of about 13 percent a year.

- Whites will decrease as a proportion of the four-county population, while Hispanics and Asians/Pacific Islanders will nearly double their proportion of the population. Blacks and Native Americans will increase their proportions only slightly. The fastest-growing groups will be Hispanics and Asians/Pacific Islanders, followed distantly by blacks, Native Americans, and white non-Hispanics. The proportion of area residents who primarily speak a foreign language could increase substantially, depending on how much of the growth in the Hispanic and Asian/Pacific Islander population will be due to immigration versus local births.
- The region will grow denser. By 2017, the density of downtown Portland is expected to rise by two-thirds. In the future, activities may be clustered differently. Metro is developing regional and town centers designed to reduce driving by connecting neighborhoods with jobs and commercial services.
- Traffic is not getting lighter. Traffic management ideas under consideration include both system management (roads and public transportation) and demand management (carpooling, parking management, and pricing strategies). Tri-Met is considering 50 new transit routes, and a north-south MAX line is coming. Nevertheless, traffic congestion could more than double over the next 15 years.

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Data Characteristics

In its effort to take community policing to the next level, the Portland Police Bureau (PPB) has asked various police and civilian groups what the PPB should look like in the future. However, to bring about that vision, the PPB needs to know the resources and challenges that may face the bureau in the future—in other words, what Portland itself will look like.

Statistics describing the current state of Portland and the metro area are plentiful, but forecasting is more difficult to come by. In fact, little statistical forecasting has been done regarding the city of Portland proper. Most forecasting is done at the regional level, covering a one-, three-, four-, or five-county area.¹ However, for the purposes of this paper, county and region figures are sufficiently meaningful, as police activities apply to all persons who enter Portland, regardless of where they live.

Readers should keep in mind that forecasts are not guaranteed. For example, “[s]ince 1988, the Portland-Vancouver metropolitan economy...received much faster growth than anticipated...[with] widening deviations between what was forecasted and today’s actual performance.”²

Population: Portland and Metro area

In the city of Portland, population rose from 486,125 in 1990 to 505,125 in 1996, an increase of about 4 percent, or 19,000 people.³ From 1996 to 2017, Portland city population is expected to rise 16 percent, to 598,090.⁴ That works out to an additional 94,590 city residents.

According to Metro, the regional planning body, from 1992 to 1996 the rate of growth in the three-county region (Multnomah, Washington, and Clackamas counties)

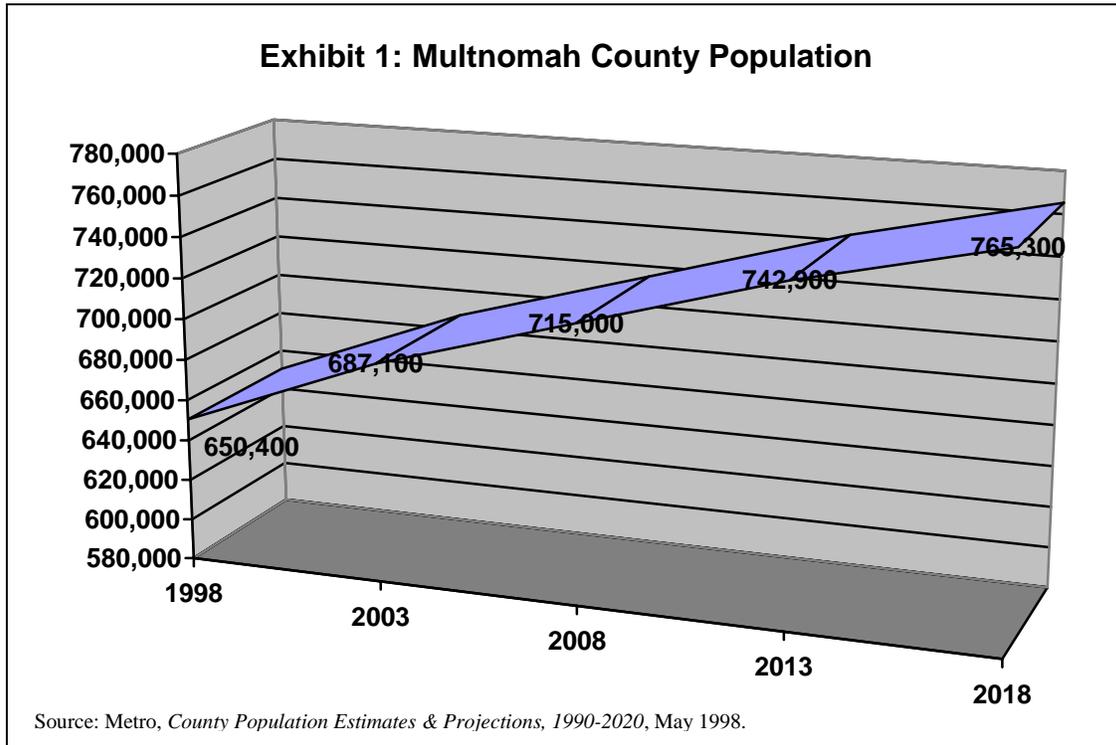
¹ One-county level: Multnomah County. Three-county level: add Washington and Clackamas counties. Four-county level: add Clark County, Washington. Five-county level: add Yamhill County.

² Metro, “Urban Growth Report: Final Draft,” December 18, 1997, p. 33.

³ George C. Hough, Jr., Ph.D., and Richard Lycan, Ph.D., “Portland’s Changing Demographics, 1970-1996,” paper prepared for the 1998 State of the City Address, delivered by Mayor Vera Katz before the Portland City Club, February 13, 1998.

⁴ Metro, “Urban Growth Report: Final Draft,” Appendix E.

was 75 additional people per day, reaching 1,325,700 in 1996.⁵ By 2017, Metro expects an additional 497,000 people to live in the three-county region, totaling 1,822,700, an increase of 37 percent.⁶ The 1997 four-county population (adding Clark County, WA) was 1,658,500. By 2017 it too is expected to grow 37 percent, reaching 2,271,000.⁷



However, the population growth is not expected to be steady. For example, the annual rate of increase in the Multnomah County population is expected to decline gradually from 1.4 percent to 0.6 percent over the period 1998 to 2018.

Growth in the area’s population comes from both births and immigration (from other states and countries). Migration has generally accounted for more than half the re-

⁵ Metro Data Resource Center, *Metro Regional Data Book*, 1998 Edition, p. 11.

⁶ Metro, *2040 Framework Plan*, Fall 1996/Winter 1997, p. 1.

⁷ R. Gregory Nokes, “Still coming: Metro population forecast for year 2017 on track,” *The Oregonian*, p. A1.

gion's population change.⁸ Immigrants tend to be younger (25-44 years of age) than the existing population, as well as better educated and marginally wealthier.⁹

Age Distribution

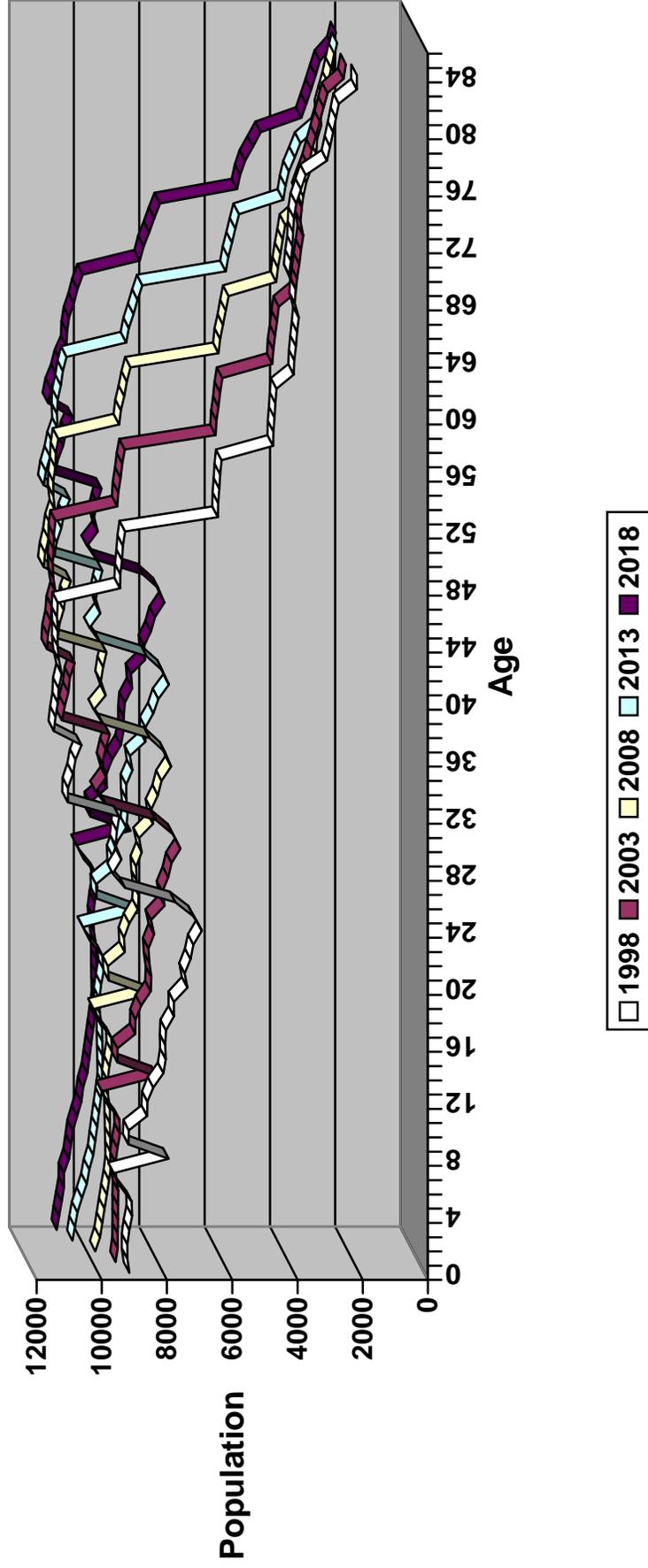
As **Exhibit 2** (next page) shows, the largest age cluster will be graying over the next 20 years. However, because of the overall population increase, the actual number of 15- to 30-year-olds (a relatively high-crime group) will rise 18 percent, from 128,781 to 152,262. Calculations based on Metro figures also suggest that the number of persons aged 85 or more (not shown on the chart) will rise 67 percent from 1998 to 2018, compared to a total Multnomah County population increase of only 18 percent. The median age of Multnomah County residents will rise from 36 in 1998 to 39 in 2008, remaining about 39 in 2018.¹⁰

⁸ *Metro Regional Data Book*, p. 33.

⁹ *Metro Regional Data Book*, p. 10.

¹⁰ Metro, *County Population Estimates & Projections, 1990-2020*, May 1998.

Exhibit 2: Age Distribution, Multnomah County



Source: Metro, *County Population Estimates & Projections, 1990-2020*, May 1998.

Note: Ribbon closest to front represents 1998.

Households

Portland has about 215,000 households. Since 1980, the number of family households has stayed steady at about 116,000, while the number of non-family households has grown substantially (80,000 in 1980, 89,000 in 1990, 99,000 in 1996). Portland has a substantially lower percentage of family households than the U.S. overall (54 percent of its households are family households; the U.S. figure is 70 percent).¹¹ While the city population is expected to rise 16 percent by 2017, the number of households is expected to rise about 24 percent, to 266,252 households. That difference is due to decreasing household size.¹² The number of persons per household continues to fall across the nation;¹³ in 2017, projected average household size will be 2.4 persons.¹⁴ The number of single-parent families in Portland has doubled from 10,000 to 20,000 since 1970.¹⁵

Households in the four-county region stood at 649,010 in 1997 and are expected to rise 46 percent to 947,900 in 2018.¹⁶

Schools

In Portland, the number of families with children has remained constant at about 56,000 since 1980. Since 1990, the number of families *without* children has remained constant at about 60,000.

The Multnomah County middle and high school populations are expected to rise some 4-10 percent by about 2005, after which time they are expected to level off. By contrast, the elementary school population is expected to remain roughly steady until about 2010, after which time it will begin to rise.

¹¹ Hough and Lycan.

¹² Metro, "Urban Growth Report: Final Draft," Appendix E.

¹³ Metro, "Urban Growth Report: Final Draft," p. 36.

¹⁴ Metro, "Urban Growth Report: Final Draft," p. 50.

¹⁵ Hough and Lycan.

¹⁶ Metro, "Urban Growth Report Addendum: A Data Refinement and Update from 1994 to 1997," August 26, 1998, p. 9.

Income, Employment, and the Local Economy

Income

In Portland, *household* income decreased from 1990 to 1996. In current 1996 dollars, median household income fell from \$34,021 in 1990 to \$31,681 in 1996.¹⁷ However, *per capita* income in the four-county area has been rising slightly (as measured in inflation-adjusted dollars), increasing about 7 percent from 1990 to 1996, or an average of slightly over 1 percent per year. The figures are about the same for Multnomah County.¹⁸ The likely explanation for the simultaneous rise in per capita income and fall in household income is the previously mentioned decline in household size.

In Multnomah County, the greatest numbers of people living in poverty are in the outer east, southeast, northeast, and north sections of the county. The areas with the highest percentages of people living in poverty are downtown, north, and northeast.¹⁹ “Poverty” is defined according to the following figures from the federal government:

Exhibit 3: 1996 Federal Poverty Levels	
Size of Family	Monthly Income
1	\$645
2	\$863
3	\$1,082
4	\$1,300

From 1996 to 2000, the outer east section of Multnomah County is expected to experience the greatest increase in the number of people living in poverty. The downtown area and the north will also increase markedly in their numbers of poor. Little or no increase in poverty is expected in the southwest section of the county.²⁰ It is estimated

¹⁷ Hough and Lycan.

¹⁸ *Metro Regional Data Book*, pp. 75-76.

¹⁹ Multnomah County Department of Community and Family Services, “Poverty in Multnomah County: A Descriptive Report,” July 8, 1996, p. 1.

²⁰ “Poverty in Multnomah County: A Descriptive Report,” p. 14.

that 14 percent of children in Multnomah county live in poverty and that children constitute at least 29 percent of those who are homeless in the county.²¹

The homeless population, as measured by “one-night shelter counts,” which tally the number of persons admitted to or turned away from homeless shelters, rose about 20 percent from 1992 to 1995.²² That counting method does not count homeless campers or other homeless persons who did not happen to contact a shelter on the night in question.

Employment

The number of jobs in Portland has risen about 27 percent since 1980, reaching 473,690 in 1996. The regional (four-county) outlook for jobs calls for non-farm employment to rise 61 percent (from 956,000 to 1,536,500 jobs) from 1994 to 2017.²³ Over approximately the same period, the four-county population is expected to grow only 37 percent.

However, comparing job supply to job demand, Metro expects anything from a 2,900-job deficit to a 24,630-job surplus in 2017.²⁴ The large range exists because of unknown factors in developing the remainder of land within the Urban Growth Boundary.

Local Economy

In brief, the Portland metropolitan area has enjoyed a healthy economy in recent years, and that health is expected to continue. Metro puts it this way:

During the last six years, the rate of growth in the region’s economy has outpaced the creation of jobs for the nation as a whole by a ratio of 2 to 1. ...[E]merging high-technology industries are at the verge of reaching a critical mass. This...will begin a period of expansion which will spread and benefit other industries downstream from high technology, such as fostering an agglomeration of new suppliers and also more retailers and service industries that support the overall growth in the region. ...Portland’s proximity to trade with Pacific Rim partners has helped bolster regional growth.²⁵

Besides high tech, another economic strength of Portland lies in the transportation of goods. The value of both marine shipments and air cargo freight passing through

²¹ “Poverty in Multnomah County: A Descriptive Report,” p. 2.

²² “Poverty in Multnomah County: A Descriptive Report,” p. 24.

²³ Metro, “Urban Growth Report: Final Draft,” p. 1.

²⁴ Metro, “Urban Growth Report Addendum: A Data Refinement and Update from 1994 to 1997,” p. 23.

Portland has increased at a rate of about 13 percent a year. In addition, the recent merger of Union Pacific and Southern Pacific is likely to strengthen Portland's position as a transportation hub.²⁶

Racial, Ethnic, and Language Representation

This report presents current data and projections of the racial and ethnic composition of Portland and the surrounding area. How to interpret those figures is another matter. The traditional racial and ethnic divisions studied by demographers are not always very meaningful for policing or other governmental purposes. For example, African-Americans whose families have lived in the United States for centuries may have little in common—economically, linguistically, or culturally—with recently arrived Africans, yet both are counted as black or African-American. Similarly, European-Americans whose families have lived in the United States for generations or centuries may have little in common with recently arrived Romanians or Russians, yet both are counted as white. Furthermore, the term “Hispanic” refers to an ethnic, not racial, group. Under that term come people who may or may not share a common language, religion, or country of origin and who “may be categorized in any of...five racial groups.”²⁷

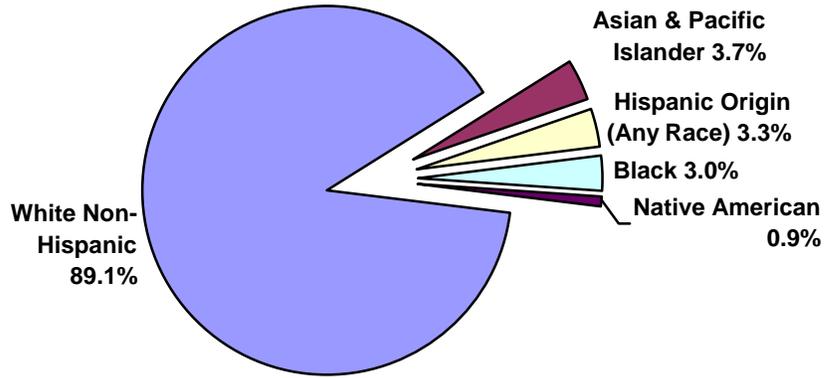
Exhibits 3 and 4 (next page) show racial and ethnic composition figures for 1990 and 2010, the farthest-out year for which projections are available.

²⁵ *Metro Regional Data Book*, p. 54.

²⁶ Metro, “Urban Growth Report: Final Draft,” p. 43.

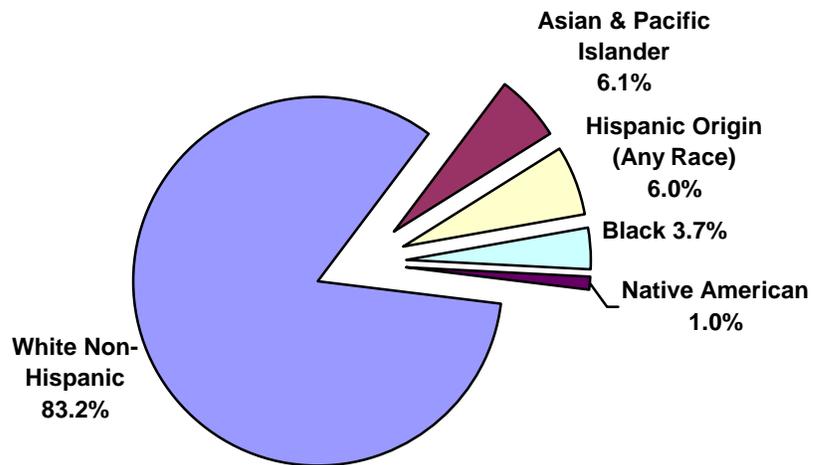
²⁷ “Poverty in Multnomah County: A Descriptive Report,” p. 5.

Exhibit 4: 1990 Racial/Ethnic Composition (4-County Area)



Source: George C. Hough, Jr., "What Is a Diverse Workforce Anyway?" Portland State University Center for Population Research and Census. Presentation for the Northwest Regional Educational Laboratory Conference, November 14, 1997.

Exhibit 5: 2010 Racial/Ethnic Composition (4-County Area)



Source: George C. Hough, Jr., "What Is a Diverse Workforce Anyway?" Portland State University Center for Population Research and Census. Presentation for the Northwest Regional Educational Laboratory Conference, November 14, 1997.

The actual numbers are as follows:²⁸

Exhibit 6: Four-County Portland Metro Area Population by Race and Ethnicity			
	1990	2010	Growth
White Non-Hispanic	1,272,647	1,652,759	29.9%
Black	42,289	73,677	74.2%
Native American	13,506	20,537	52.1%
Asian & Pacific Islander	52,583	121,025	129.7%
Hispanic Origin (Any Race)	46,516	188,577	154.9%

Whites will decrease as a proportion of the four-county population, while Hispanics and Asians/Pacific Islanders will nearly double their proportion of the population. Blacks and Native Americans will increase their proportions only slightly.

The fastest-growing groups will be Hispanics and Asians/Pacific Islanders, followed distantly by blacks, Native Americans, and white non-Hispanics.

One implication of this growth trend is that the proportion of area residents who primarily speak a foreign language could increase substantially. However, the language effect depends on how much of the growth in the Hispanic and Asian/Pacific Islander population will be due to immigration (higher likelihood of limited English) versus local births (lower likelihood of limited English), and figures that would answer that question were not available.

Land Use and Housing

In general, according to Metro, “[o]ver the next 50 years, the Metro region will grow into a denser and somewhat more compact form than has been the trend over the last 50 years. Densities will increase from approximately four DU [dwelling units] per

²⁸ George C. Hough, Jr., “What Is a Diverse Workforce Anyway?” Portland State University Center for Population Research and Census. Presentation for the Northwest Regional Educational Laboratory Con-

acre (gross) now to about five DU per acre by the year 2017.”²⁹ In particular, by 2017, the density of downtown Portland is expected to rise by two-thirds, from a 1990 density of 150 people per acre to about 250 people per acre in 2017.³⁰

Working to limit growth is the use of the Urban Growth Boundary, which separates urban and urbanizable land from rural land uses such as farm and forest lands. Metro “is currently reviewing the urban growth boundary for its ability to accommodate future growth, as mandated by state law. The question the Metro Council is facing is: Do we have a 20-year supply of buildable land inside the boundary to meet the projected housing need of approximately 249,000 dwelling units? Metro’s draft analysis—the Urban Growth Report—concludes that we do not. ...The Urban Growth Report projects a deficit of approximately 42,000 housing units, even after including the anticipated changes in local zoning to include smaller lot sizes.”³¹

What is likely to happen? It is hard to say. In a Metro survey, 46 percent of respondents said the boundary should be held in place, while 45 percent said it should be expanded either slightly or significantly.³² According to *The Oregonian*, the Metro Council is scheduled to approve a boundary expansion by the end of 1998.³³

Regional Centers, Town Centers, Main Streets

Certain changes to the way activities are clustered throughout the city are in the works. Metro plans call for the development of regional centers³⁴ and town centers.³⁵ The idea is that such centers would reduce driving, “connecting neighborhoods with jobs and commercial services.”³⁶ In Portland, the Gateway Regional Center lies at 102nd and Halsey streets. Town centers are envisioned or extant at Sandy Blvd. and Halsey St.

ference, November 14, 1997.

²⁹ Metro, “Urban Growth Report: Final Draft,” p. 49.

³⁰ Metro, *Regional Urban Growth Goals and Objectives*, December 14, 1995, p. 29.

³¹ Metro, *2040 Framework Plan*, Fall 1997/Winter 1998, p. 4.

³² Metro, *2040 Framework Plan*, Fall 1997/Winter 1998, p. 1.

³³ Nokes, p. A14.

³⁴ “Areas of mixed residential and commercial use that serve hundreds of thousands of people and are easily accessible by different types of transit.” Metro, *Regional Urban Growth Goals and Objectives*, amended and adopted December 14, 1995, p. 40.

³⁵ “Areas of mixed residential and commercial use that serve tens of thousands of people.” Metro, *Regional Urban Growth Goals and Objectives*, p. 41.

³⁶ Metro, *2040 Framework Plan*, Fall 1997/Winter 1998, p. 11.

(Hollywood Town Center); around N. Lombard St. and U.S. Highway 30 (St. John's Town Center); and at I-205 and Woodstock Blvd. (Lents Town Center).

Related to the concept of regional and town centers is the "main street" concept. In planning language, a main street is a neighborhood area with opportunities for working, shopping, and living. Such an area features a convenient transportation system that includes mass transit, driving, bicycling, and walking. Two main streets in Portland that have started to flourish lately are Martin Luther King Jr. Boulevard in northeast Portland and Belmont street in southeast Portland.³⁷

Housing

For the metropolitan area, Metro forecasts a deficit of housing units. The shortage by 2017 is expected to range between 8,590 units and 42,060 units.³⁸

Home ownership has been up and down over the last several decades, but since 1990, home ownership has been on the rise. In 1996, about 56 percent of Portland homes were owner-occupied.³⁹ That figure is in the normal range for cities of Portland's size.

Housing in the Portland area is expensive. Median prices of single-family homes have risen substantially over the last few years. From 1990 to 1997, the median sale price rose 88 percent (from \$79,700 to \$150,000). Even in inflation-adjusted dollars, the median price rose 54 percent during that period.

Among major metropolitan areas in the western United States, Portland has a relatively low "housing affordability share" (meaning the percentage of homes sold that are affordable to households earning the local median income). In Las Vegas, for example, 72.1 percent of homes sold in the first quarter of 1997 were affordable to households earning the median income there. The figure for Sacramento was 65.3 percent, Seattle 60.6 percent, and Los Angeles 50.2 percent. By contrast, in the Portland area, only 30.8 percent of houses were affordable to households earning the median income.⁴⁰

The land use and housing statistics and projections raise several questions: Should the PPB consider establishing mini-precincts at regional centers, town centers, and main streets? In the light of increasing city density and traffic (discussed below), should the

³⁷ Metro, *2040 Framework Plan*, Fall 1996/Winter 1997, p. 4.

³⁸ Metro, "Urban Growth Report Addendum: A Data Refinement and Update from 1994 to 1997," p. 22.

³⁹ Hough and Lycan.

PPB attempt to assign officers to locations near their homes? Further, should officers stop commuting through their precincts and head straight from home to work?

Transportation

Over the next 20 years, growth in the general population and in the commuting population will tend to increase traffic on Portland's roads. On the other hand, "transit supportive development" will tend to decrease traffic. The question is which factor will prove stronger.

As of 1990, Multnomah County received almost 140,000 commuters each day from seven other counties, while sending only 47,000 commuters to other counties. For example, about a third of Clark County workers commute to jobs in Oregon.⁴¹ In 1980, Multnomah County received about 116,000 commuters each day from other counties, while sending out only 29,000.⁴² Thus, over that 10-year period, the net influx of commuters into Multnomah County rose about 7 percent. Notably, in 1990, about three-quarters of commuters got to work by driving alone, rather than by carpooling or using public transportation. It is estimated that "the number of vehicle miles traveled in the region has been increasing at a rate far in excess of the rate of population and employment growth."⁴³

Traffic to downtown is not expected to decrease: "Today, about 20 percent of all employment in the region is in downtown Portland. Under the Growth Concept, downtown Portland would grow at about the same rate as the rest of the region and would remain the location of about 20 percent of regional employment."⁴⁴

Numerous traffic management ideas are under consideration. Ideas include both system management (roads and public transportation) and demand management (carpooling, parking management, and pricing strategies).⁴⁵

⁴⁰ National Association of Home Builders and Hobson Johnson & Associates.

⁴¹ Nokes, p. A14.

⁴² *Metro Regional Data Book*, p. 106.

⁴³ Metro, *Regional Urban Growth Goals and Objectives*, p. 2.

⁴⁴ Metro, *Regional Urban Growth Goals and Objectives*, p. 29.

⁴⁵ Metro, *Regional Urban Growth Goals and Objectives*, p. 35.

Regarding road building, in a survey by Metro, 46 percent said government should “build some new roads and invest in alternatives to driving, but accept some congestion during rush hour” and 11 percent said government should “raise enough money to build enough roads so traffic can move freely even during rush hour,” whereas 36 percent said “no new roads, but invest in maintenance and alternatives to driving.”⁴⁶ Some road improvements are almost certain to take place; for example, I-5 within the city limits is slated for expansion.

Transit supportive development, mentioned earlier, “applies broadly to many elements of the built environment, including buildings, site developments, street improvements, and transportation facilities. Transit supportive development is dense, mixed use development, designed for pedestrians and multiple modes of transportation.”⁴⁷ The regional centers, town centers, and main streets mentioned in the “Land Use and Housing” section above are part of transit supportive development. Such mixed-use areas are designed to reduce driving by making walking and bicycling more convenient.

Tri-Met’s Strategic Direction plan envisions such changes as mini-buses in neighborhoods that have never had transit before, a network of transit corridors, and programs to advocate bicycle and pedestrian access throughout the region.⁴⁸ According to Tri-Met, “to assure regional mobility in the future, an extensive network of multimodal streets will be needed. Multimodal streets balance the needs of pedestrians, bicycles, cars, trucks, and transit vehicles in a way appropriate to the particular function and location of a road or street. Some roads may give more priority to cars and trucks; others may give priority to transit vehicles and pedestrians.” Multimodal street design is expected to

- Preserve mobility by encouraging transportation facilities and development patterns that make walking, bicycling, and busing competitive choices compared with driving
- Encourage more efficient movement of people in roadways, rather than the addition of more vehicles

⁴⁶ Metro, *2040 Framework Plan*, Fall 1997/Winter 1998, p. 2.

⁴⁷ Tri-County Metropolitan Transportation District of Oregon (Tri-Met), *Planning and Design for Transit Handbook*, January 1996. p. 9.

⁴⁸ “Tri-Met’s Strategic Direction,” Tri-Met website.

- Increase the capacity of the existing street system⁴⁹

Other ideas are in the works for transportation. For example, the Transit Choices for Livability Regional Advisory Committee recommended that Tri-Met move aggressively to implement Community Transit as a distinct, new line of business. In the next 10 years this would equal 50 new transit routes tailored to the needs of individual communities: 25 new “locals” circulating within communities and onto employment sites using small buses; 19 new lines to serve areas not served today; nine new “rapid bus” lines to provide faster connections between communities; two new rail lines (helping to operate Washington County commuter rail and the Central City Streetcar, which will run between northwest Portland and Portland State University and is supposed to be finished by the end of 2000); 45 existing Tri-Met routes improved with better service, frequency, and hours of operation; and improved amenities, such as shelters, customer information, security, and pedestrian connections to transit.⁵⁰ Another factor that might ease traffic is the coming north-south MAX line.⁵¹

How bad is traffic likely to get? Tri-Met observes, “Even if the region is successful in carrying out its current land use and transportation plans, traffic congestion could still more than double over the next 15 years.”⁵²

⁴⁹ *Planning and Design for Transit Handbook*, p. 12.

⁵⁰ “Transit Choices for Livability,” Tri-Met website.

⁵¹ Portland Bureau of Transportation website.

⁵² “Tri-Met’s Strategic Direction,” Tri-Met website.