PORTLAND POLICE BUREAU

Strategic Insights Report

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EXECUTIVE SUMMARY

Portland Police Bureau

This report is a summary of the data collection and outreach efforts conducted on behalf of the Portland Police Bureau (PPB) to gather community and PPB insights in preparation for the creation of PPB's strategic plan. The purpose of this outreach was to assess the Portland community's and PPB staff's perception of the current state of policing in Portland and help determine the priorities that these groups would like to see emphasized over the next five years. This outreach was specifically designed to drive clarity to and create guidance for the following three PPB goal areas:

- **Crime Reduction and Prevention**
- **Community Engagement and Inclusion**
- **Organizational Excellence**

Over the course of this outreach information was gathered through:

15 community specific focus groups which included a total of approximately 165 participants (Appendix A1).

A community survey which included over 3100 respondents.

35 one-on-one interviews that included the mayor, city commissioners, internal bureau team members, members of the independent police review board, and other key community leaders.

Three public meetings which included a total of approximately 120 participants.

Four internal PPB focus groups which included a total of approximately 65 sworn and professional staff.

*Pre-existing PPB sworn and professional staff surveys.

Themes that do not incorporate this data collection method are due to the absence of related questions on the pre-existing survey and does not suggest these opinions are not held by the PPB.

These icons are used throughout the report to indicate where the insight was heard.

This report will be used as guidance in PPB's five-year strategic planning process and highlights key themes identified across data collection and outreach efforts. Each theme is supported by key findings, survey data, and relevant quotations.

Themes were developed using a number of methods. Quantitative questions were analyzed using category percentage rates. Qualitative, open-ended questions were analyzed by assigning themes influenced by response content and Coraggio's interpretation of those responses. Themes included in this report were identified by the frequency they were mentioned and by the number of groups and individuals that mentioned them.

The themes, comments, and feedback in this summary describe the opinions of voluntary/self-selected focus group members, interviewees, PPB staff, and community survey respondents. This summary is not intended to reflect the opinions of a representative or statistically valid sampling, nor represent the official position of the Portland Police Bureau.

*PPB surveys utilized had a preexisting set of questions. From the pool of survey questions, certain questions were selected for relevancy for the data collection and outreach efforts.

SUMMARY OF THEMES

Crime Reduction and Prevention:

Community needs and policing have changed – the Police Bureau needs to adapt to those changes.

- Major crimes are perceived to be down, but quality of life crimes persist
- Reimagine crime response tactics and ensure equitable enforcement
- Increase partnerships to augment capacity and increase impact
- Rethink the approach to Portland's houseless and mental health communities
- The community has some understanding of the difficulty of the police's role

Community Engagement and Inclusion:

The community and Bureau want to go beyond "check the box" community engagement and authentically build positive community relationships.

- The PPB is currently operating from a trust deficit and is seen as an outsider
- The community and the PPB both desire increased community engagement
- Develop an authentic, focused, and resourced community engagement and policing program
- Increase accountability and acknowledgment of historical injustices
- The community desires effective, clear, and strong communications

Organizational Excellence:

Create a culture of service rather than enforcement.

- New leadership provides an opportunity for a fresh start, but skepticism exists
- Increase voice and transparency
- Align governmental and PPB leadership and support for effectiveness
- Clarify the mission, sharpen the focus and set clear objectives
- Expand capacity and resources
- Reassess scope and transparency of training
- Hire for a diverse, representative, responsive Police Bureau
- Establish clear and consistent policies and procedures
- Focus on employee wellness
- Promote a collaborative, respectful and equitable internal culture
- Officers care and are customer service oriented

"I believe we have an opportunity to create a police force that would be the envy of similar sized cities. It takes research, clear goals, easily measured benchmarks, and a large commitment of city resources."
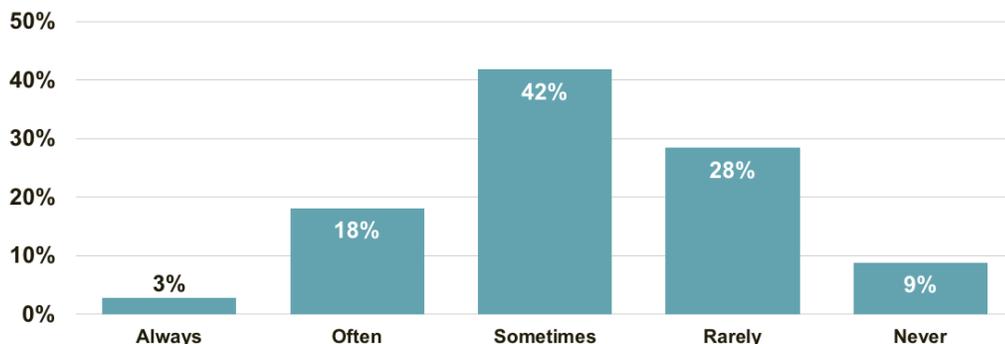
CRIME REDUCTION AND PREVENTION

*Community needs and policing have changed –
the Police Bureau needs to adapt to those changes.*

Portland Police Bureau

1 Major crimes are perceived to be down, but quality of life crimes persist

- Communities believe addressing violent crimes should be a priority, but other crimes affecting quality of life in the Portland area are of increasing concern and could be negatively impacting the perception of PPB and their effectiveness at reducing crime (See Chart 1.1).

- Those suffering from Portland's housing and mental health crises are perceived to be connected to quality of life concerns in Portland. While the complexities of these environments are understood, the community is eager for a response that both addresses quality of life crimes and humanly considers those affected by these crises.

- Debate exists around what an effective and humane response looks like given social safety net issues, community values, civil rights and limited resources.

CHART 1.1: The Portland Police does a good job at reducing and preventing crime in Portland

Always	Often	Sometimes	Rarely	Never
3%	18%	42%	28%	9%

79%

of community members surveyed believe the PPB only sometimes, rarely, or never does a good job at reducing or preventing crimes in Portland.

"The PPB needs to understand that sometimes quality of life crimes, such as vandalism, the defacement of public property, illegal homeless camps on public property, auto theft and vandalism, are the most important in gaining the trust of the public and its cooperation. Most people, thankfully, do [not] interact with the police over major crimes, but they do with quality of life crimes."

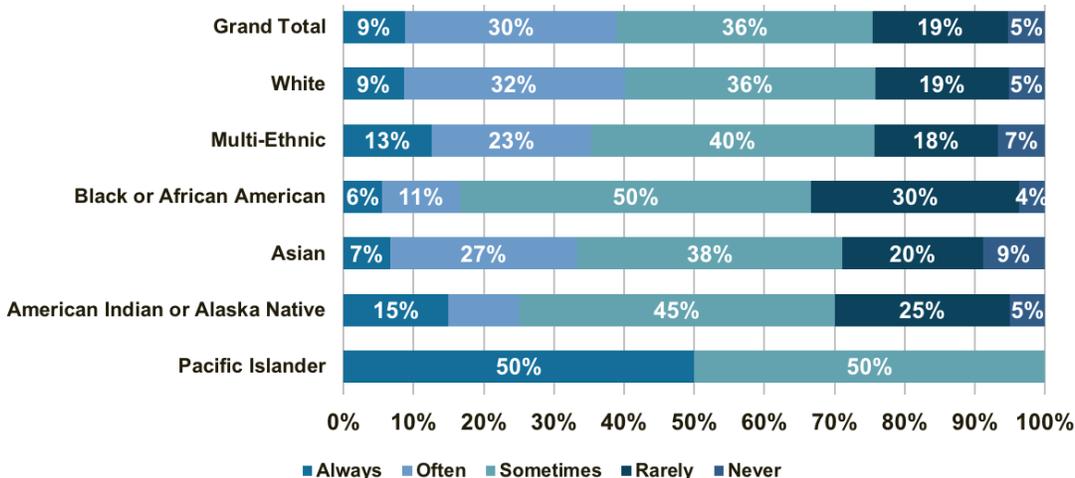# 2 Reimagine crime response tactics and ensure equitable enforcement

- Community members would like a less adversarial approach to contact with law enforcement. This includes:

  » Reducing the number of incidences where excessive use of force is used (Chart 1.2).

  » The community believes excessive use of force is one of the top barrier to creating an effective and efficient police force and safe communities (Appendix A.2).

  » A less militarized appearance.

  » Assuming an approach that is grounded in support rather than confrontation.

  » Taking steps to reduce an us vs. them mentality which can be reinforced through trainings, procedures and roll call topics.

  » Reassessing response protocols, specifically control tactics, and the number of officers who respond to incidents.

  » Taking time to communicate why the PPB responds with certain tactics and procedures.

  » Following up more efficiently and effectively with victims of crime.

- Officers are aligned with key elements of creating a less adversarial police force (Chart 1.3).

Chart 1.3 Sworn-officers

74% of officers believe they have a responsibility to comfort victims.

74% of officers don't believe they have a reason to distrust citizens.

81% of officers believe they should spend the time it takes to answer all of a civilians' questions.

82% of officers believe all people deserve respect.

45% of officers report having less than 4 hours of training or none at all in dealing with people so they feel they were treated fairly and respectfully.

CHART 1.2: The Portland Police use other tactics in place of force when available

	Always	Often	Sometimes	Rarely	Never
Grand Total	9%	30%	36%	19%	5%
White	9%	32%	36%	19%	5%
Multi-Ethnic	13%	23%	40%	18%	7%
Black or African American	6%	11%	50%	30%	4%
Asian	7%	27%	38%	20%	9%
American Indian or Alaska Native		15%	45%	25%	5%
Pacific Islander	50%		50%		

Generally, communities of color have a more negative perspective of PPB's relationship to use of force instead of other tactics.

- A perception exists that the PPB enforces laws selectively and with bias, leading to community cynicism, mistrust and discomfort when interacting with the PPB (Chart 1.4 & 1.5).

  » Some communities believe they are targeted more for certain crimes than others, such as in communities of color and houseless communities.

  » It is also believed that the police are more likely to respond in these communities, with less leniency.

  » Communities of color report they experience the fairness and efficacy of PPB policies and procedures less frequently than white community members (Chart 1.6).

  » These communities also suggest that they are marginalized when it comes to response times and priority.

  » Acknowledgement and reduction of these response patterns are wanted by Portland communities in order to build trust and move forward.
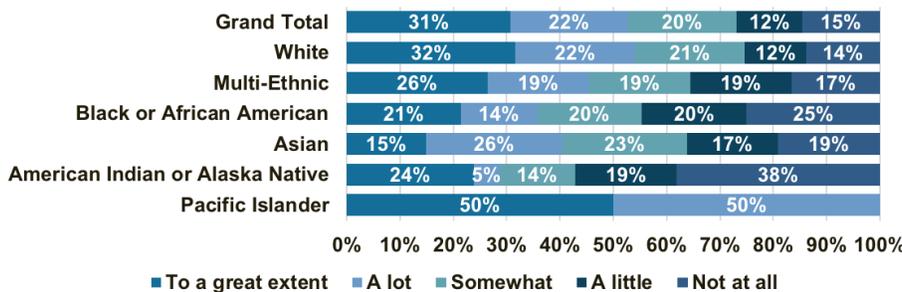
CHART 1.4: To what extent does the Portland Police consider race and ethnicity when enforcing the law

	To a great extent	A lot	Somewhat	A little	Not at all
Grand Total	20%	25%	28%	16%	12%
White	19%	25%	28%	16%	11%
Multi-Ethnic	23%	23%	25%	15%	14%
Black or African American	36%	25%	20%	11%	9%
Asian	15%	38%	23%	11%	13%
American Indian or Alaska Native	22%	28%	6%	17%	28%
Pacific Islander	50%			50%	

73%

of respondents believe that the PPB considers race and ethnicity when enforcing the law somewhat, a lot or to a great extent. This sentiment jumps to 81% in Black or African American communities.
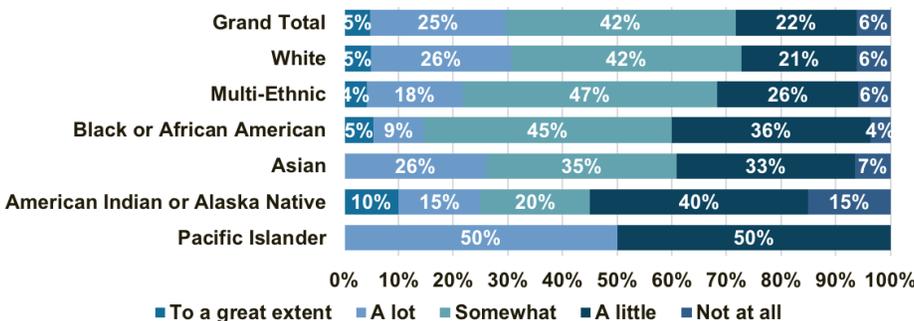
CHART 1.5: To what extent do you feel comfortable and safe interacting with the Portland Police

	To a great extent	A lot	Somewhat	A little	Not at all
Grand Total	31%	22%	20%	12%	15%
White	32%	22%	21%	12%	14%
Multi-Ethnic	26%	19%	19%	19%	17%
Black or African American	21%	14%	20%	20%	25%
Asian	15%	26%	23%	17%	19%
American Indian or Alaska Native	24%	5%	14%	19%	38%
Pacific Islander	50%			50%	

47%

of respondents are only somewhat, a little or not at all comfortable interacting with the PPB. This number jumps to 65% in Black and African communities and 71% among American Indian or Alaskan Natives.

CHART 1.6: The policies and procedures of the PPB are fair and effective

	To a great extent	A lot	Somewhat	A little	Not at all
Grand Total	5%	25%	42%	22%	6%
White	5%	26%	42%	21%	6%
Multi-Ethnic	4%	18%	47%	26%	6%
Black or African American	5%	9%	45%	36%	4%
Asian		26%	35%	33%	7%
American Indian or Alaska Native	10%	15%	20%	40%	15%
Pacific Islander		50%		50%	

70%

of community members believe the policies and procedures of the PPB are only fair and effective sometimes, a little or not at all. This number jumps to 78% on average in communities of color, with Black or African Americans at 85%.
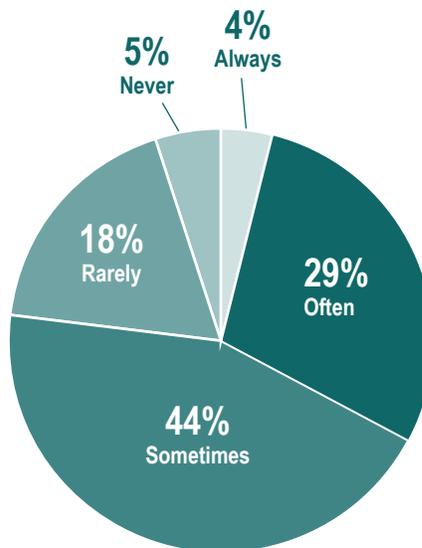
"When the police pick and choose what/when to enforce, application of the law becomes inequitable."

"PPB really needs to look at their bias and the impact that bias is having on our community. Black folks, houseless folks, mentally ill folks are not the enemy, but PPB makes sure they feel like the enemy."

- Current response times are not ideal or effective for reducing and preventing crime in Portland (Chart 1.7).
    » Adequate response times and proper follow-up is desired by the community and officers.
    » Better response times are believed to have the ability to reduce the feeling that certain communities are marginalized when it comes to addressing calls and resolving crime.
    » Reassessing the 911 Call Center (BOEC) protocol and prioritizing call response categories is believed to be necessary to improve response times.

"There are clear racial biases, specifically against the black community. Please find a way to deal with these. Black people are unfairly stopped for crimes but ignored when in trouble."

5% Never
4% Always
18% Rarely
29% Often
44% Sometimes

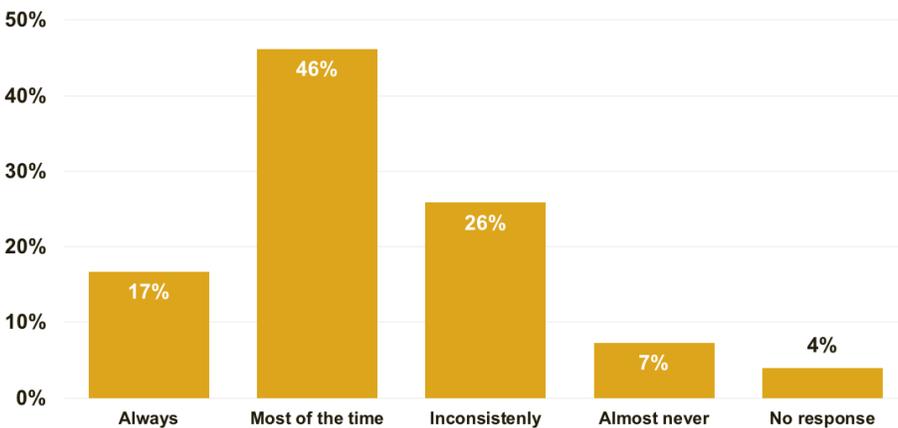CHART 1.7: Are Police Response Time Appropriate?

Overall, the Portland Community believes Portland Police's response times need to improve, with 67% believing response rates are sometimes, rarely or never appropriate.

3 Increase partnerships to augment capacity and increase impact

- Effective partnerships with government agencies and other organizations are believed to be necessary to adequately respond and address the current demands on the PPB. Specific response partnerships include (Appendix A.3):
  - » Social service organizations that help address Portland's houseless issue.
  - » Mental health and trauma professionals.
  - » Representatives to assist with language accessibility issues, both spoken and signed.
- Additionally, increased support and collaboration from the city council/Mayor's office is believed vital to decrease crime in Portland.

- Officers require clear partner resources to help and direct mental health and houseless persons to helpful, impactful care.
  - » Resources like Enhanced Crisis Intervention Team (ECIT) officers are seen as useful in resolving a mental health crisis (Chart 1.8).
- The community believes itself to be one of the most effective partners available to the PPB in reducing crime (Appendix A.3).

CHART 1.8: Calling an Enhanced Crisis Intervention Team (ECIT) officer to assist in a mental health crisis is useful for effectively resolving the situation

Category	Percentage
Always	17%
Most of the time	46%
Inconsistenly	26%
Almost never	7%
No response	4%

63%

of officers believe that current partner resources, such as Enhanced Crisis Intervention Team (ECIT) officers, are useful in resolving a mental health crisis.

"I don't have the resources to fix the problem. I don't have a hospital to take them to or resources to give them."
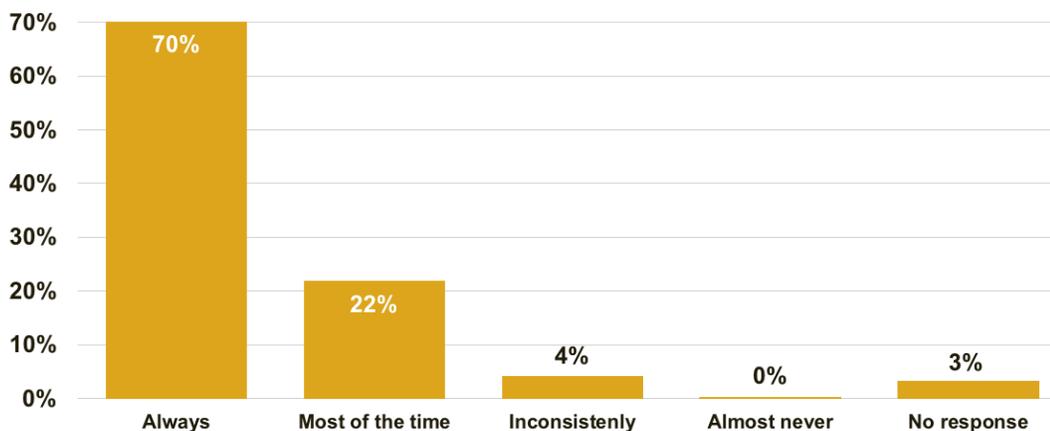
"Work with community organizations and social services to create strategies that keep marginalized people out of jail and link them with affordable housing, mental health and addiction services, and harm reduction techniques."

4 Rethink the approach to Portland's houseless and mental health communities

- It is believed by both the Portland community and the PPB that the impacts of the housing and mental health crises need to be a primary focus of the PPB, but differentiation between non-criminal and criminal activities related to these crises is required.
- This call for prioritization of houseless and mental health needs is supported by the PPB, as 92% of officers believe effectively responding to mental health calls is a priority for the PPB (Chart 1.9).
- It is believed that supplemental social resources and political will are required to adequately help the community and the PPB address the issue.
- Community members are aware of the complications surrounding this issue, but want to see progress in the interest of community safety.
- The community believes focusing on mental health training is the first step.

CHART 1.9: Responding effectively to mental health calls is a priority for PPB

92%

of officers believe effectively responding to mental health calls is a priority for the PPB.

"Focus on social justice issues and participate in addressing root causes of crime. We cannot arrest our way out of homelessness or drug use. [The PPB] should become a national model for de-escalation of force and training to deal with mental health and addiction issues."

5 The community understands the difficulty of the police's role

- It is understood that the PPB is expected to deal with systemic societal issues that are not necessarily in their control or within their current scope.

- The community is aware that social service organizations that could help address the social safety issues that can influence crime are constrained due to limited resources, both in Portland and at the Federal level.

- Community members appreciate the risks officers face every day in serving their communities and understand that isolated poor performance should not characterize the broader organization.

  » Officers do not experience this sentiment however, as 91% of Police Officers agree to some extent that the public doesn't understand what it means to be a cop (Appendix A.4).
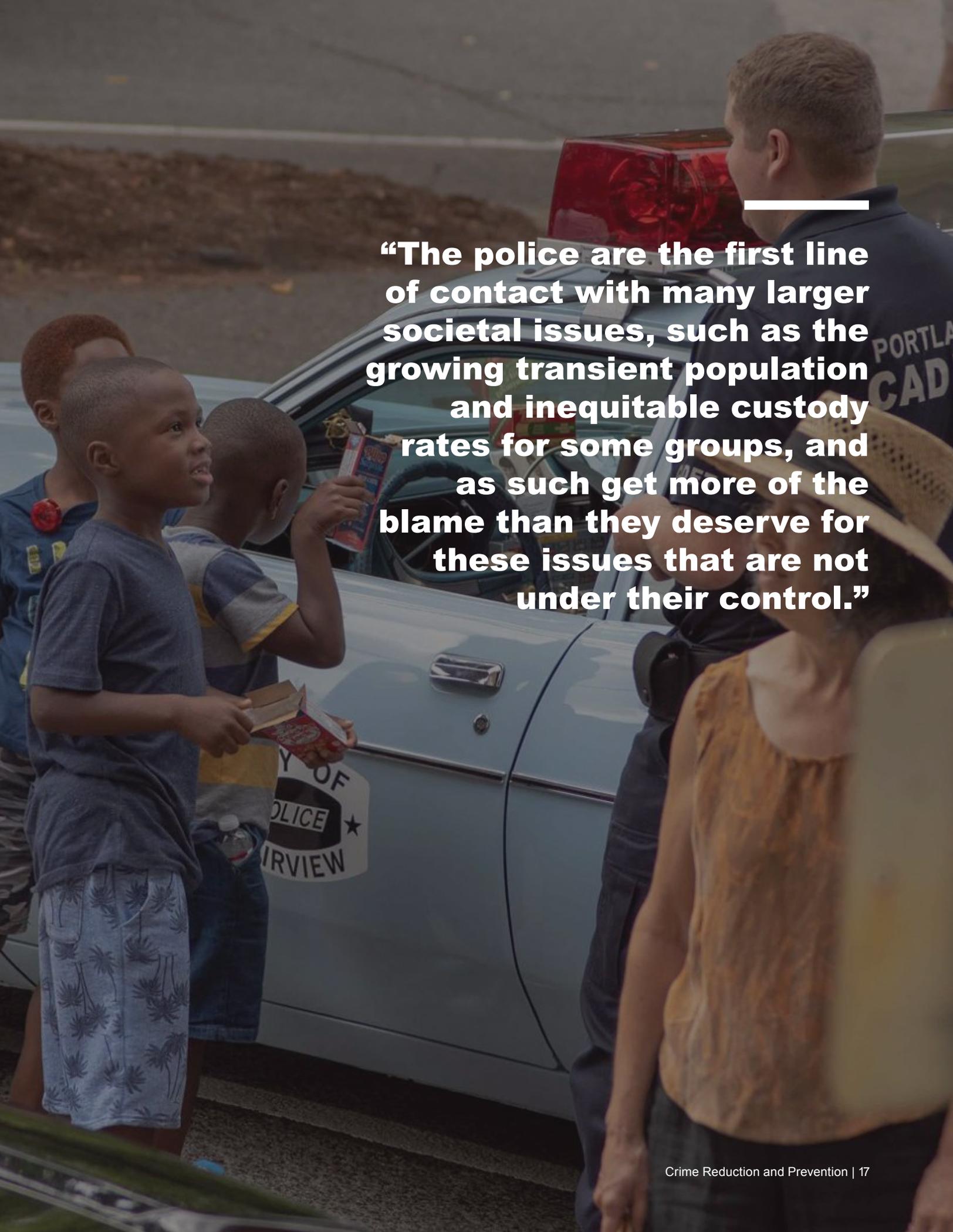
"I do thank the many wonderful officers out there who keep our city safe and love working with the community and all the individuals who live in it. I'm sure it can't be easy to be kind when you see the worst of it all day long."

CRIME REDUCTION AND PREVENTION IMPLICATIONS

1. Without the political will to comprehensively address Portland's houseless crisis, the PPB will continue to serve as first responders to Portland's houseless community. This role as first responder requires a different skill set than is currently recruited and trained for.

2. In the absence of a clear definition, understanding, and collective set of values (community and PPB) related to quality of life crimes, the PPB will continue to be unclear regarding their role in enforcing and preventing these crimes.

3. How the PPB finds the balance between police presence and officer safety may be imperative to living into the first pillar of 21st century policing [Building Trust and Legitimacy] as it will either:

    • Continue to perpetuate a perception of the Portland Police as an occupying force, characterized by over-policing, over enforcement of crimes and community distrust

    • Instill a perspective of a legitimate authority whose enforcement for crimes will enhance community trust

4. Given the desire to increase partnerships, how the PPB leverages community assets and resources will be a key determinant to enhancing capacity and increasing impact.

"The police are the first line of contact with many larger societal issues, such as the growing transient population and inequitable custody rates for some groups, and as such get more of the blame than they deserve for these issues that are not under their control."

COMMUNITY ENGAGEMENT AND INCLUSION

The community and Bureau want to go beyond "check the box" community engagement and authentically build positive community relationships.
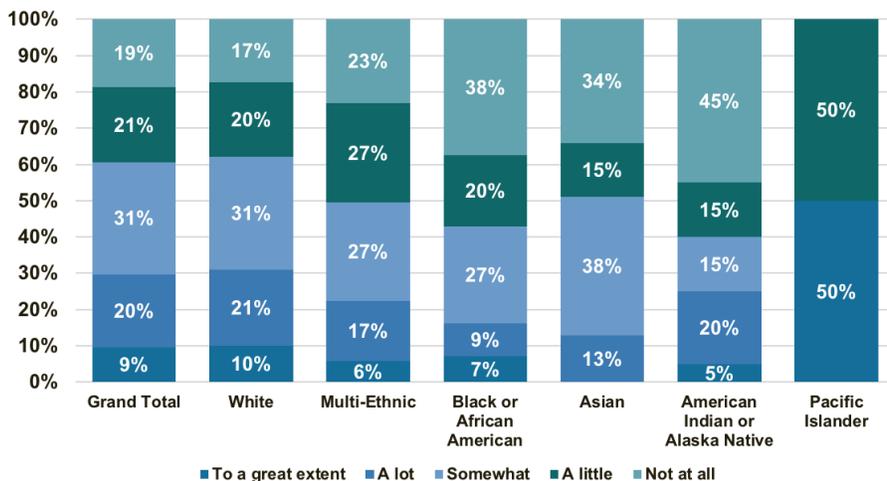
Portland Police Bureau

1 The PPB is currently operating from a trust deficit and is seen as separate from the community

- 71% of the community indicate that they don't have a high level of trust with the Portland Police Bureau. This lack of trust grows in communities of color. (Chart 2.1).

- In the community's opinion, this diminished community trust is the largest barrier to an effective and efficient police force and safe communities throughout Portland (Appendix A.2).

- 71% of community respondents view the Portland Police as being an outsider or somewhat of an outsider in their community (Appendix A.5).

- The community further believes that the Portland Police don't always have the best interest of the communities they serve in mind (Chart 2.2).

"Without trust being built first, police officers seen in the community will not be viewed as community building, but rather as an oppressive force against us. We have to believe that they are there to help."
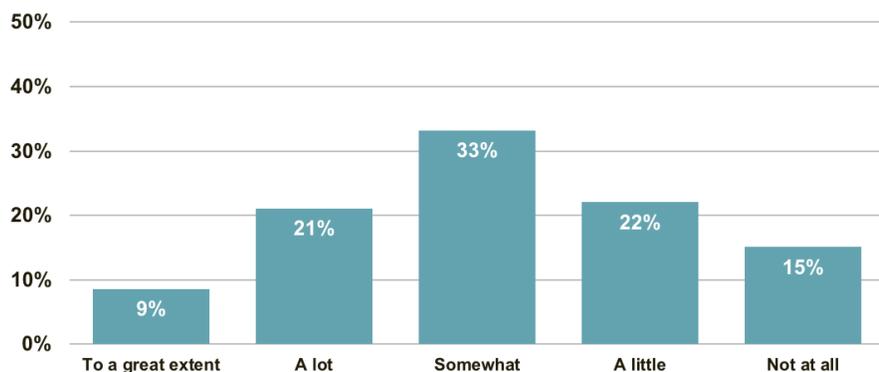
CHART 2.1: To what extent does your community have a trusting relationship with the Portland Police?

	Grand Total	White	Multi-Ethnic	Black or African American	Asian	American Indian or Alaska Native	Pacific Islander
Not at all	19%	17%	23%	38%	34%	45%	50%
A little	21%	20%	27%	20%	15%	15%	50%
Somewhat	31%	31%	27%	27%	38%	15%	
A lot	20%	21%	17%	9%		20%	50%
To a great extent	9%	10%	6%	7%	13%	5%	

■ To a great extent ■ A lot ■ Somewhat ■ A little ■ Not at all

71%

of community respondents only trust the police somewhat, a little or not at all. This lack of trust grows in communities of color, specifically 85% in Black or African American communities, 87% in Asian communities, 77% in multi-ethnic and 75% in American Indian communities, of which 45% do not trust the police at all.

CHART 2.2: To what extent does the Portland Police make decisions in the best interest of your community's safety and well-being?

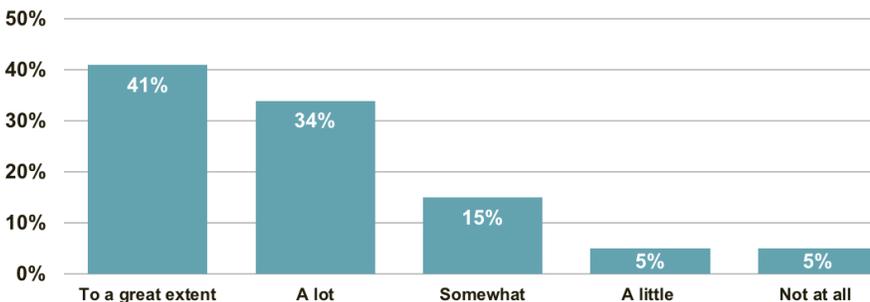| To a great extent	A lot	Somewhat	A little	Not at all
9%	21%	33%	22%	15%

70%

of community respondents believe the Portland Police make decisions that only somewhat, a little, or not at all align with the community's safety and well-being, supporting the idea that expanded community inroads and engagement are necessary.

2 The community and the PPB both desire increased community engagement

- Community members would welcome a more community involved and relationship-based approach to policing in Portland (Chart 2.3).

- Communities and officers alike are ready and willing to work together to make this happen and create positive inroads to communities.

- Positive examples and outcomes of effective community engagement and policing have been experienced by the community.

- Community members would like to know the officers who patrol their neighborhoods and build better relationships with them.

- The community identifies the most important parts of effective community engagement and inclusion as (Appendix A.6):

  » Transparency in policies, procedures and decision making.

  » Mutual trust between the community and the police.

  » Visible police presence.

  » Cultural awareness.

CHART 2.3: To what extent would you welcome a more community involved and relationship-based approach to policing

75%

of community members would welcome a more community involved and relationship-based approach to policing.

"In order for people to trust the police they have to know them. The police would benefit the city by coming to neighborhood association meetings regularly, coming to the playground and parks so they meet people in recreational settings, and knocking on doors so people know the officers assigned to their neighborhood. If we are to trust police and police to trust us, we have to know each other."
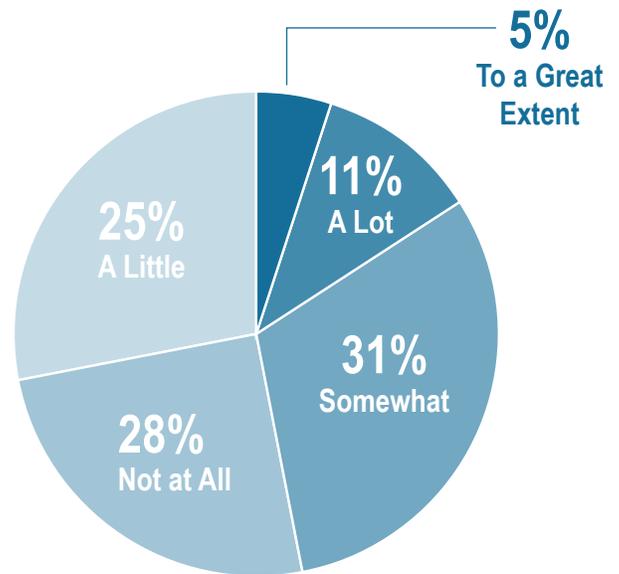
"We have a mixed [community engagement] culture at best. We try and capture an approach on paper, which is challenging. In theory, we should be doing this the entire time but we have fewer cops working now than we did years ago and demand has gone up. My ability to provide high level service has gone down."

3 Develop an authentic, focused and resourced community engagement and policing program

- Currently, the community's experience with the PPB and authentic community engagement is limited (Chart 2.4).

- Officer and community members alike believe effective community engagement requires authentic strategies that go beyond the perceived PPB strategy of attending community events. This includes:

  » Community involvement in policy and response tactic development.

  » A consistent visible police presence that gets out of the patrol car, conducts more foot patrols and builds relationships in the neighborhoods they serve.

  » Attending and engaging citizens at community events, organizations and places of business.

  » Going beyond the call and conducting proactive police work in communities.

  » Increased cultural bias and cultural awareness training.

CHART 2.4: To what extent are efforts made by the Portland Police to engage your community in an authentic way?

5%
To a Great Extent

11%
A Lot

31%
Somewhat

28%
Not at All

25%
A Little

84% of community respondents suggest their experience with the Portland Police and authentic community engagement is limited.
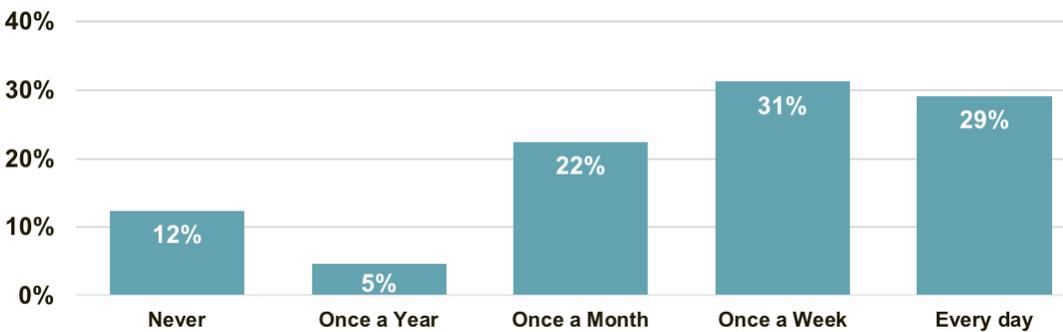
"Community Engagement in Portland is a public relations effort, not a priority. It's not authentic. You have to listen."

- However, the community is split on how often they would like to see this authentic engagement (Chart 2.5).
- Officer turnover through assignments limits PPB's ability to create community inroads and develop the relationships necessary to build connections in community neighborhoods.
- Limited resources and call demand prevent officers from conducting meaningful community engagement and call into question the PPB's commitment to and prioritization of an effective community engagement and policing program.
- PPB's presence in communities can be seen as militaristic given their equipment and weaponry.
  » This is thought to be counterproductive to building trust in communities.
  » Some would like more opportunities to engage with officers whose uniform appearance is toned down.
- Police facilities are also seen as uninviting and potentially threatening.

"Be visible. Get out of the cars and speak to people, cops need to walk a beat in downtown."

CHART 2.5: How often would you like to see a Portland Police Officer in your neighborhood positively interacting with residents?

Never	Once a Year	Once a Month	Once a Week	Every day
12%	5%	22%	31%	29%

Opinions vary across communities as to the desired frequency of seeing Portland Police Officers in their neighborhood.
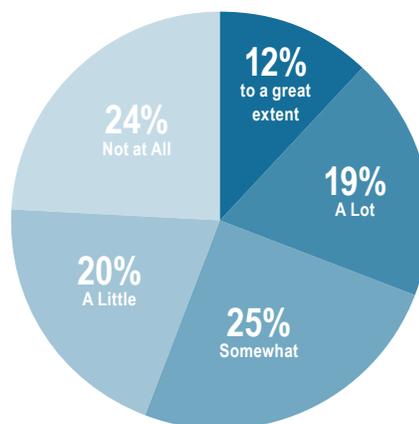

"We used to have good community engagement programs, but it seems to have fallen off over the years given our capacity constraints. We got rid of the horses and people really responded to that."

4 Increase accountability and acknowledgment of historical injustices

- The community believes accountability in the PPB is lacking (Chart 2.6), demonstrated by a perception of tolerance for bias and racism, past union decisions, and a lack of transparency in disciplinary action and decision making.

- The community and some officers feel that an acknowledgment of the history of racism in Portland and in the PPB is a necessary first step to improved trust and legitimacy.

- Internally, perceptions vary around the level of accountability in the PPB (Chart 2.7), with some being hesitant to call out wrongdoings in the Bureau.

- Some believe accountability is selective, not applied equitably across the PPB, and potentially based on relationship or tenure.
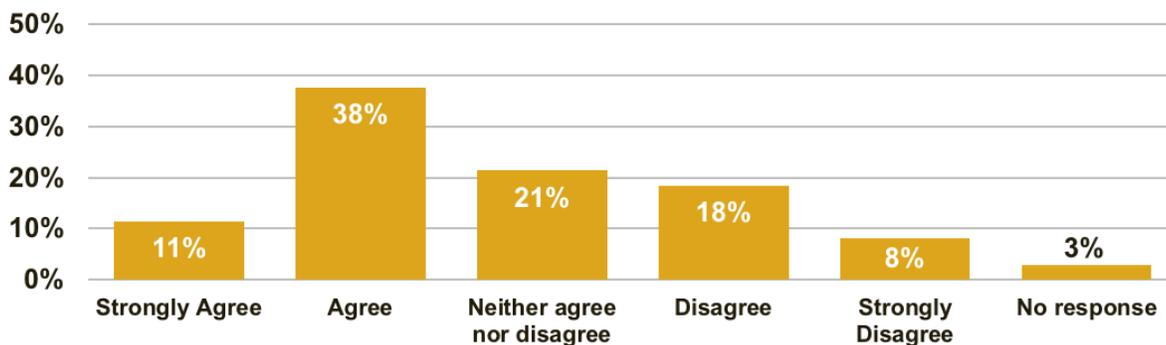
CHART 2.6: To what extent does the Portland Police hold their officers responsible for their actions?

- 12% to a great extent
- 19% A Lot
- 25% Somewhat
- 20% A Little
- 24% Not at All

69% of Community Respondents believe the Portland Police only hold their officers responsible for their actions somewhat, a little of the time, or not at all.

"In general, I find that most of the police officers are great and trying to do a good job, but I don't see appropriate actions when the ones outside the norm behave inappropriately. There is a lot of covering for those folks and it does a disservice to the police who are doing a good job keeping us safe. You need to renegotiate the consequences for those who don't act appropriately."

CHART 2.7: I am not afraid to blow the whistle on things I find wrong with my organization

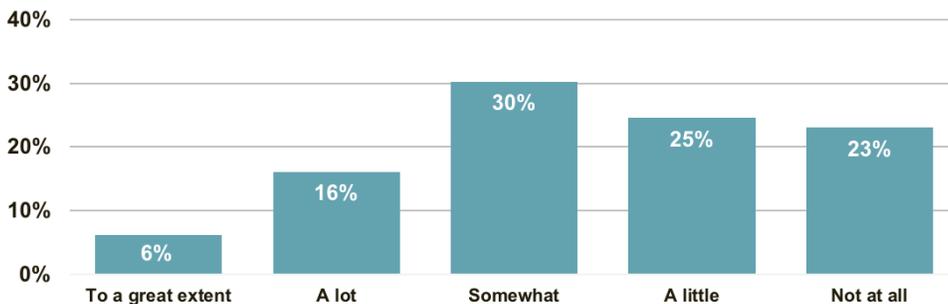|	
Strongly Agree	11%
Agree	38%
Neither agree nor disagree	21%
Disagree	18%
Strongly Disagree	8%
No response	3%

Internally, the PPB has a split culture of accountability. 49% of sworn officers agree that they are not afraid to hold their organization accountable. The other half is unsure or disagrees.

5 The community desires effective, clear and strong communications

- Community members believe that the PPB is not effective at engaging and listening to the community to hear their concerns (Chart 2.8).

- Community specific methods to communicate and share messaging about how the PPB works, makes decisions and involves the community are all desired.

- Cultural, language, and special needs competency is seen as part of an effective community engagement and communication strategy.

- Community members believe a focus on positive communications that shares "model" examples of officer conduct would help close trust gaps and create a more favorable environment for effective community engagement and policing.

- Similar to previous themes, community members and officers alike believe more time spent on communicating the "why" of certain outcomes and providing clear follow-up are important to improved engagement.

- Many officers believe a more transparent approach to communication is a key part of policing and effectively serving their communities, but indicate capacity demands limit their ability conduct such effective communication.

- Community survey respondents believe the best ways to communicate with their communities are (Appendix A.9)
    » Community organizations.
    » PPB social media.
    » Next Door.

CHART 2.8: To what extent does the Portland Police listen to the concerns of your community?

78%

of Community Respondents feel that the PPB listens to their concerns some of the time, a little of the time, or not at all.

"I would love to see more articles and videos that introduce us to more of the delightful and heroic acts of everyday officers. I wish everyone saw the police as a force for good."

"PPB needs to put effort into showing us they are listening and working with us, not that they can walk through the neighborhood and hand out stickers."

IMPLICATIONS FOR COMMUNITY ENGAGEMENT AND INCLUSION:

1. PPB's ability to model the first pillar of 21st century policing [Building Trust and Legitimacy] and build trust within the Portland Community is directly tied to their ability and willingness to recognize past actions, empathize with community experiences and offer repair work.

2. Community relationships require time and patience. In the absence of a clear definition, policies, staffing, and a comprehensive community engagement strategy, which includes a bias for action, the community will continue to feel that efforts at community engagement are inauthentic.

3. The community relationships needed to effectively implement the fourth pillar of 21st century policing [Community Policing and Crime Reduction] requires time and patience. In the absence of capacity, clear definitions of community policing and engagement, focused policies resource deployment, and authentic engagement strategies, the community will continue to feel skeptical of the PPB's commitment to this pillar.

"Positive community relationships that are genuine and authentic have to be at the core of the strategic plan to build more community trust."

ORGANIZATIONAL EXCELLENCE

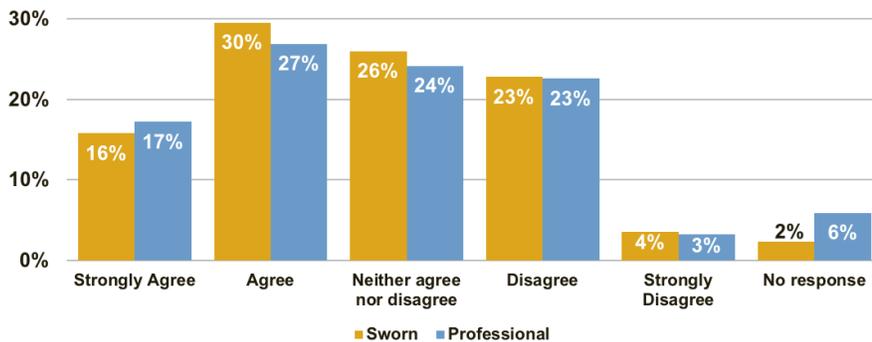*Create a culture of service rather than enforcement.*

Portland Police Bureau

1 New leadership provides an opportunity for a fresh start, but skepticism exists
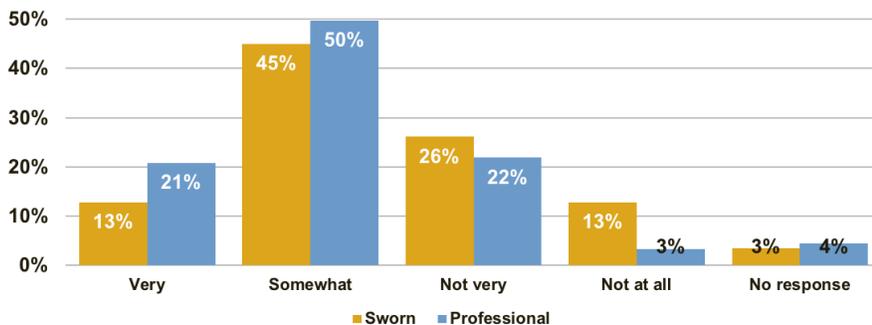
- Some community members and PPB officers are enthusiastic about new leadership at the PPB and believe it has potential.
- Skepticism continues to exist as many officers and professional staff still believe or are unsure if change is possible at the PPB (Chart 3.1).
- Negative perceptions of change are accompanied by a lack of support from some officers and professional staff on the current direction upper management is taking the PPB (Chart 3.2).
- Similar to internal perception, the community is unsure whether or not PPB is managed by professional leaders, with some citing a history of turnover in leadership and mismanagement of high-profile issues (Chart 3.3).
- Strong leadership is seen as one of the top elements of an effective police force (Appendix A.7).

CHART 3.1: It's really not possible to change things around here

46% / 44%
Sworn | Professional

staff believe change is not possible at the PPB.

CHART 3.2: How supportive are you of the direction that top management is taking this organization?

39% / 25%
Sworn | Professional

staff are not supportive of the current direction upper management is taking the PPB. Another 45% of sworn and 50% of professional staff are only somewhat supportive.

CHART 3.3: The Portland Police is well managed by professional leaders

71%

of the community respondents are unsure or disagree that the Portland Police Bureau is well managed by professional leaders.

2 Increase voice and transparency

- Opportunities exist for PPB's leaders to improve the effectiveness of their communications with the public and state their position on policing in Portland (Chart 3.4).

  » This opinion is more strongly held by sworn officers who would like to see their leadership take a stance on PPB's direction and their opinion on certain issues that officers are charged with handling.

- Opportunities to clearly and proactively communicate the PPB's position, ongoing efforts, and responses to community concerns include:
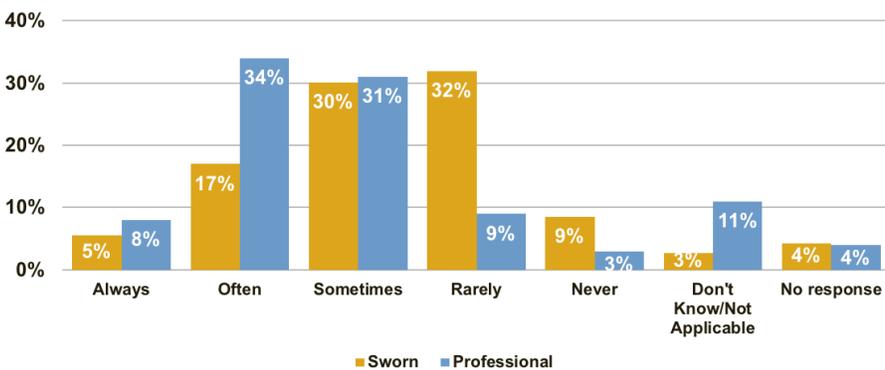
  » Educating the public about relevant and responsive trainings (e.g. mental health, use of force, trauma informed care, de-escalation).

  » Responding quickly and clearly to use of force actions and other potentially controversial topics.

» Taking stronger positions on social issues such as houselessness and mental health.

» Communicating clearly the barriers and constraints the PPB faces in responding to or addressing certain issues.

» Educating the public on the PPB's role in public safety.

» Promoting positive examples of model police work and community engagement.

» Increasing community communications and transparency about accountability actions related to poor performance.

» Following up effectively with victims of crime and clearly explaining resolutions or next steps.

- Communications with the public should be non-bureaucratic and easily accessible to all.

CHART 3.4: Leadership communicates effectively with the media and public

	Always	Often	Sometimes	Rarely	Never	Don't Know/Not Applicable	No response
Sworn	5%	17%	30%	32%	9%	3%	4%
Professional	8%	34%	31%	9%	3%	11%	4%

■ Sworn ■ Professional

71% / 43%
Sworn *Professional*

staff believe leadership effectively communicates with the media and public sometimes, rarely, or never.

"Sometimes the public is confused by things officers say, e.g. are their hands tied by the mayor or not, or is the reality they don't have all the tools/resources they need to do their jobs or is the issue the responsibility of other organizations."

"I do believe an excellent organization starts with leadership and how those leaders communicate to officers and community."

3 Align governmental and PPB leadership and support for effectiveness

- PPB and City leadership, as it relates to Police Bureau issues, are seen as making decisions based on the best interests of politics, rather than the best interest of the PPB and Portland's community members.
- There is a perceived conflict of interest given the city's leadership structure and the Mayor's position as the Commissioner.
- Even when the community and PPB staff align on changes, the labor union can, at times, undermine these changes, limiting the ability for progress in certain areas.

"There is a natural conflict of interest with the way the city and the police are structured. It introduces politics into police work. That is not the intention of our democracy."

"The mayor needs to support and stand behind the police force, and send a clear message of policy and procedure. The public needs to stop hearing 'our hands are tied, the mayor does not want us to respond to these types of crimes' from our local law enforcement."

4 Clarify the mission, sharpen the focus and set clear objectives
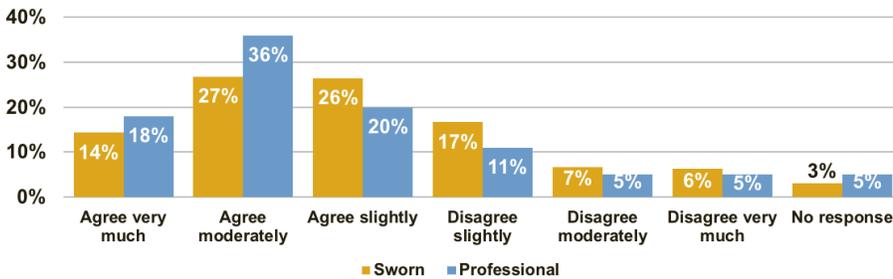
- Internally, there is a lack of clarity in the PPB's mission and goals with 30% of sworn officers finding the organizational goals unclear and 26% finding them only slightly clear (Chart 3.5).
- In the light of a changing city, limited resources, and stressed social systems, the community and PPB both agree the organization's mission and goals need to be refined or adjusted to address these changes.
- Once clear objectives and strategies are identified, it is believed that activities need to be prioritized.
- Sworn officers and professional staff believe PPB leadership could clarify their expectations of the organization (Chart 3.6) and communicate a consistent message for the path forward.
- Communicating these goals, reporting on them and providing explanations on progress are believed to be opportunities that would improve transparency with the public.

CHART 3.5: The goals of this organization are clear to me

	Sworn	Professional
Agree very much	14%	18%
Agree moderately	27%	36%
Agree slightly	26%	20%
Disagree slightly	17%	11%
Disagree moderately	7%	5%
Disagree very much	6%	5%
No response	3%	5%

30% / 21%
Sworn   *Professional*

staff disagree that PPB's organizational goals are clear.

CHART 3.6: Leadership sets clear expectations

	Sworn	Professional
Always	4%	11%
Often	25%	35%
Sometimes	43%	33%
Rarely	21%	12%
Never	3%	2%
Don't Know/Not Applicable	1%	2%
No response	4%	5%

67% / 47%
Sworn   *Professional*

staff believe leadership only sometimes, rarely or never set clear expectations.

"It would be helpful to have your definition of excellence. And to see how that idea informs the plan you are developing. It would also be helpful to publish at least an annual report on progress in meeting the goals of the plan."

5 Expand capacity and resources

- Most of the community believes the current level of PPB resources are inadequate to address the demands of a changing city (Chart 3.7).

  » The number of officers the PPB has is perceived by the community to be the second largest barrier to creating an effective and efficient police force and ensuring safe communities (Appendix A.2).

  » Adequate resources are seen as one of the most important elements of an effective PPB (Appendix A.7).
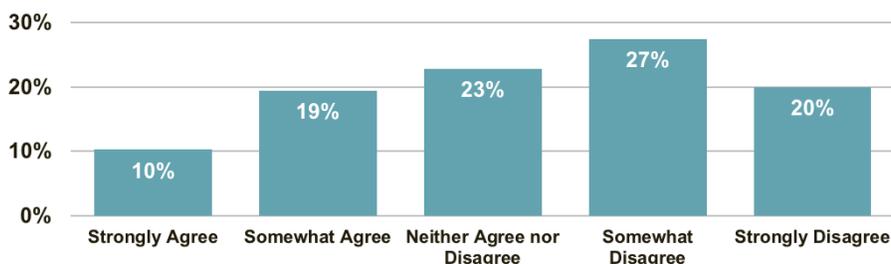
  » These sentiments on officer count and limited resources are shared by PPB sworn and professional staff.

- Some community members are fearful of more police. They believe more police in a bureau that is perceived to be biased could have a negative impact on certain communities.

- Sworn and professional staff feel that they have too much work to do (Chart 3.8) and that capacity constraint impact community engagement efforts, proactive policing, officer wellness and safety, response times, and public trust.

- Limited resources are strained by responding to a stressed social system and its outcomes.

- Capacity limitations have created a perception of an unresponsive police force in the community.

- Opportunities exist to leverage data-based decision making to more precisely focus and adequately deploy current resources.

- Opportunities exist to clarify how population, types of crime, societal issues, and PPB resource allocations are connected.

CHART 3.7: The Portland Police have resources to do their job well

Strongly Agree	Somewhat Agree	Neither Agree nor Disagree	Somewhat Disagree	Strongly Disagree
10%	19%	23%	27%	20%

70%
of community respondents are unsure or disagree that the PPB has the resources needed to do their jobs well.

CHART 3.8: I have too much to do at work

	Agree Very Much	Agree Moderately	Agree Slightly	Disagree Slightly	Disagree Moderately	Disagree Very Much	No Response
Sworn	27%	23%	25%	16%	4%	1%	3%
Professional	20%	20%	20%	21%	8%	7%	5%

75% / 60%
Sworn   Professional

staff feel that they have too much work to do.

"Until the number of officers is increased, the PPB will be stymied. Without enough officers, response times are decreased, officer back-up is negatively impacted, specialty units are unjustly cut, leadership is hampered and fewer crimes get prosecuted because there is not enough ability to do proper follow-up."

6 Reassess scope and transparency of training

- Opinions vary in the Portland community on the adequacy of PPB training to handle the demands of their jobs (Chart 3.9).

- The majority of officers believe they are competent in their training, however some opportunities exist to increase competency in all areas (Chart 3.10).
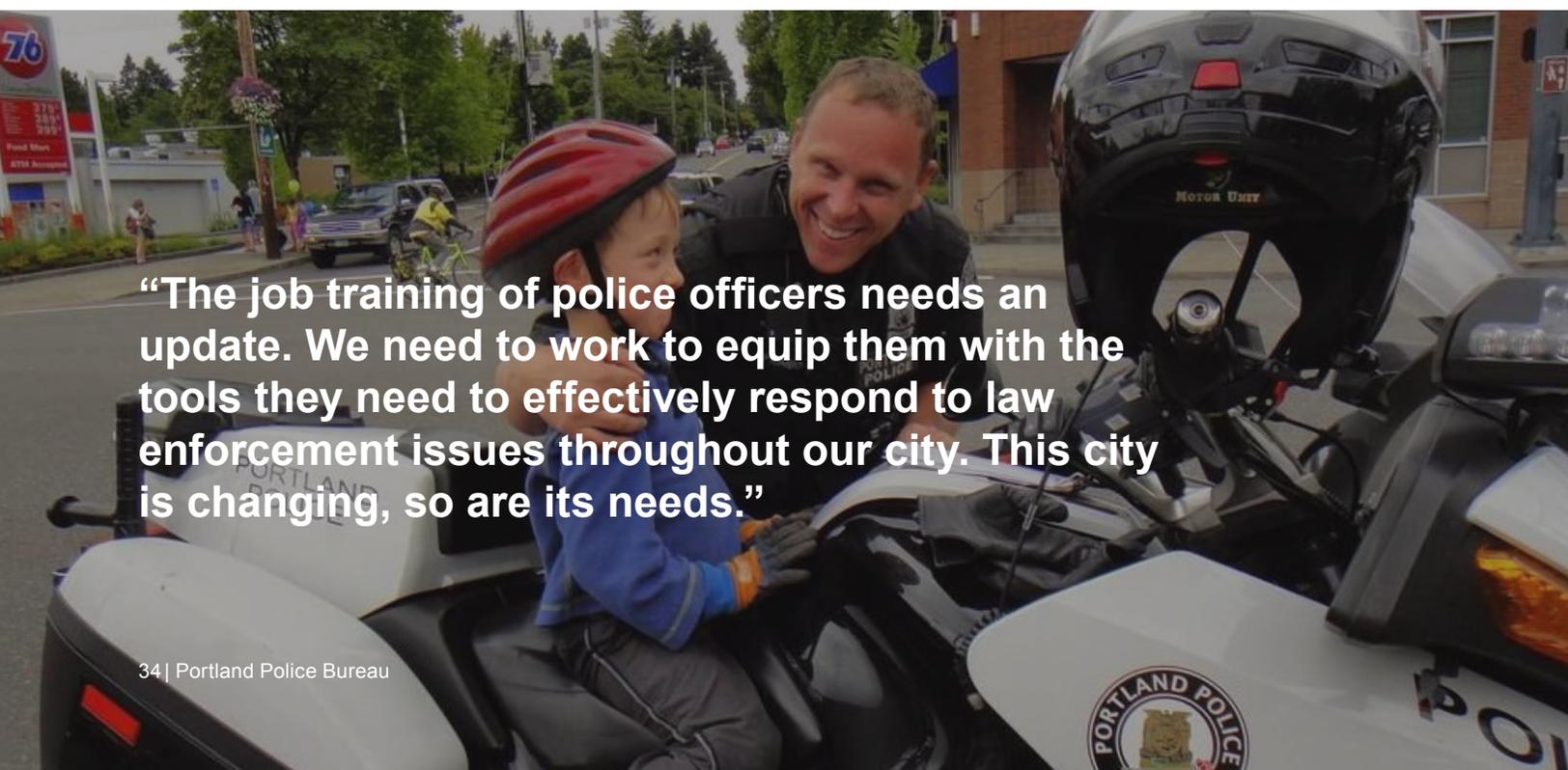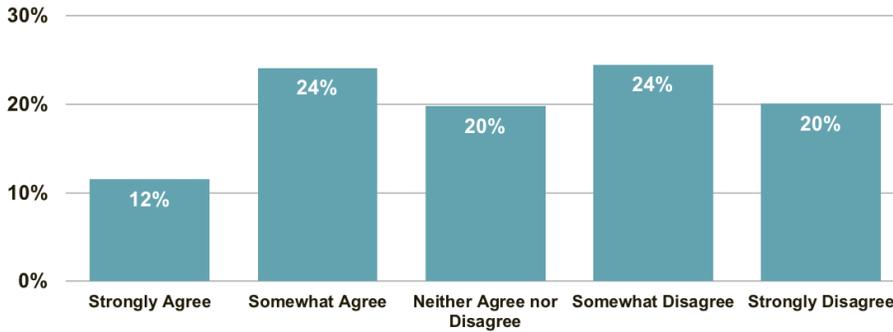   - » Officers believe their training is responsive to the changing needs of the community.
    - » Trainings could be more proactive vs. reactive, reducing incidences that create community demand for specific training needs.

- Officers think opportunities exist to balance 21st century training areas with traditional scenario-based training.
    - » Some officers believe that important trainings on shoot/don't shoot scenarios and non-lethal force have taken a back seat to de-escalation, mental health and implicit bias training due to political and community pressures (Chart 3.11).

- When asked, the community suggested the following training focus areas as priorities for officer effectiveness (Appendix A.8):
    - » De-escalation.
    - » Interpersonal and communication skills.
    - » Crisis intervention.
    - » Implicit bias.

- Cultural and implicit bias training is seen as a must for the PPB to regain legitimacy and trust in the community.

- Others believe that a social work curriculum would be beneficial.

- When alternative tactics are deployed, community perception of the PPB's response to behavioral health issues is improved.

"The job training of police officers needs an update. We need to work to equip them with the tools they need to effectively respond to law enforcement issues throughout our city. This city is changing, so are its needs."
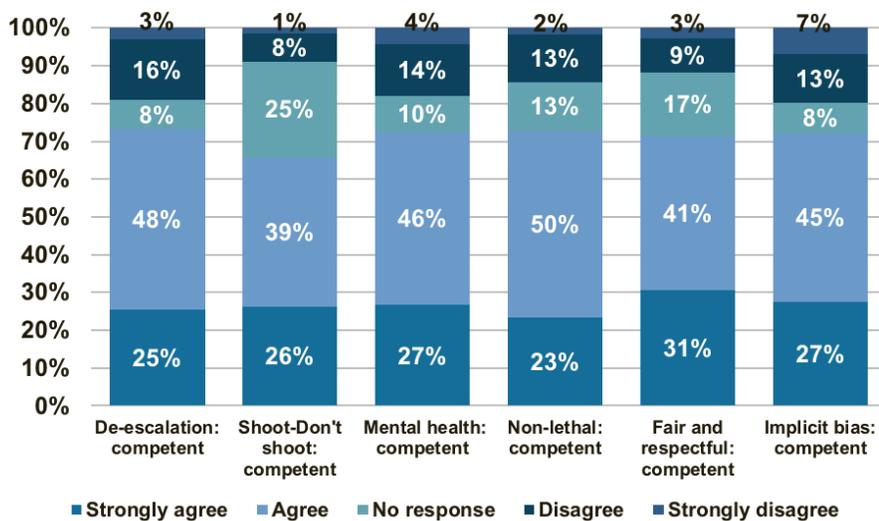
CHART 3.9: The Portland Police are adequately-trained to handle the demands of their job

Strongly Agree	Somewhat Agree	Neither Agree nor Disagree	Somewhat Disagree	Strongly Disagree
12%	24%	20%	24%	20%

64%
of community respondents neither agree/disagree or disagree to some extent that the PPB is adequately trained to handle the demands of their job.

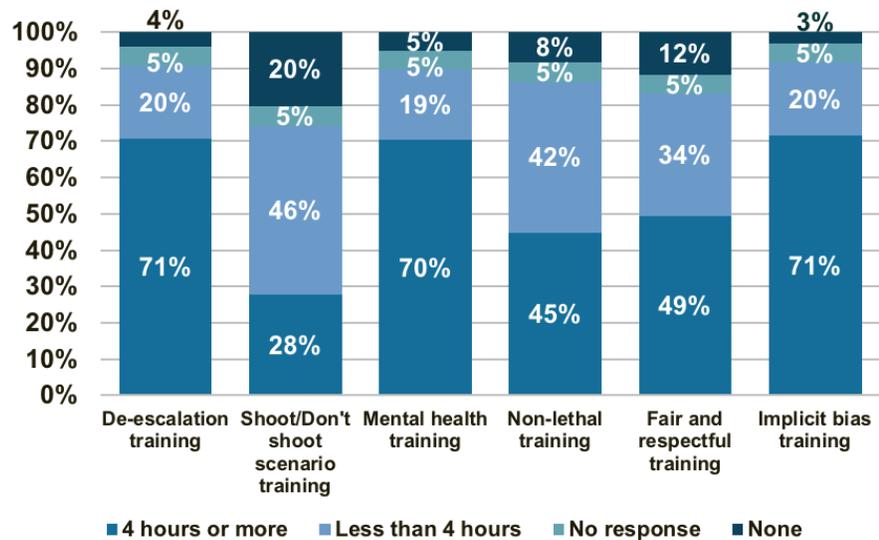**CHART 3.10: Training area competency**

	De-escalation: competent	Shoot-Don't shoot: competent	Mental health: competent	Non-lethal: competent	Fair and respectful: competent	Implicit bias: competent
Strongly disagree	3%	1%	4%	2%	3%	7%
Disagree	16%	8%	14%	13%	9%	13%
No response	8%	25%	10%	13%	17%	8%
Agree	48%	39%	46%	50%	41%	45%
Strongly agree	25%	26%	27%	23%	31%	27%

■ Strongly agree ■ Agree ■ No response ■ Disagree ■ Strongly disagree

71%
of sworn officers believe they are competent across training areas. However across areas on average 19% believe they are lacking competency.

CHART 3.11: In the PAST 12 MONTHS, how much training, if any, have you received in each of the following areas?

Training records show that officers have had at least four hours of classroom training in de-escalation, fair and respectful training (procedural justice), and implicit bias. Training on mental health, shoot/don't shoot, and non-lethal force are interwoven into various classes and scenario-based training.

	De-escalation training	Shoot/Don't shoot scenario training	Mental health training	Non-lethal training	Fair and respectful training	Implicit bias training
None	4%	20%	5%	8%	12%	3%
No response	5%	5%	5%	5%	5%	5%
Less than 4 hours	20%	46%	19%	42%	34%	20%
4 hours or more	71%	28%	70%	45%	49%	71%

■ 4 hours or more ■ Less than 4 hours ■ No response ■ None

4⁺ hours
The majority of officers perceive they have had more than 4 hours of training in implicit bias, mental health and de-escalation training. They also perceive their training in shoot/don't shoot scenarios, non-lethal force and fair and respectful training to be less than four hours or none at all.

7 Hire for a diverse, representative, responsive police force

- The community believes a diverse and representative police force would assist the PPB in:
  - » Bridging culture gaps in communities.
  - » Minimizing the impact of implicit bias on communities of color.
  - » Increasing the legitimacy and trust of the PPB.
  - » Creating a more effective approach to policing and community engagement.
- Building legitimacy and trust in communities of color is seen as vital to recruiting a diverse police force.
- Some believe that recruiting standards and approaches should also be revisited, including:
  - » Hiring from within the Portland community.
  - » Hiring from a social service background.
  - » Expanding psychological profiling and assessment.
  - » Creating more stringent requirements for becoming a police officer.

"I wonder how the PPB recruits, and how excellent young people could learn about how they could help their communities and neighborhoods by being police officers. How do you find those fine young people?"
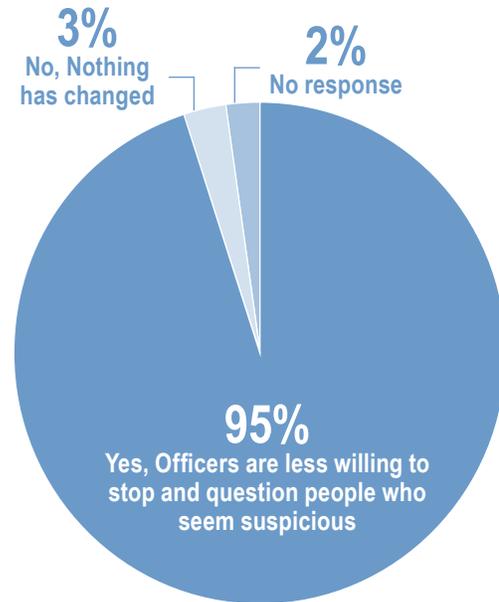
"Make an effort to recruit officers from a public health background, or from diverse backgrounds."

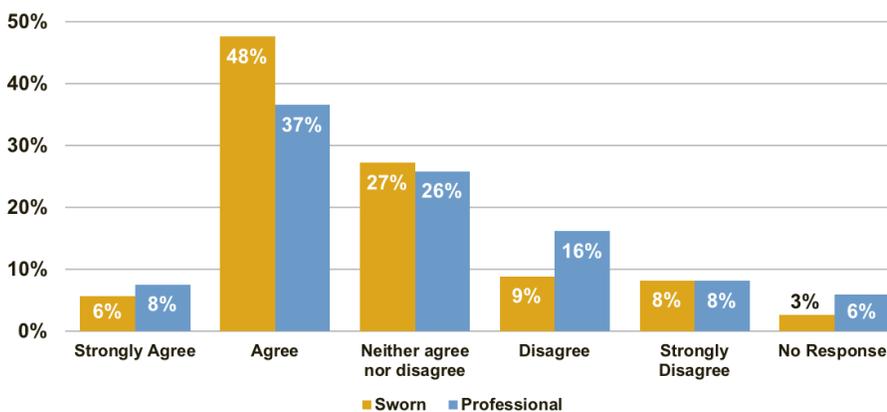# 8 Establish clear and consistent policies and procedures

- Constantly changing policies can leave officers unclear about their roles, responsibilities and the PPB's expectations.

- Interpretation of certain policies and procedures varies across leadership. The negative effects of this are compounded as leaders rotate across precincts and divisions.

- Officers believe the settlement agreement has increased the amount of policies officers are required to follow, contributing to clarity issues and adding to capacity constraints.

- Sworn officers are less willing to stop people who seem suspicious (Chart 3.12).

  » Unclear policies and varying interpretations influence hesitation in making contact, as officers worry about the interpretation of their response tactics and potential punitive consequences.

- A lack of clear and consistent policies and procedures also negatively impacts officer standards and the understanding of what is expected of them.

  » 44% of sworn officers are to some extent unsure of their awareness or unaware of their performance standards (Chart 3.13).

  » This sentiment is stronger among professional staff, 50% of whom report they are unsure of their awareness or are unaware of their performance standards.

CHART 3.12: With all of the criticism directed at the police today, are officers less willing to stop and question people who seem suspicious, or has nothing changed?

3% No, Nothing has changed

2% No response

95% Yes, Officers are less willing to stop and question people who seem suspicious

CHART 3.13: I am aware of the standards used to evaluate my performance

	Strongly Agree	Agree	Neither agree nor disagree	Disagree	Strongly Disagree	No Response
Sworn	6%	48%	27%	9%	8%	3%
Professional	8%	37%	26%	16%	8%	6%

44% / 50%
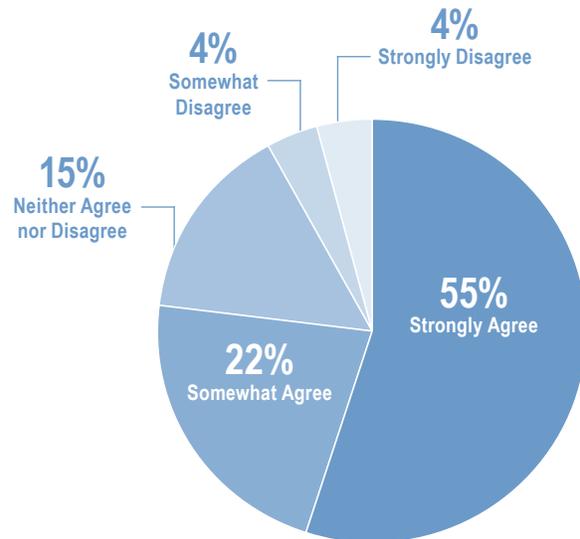*Sworn* *Professional*

staff are to some extent unsure of their awareness or unaware of their performance standards.

9 Focus on employee wellness

- Over half of PPB sworn officers indicate that they are somewhat, to high degree or to a very high degree, burnt out, frustrated, and emotionally exhausted by work (Chart 3.14).

- Officer wellness is seen by the public as being important to the PPB's success (Chart 3.15).

- The internal culture at PPB is not aligned with effective officer wellness and wellness is not prioritized.

- This is supported by the limited number of internal resources committed to officer wellness, specifically the number of full time employees dedicated to the PPB wellness program.

  » Additionally, sworn officers and professional staff are almost split in their opinion on PPB's ability to recognize employees who are having trouble on the job (Chart 3.16).

  » The majority of sworn officers believe that internal systems designed to identify officers at risk of getting in trouble are inefficient (Chart 3.17).

  » Some officers and professional staff believe that there is a stigma against coming forward with wellness concerns.

- Constrained capacity, limited resources, and lack of action impact officer wellness, specifically by:

  » Limiting officer's ability to provide quality customer service and adequate follow-up.

  » Influencing longer shifts and rotations, impacting stress levels and effective decision-making capabilities.

  » A lack of commitment to creating conditions that would promote officer wellness.
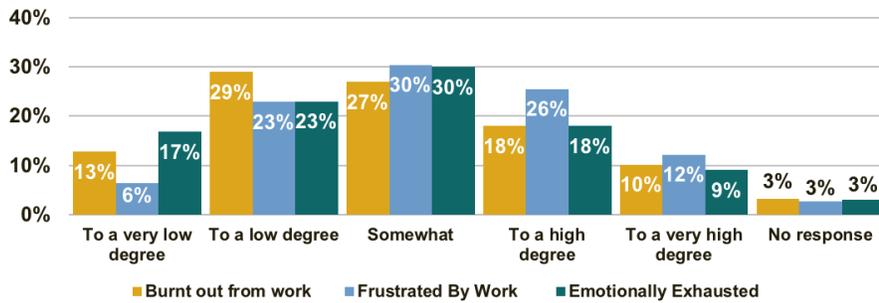
CHART 3.15: Officer safety and wellness is important to the success of the Portland Police Bureau

77% of the community believes officer safety and wellness is important to the success of the PPB.

"Officers also need ongoing and compulsory mental health care for themselves as members of an inherently stressful workplace."
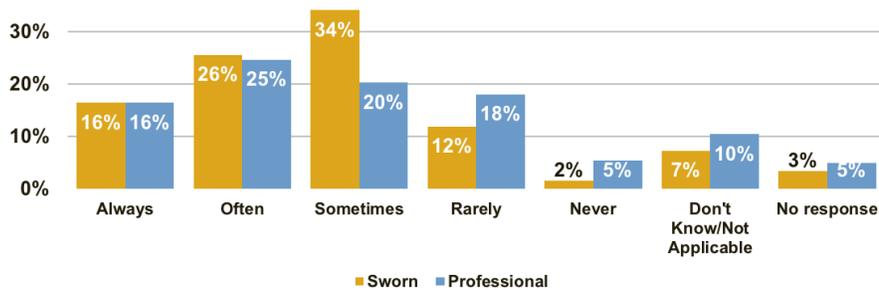
CHART 3.14: Officer Wellness

	To a very low degree	To a low degree	Somewhat	To a high degree	To a very high degree	No response
Burnt out from work	13%	29%	27%	18%	10%	3%
Frustrated By Work	6%	23%	30%	26%	12%	3%
Emotionally Exhausted	17%	23%	30%	18%	9%	3%

■ Burnt out from work ■ Frustrated By Work ■ Emotionally Exhausted

>50%

Over half of PPB sworn officers indicate that they are somewhat, to high degree or to a very high degree, burnt out, frustrated and emotionally exhausted by work.
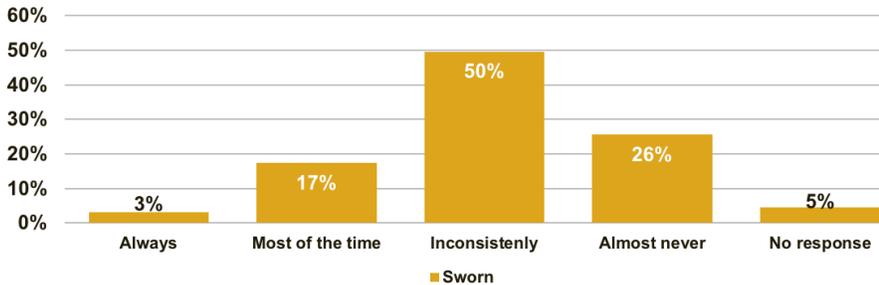
CHART 3.16: My supervisor recognizes when employees are having problems on the job

	Always	Often	Sometimes	Rarely	Never	Don't Know/Not Applicable	No response
Sworn	16%	26%	34%	12%	2%	7%	3%
Professional	16%	25%	20%	18%	5%	10%	5%

■ Sworn ■ Professional

48% / 43%
Sworn   *Professional*

staff believe that PPB is only effective in their recognition of employees having problems on the job sometimes, rarely, or never.

CHART 3.17: PPB's Employee Information System is effective at identifying officers who are at risk of getting in trouble

	Always	Most of the time	Inconsistenly	Almost never	No response
Sworn	3%	17%	50%	26%	5%

■ Sworn

76%

of sworn officers believe that the PPB's Employee Information System, designed to identify officers at risk of getting in trouble, is inconsistently or almost never effective.
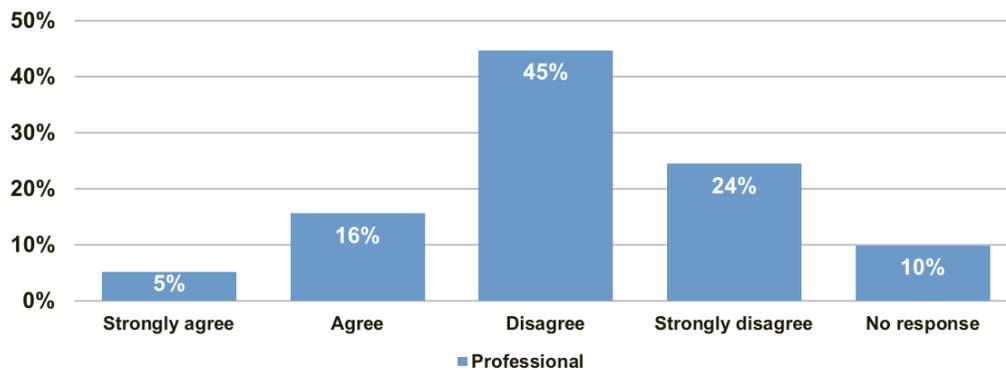

"We need to embrace the experts in this area. How do we realize what the effects really are of working in this field. What is the PTSD? The use of experts in trauma and dealing with PTSD is integral to addressing wellness."

10 Promote a collaborative, respectful and equitable internal culture

- Currently, cultural divisions exist between sworn and professional staff as 69% of professional staff believe they are not treated the same as sworn staff (Chart 3.18).
- Opportunities exists to cooperate more effectively and respectfully leverage the specialized knowledge of professional staff.
  » Nearly half of professional staff indicate some level of frustration with sworn staff not valuing their expertise (Chart 3.19).
  » Over half of professional staff feel their work is not appreciated (Chart 3.20).
- The turnover and assignment of sworn leaders into leadership roles within professional staff divisions can influence this cultural divide and limits leadership opportunities among professional staff.
- A little under half of sworn officers believe race influences the way an employee is treated, while this type of treatment is experienced less by professional staff (Chart 3.21).
- Opinions between sworn staff and professional staff are more aligned when it comes to the treatment of women, with 48% and 43% believing gender plays a role in the treatment of employees (Chart 3.22).
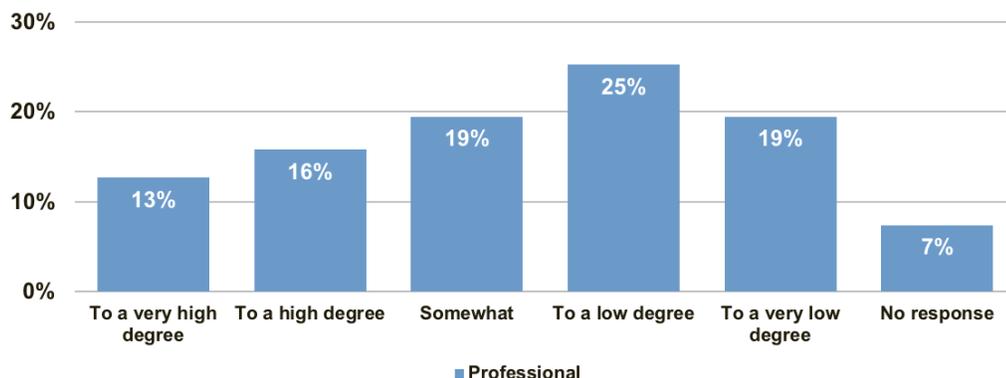
CHART 3.18: Employees are treated the same regardless of their sworn or civilian status

Strongly agree	Agree	Disagree	Strongly disagree	No response
5%	16%	45%	24%	10%

■ Professional

69%

of professional staff believe they are not treated the same as sworn staff.

CHART 3.19: Frustrated because my expertise is often dismissed by sworn members

To a very high degree	To a high degree	Somewhat	To a low degree	To a very low degree	No response
13%	16%	19%	25%	19%	7%

■ Professional

48%

of professional staff are frustrated to some extent that their expertise is often dismissed by sworn members.

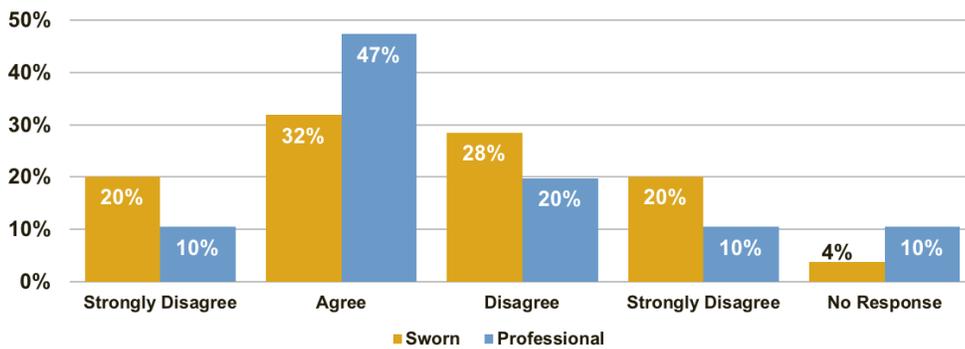**CHART 3.20: I do not feel that the work I do is appreciated**

Agree moderately	Agree slightly	Agree very much	Disagree moderately	Disagree slightly	Disagree very much	No response
14%	23%	16%	14%	15%	14%	5%

Professional

53%

of professional staff do not feel the work they do is appreciated.

CHART 3.21: Employees are treated the same regardless of their race

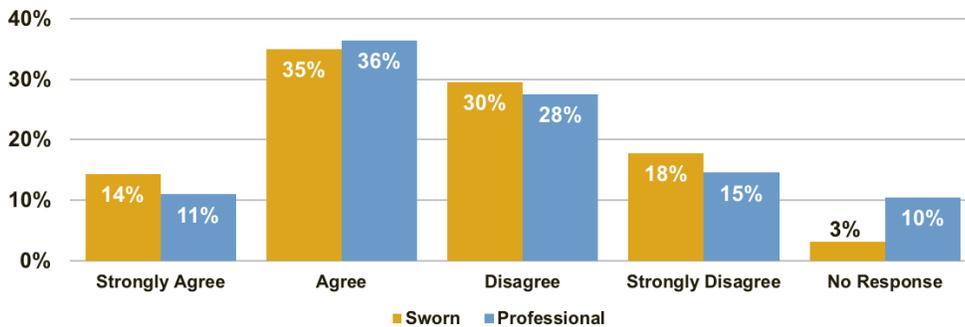|	Strongly Disagree	Agree	Disagree	Strongly Disagree	No Response
Sworn	20%	32%	28%	20%	4%
Professional	10%	47%	20%	10%	10%

Sworn Professional

48% / 30%
Sworn   Professional

staff believe to some level that people are treated differently based on race.

CHART 3.22: Employees are treated the same regardless of their gender

	Strongly Agree	Agree	Disagree	Strongly Disagree	No Response
Sworn	14%	35%	30%	18%	3%
Professional	11%	36%	28%	15%	10%

Sworn Professional

48% / 43%
Sworn   Professional

staff indicate to some level that people are treated differently based on gender.

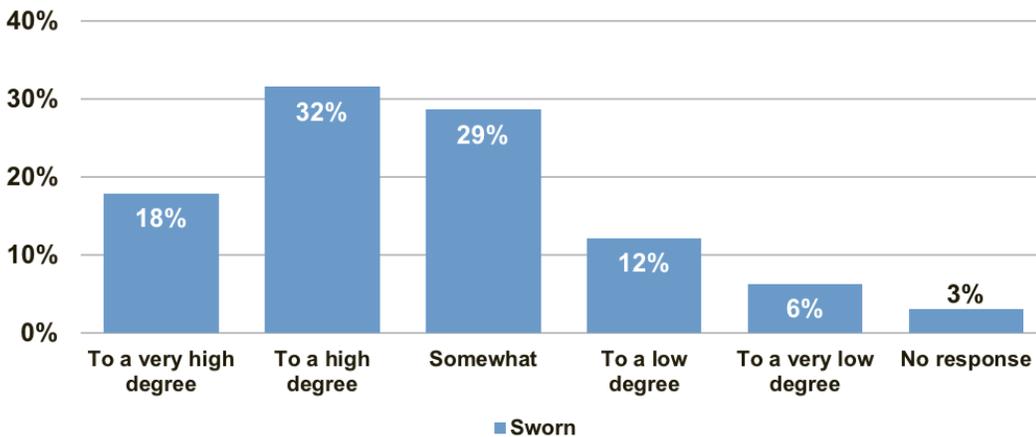# 11 Officers care and are customer service oriented

- There is a strong sense of responsibility to and desire for quality "customer service" and serving the community in a positive way.
- Officers do not believe they are above the law and understand they are there to serve the public in a respectful way.
- At times, the public's perception of the PPB can be discouraging for officers as many believe they give more than they get back (Chart 3.23). Many understand that this is a service job oriented in giving, but at times it can seem thankless.

Sworn Officers

81% of officers are committed to their profession

89% take pride in their job

78% find the job enjoyable

81% believe they should answer citizen questions

82% believe all people deserve respect

CHART 3.23: In working with the public, I feel I give more than I get back

Category	Value
To a very high degree	18%
To a high degree	32%
Somewhat	29%
To a low degree	12%
To a very low degree	6%
No response	3%

■ Sworn

50%

of officers feel they give more than they get back in working with the public.

ORGANIZATIONAL EXCELLENCE IMPLICATIONS

1. Without a clear culture of shared values between the community and PPB, there will continue to be a disconnect between how the PPB prioritizes wellness, shows respect (with the community, and within the Bureau between sworn and professional staff), and ensures equity (with the community and amongst ranks).

2. Leadership consistency - their vision, their focus, their voice – has a tremendous impact on the effectiveness of organizational operations. Without consistent leadership, the PPB will struggle to achieve its mission.

3. The second pillar of 21st century policing [Policy and Oversight] calls for clear and consistent policies and procedures that align with community values. In the absence of this, the PPB and the community will continue to feel disconnected and feel inequity in the application and enforcement of the law.

4. There is a hunger for clear and transparent communication within the PPB and the community. This void allows for narratives and stories that may not be based on facts and actual experiences impacting the organization's effectiveness and their ability to maintain a trusting relationship with the organization (by the community and PPB staff).

5. A police bureau's ability to operate at its best, under stressful conditions, is dependent on its ability to reduce stress and strain on its officers. The sixth pillar of 21st century policing [Officer Wellness and Safety] highlights this in strategies that address capacity constraints, shift lengths, the promotion of wellness cultures, and partnership support solutions. Unless the PPB prioritizes the resourcing of these strategies they will not be able to effectively meet the needs of the community they serve.

"Most officers are wonderful and hardworking."

SHARED VISION– COMMUNITY & BUREAU

BUREAU VISION

SHARED VISION

COMMUNITY VISION

🤝 SHARED VISION

- Community Inclusive & Engaged
- Adequately Resourced
- Trusted
- Communication Oriented
- Non-Violent, Supportive
- Proactive in Police Work
- Officer Specific Relationships
- Culturally Aware
- Clear Communication
- Examples of Model Police Behavior
- Transparent & Accountable
- Effective & Trained Leadership
- Strategically Partnered
- Clear Priorities & Objectives

- Independently Structured
- Equitable & Unbiased
- Uninfluenced by Politics
- Appropriate Response Times
- Assists the Needs of a Growing Mental Health & Houseless Population
- Diverse
- Acknowledges the Past
- Foot Patrols & Business Check-Ins
- Clear Processes & Procedures
- Effective & Efficient Data
- Standardized & Consistent Interpretation of Policies Directives
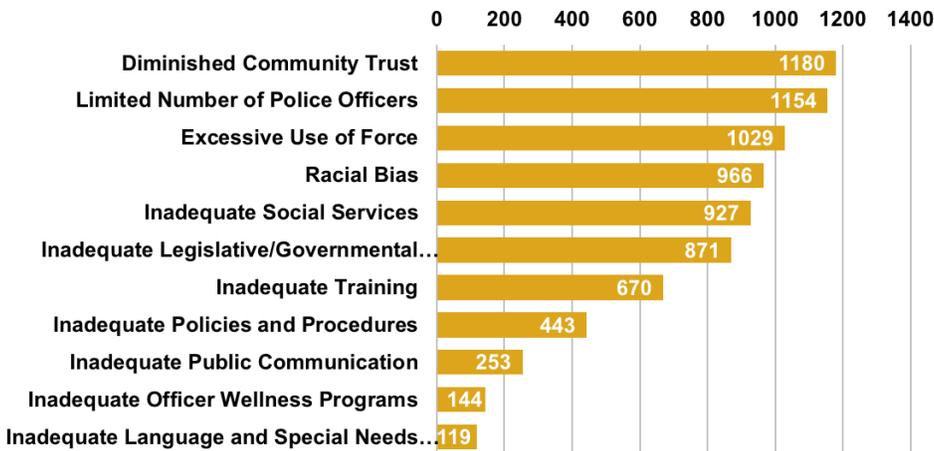
APPENDIX

Portland Police Bureau

APPENDIX

A.1: Focus Group Details

1. Schools, Students and Parents
2. Youth and Youth Services
3. Social Services Organizations (Including Houseless Services and Low-income Housing)
4. Medical and Mental Health/Addiction
5. Victim's Rights Organizations
6. Downtown/Old Town Businesses
7. Leaders of Multicultural and Immigrants Organizations (IRCO, NAYA, Russian Speaking Network, etc.)
8. Leaders of Portland's African American Community
9. Outer East Portland
10. Neighborhood Representatives
11. Spanish (Bilingual Meeting)
12. Russian (Bilingual Meeting)
13. Vietnamese (Bilingual Meeting)
14. Senior Citizens and People with Disabilities
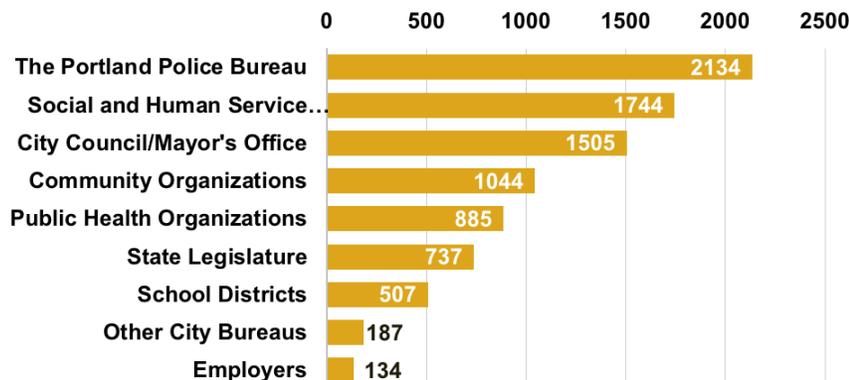15. People with Experience Accessing Social Services

A.2: Barriers to and effective and efficient police force and safe communities (community survey)

In your opinion, what do you believe are the TOP THREE barriers to an effective and efficient police force and safe communities?

Barrier	Value
Diminished Community Trust	1180
Limited Number of Police Officers	1154
Excessive Use of Force	1029
Racial Bias	966
Inadequate Social Services	927
Inadequate Legislative/Governmental…	871
Inadequate Training	670
Inadequate Policies and Procedures	443
Inadequate Public Communication	253
Inadequate Officer Wellness Programs	144
Inadequate Language and Special Needs…	119

A.3: Groups/entities that are in a position to have the most impact on crime in Portland? (community survey)

TOP THREE groups/entities that are in a position to have the most impact on crime in Portland?

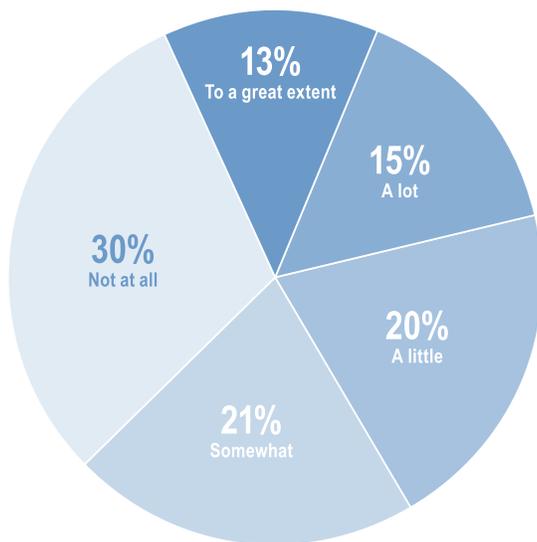| Group/entity	Value
The Portland Police Bureau	2134
Social and Human Service…	1744
City Council/Mayor's Office	1505
Community Organizations	1044
Public Health Organizations	885
State Legislature	737
School Districts	507
Other City Bureaus	187
Employers	134

A.4: Public understanding of what it means to be a cop (sworn survey)

The public doesn't understand what it means to be a cop.

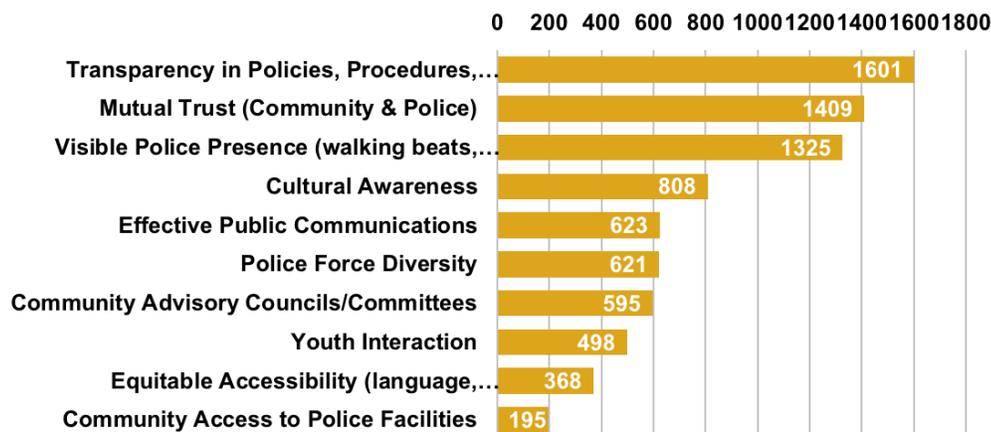| Response	Percentage
Strongly agree	52%
Agree	39%
Disagree	3%
Strongly disagree	(~0%)
No response	5%

A.5: Portland Police as a part of the community (community survey)

To what extent do you view the Portland Police as a part of your community?

Response	Percentage
To a great extent	13%
A lot	15%
A little	20%
Somewhat	21%
Not at all	30%

A.6: Important parts of effective community engagement and inclusion (community survey)

What do you believe are the TOP THREE most important parts of effective Community Engagement and Inclusion?

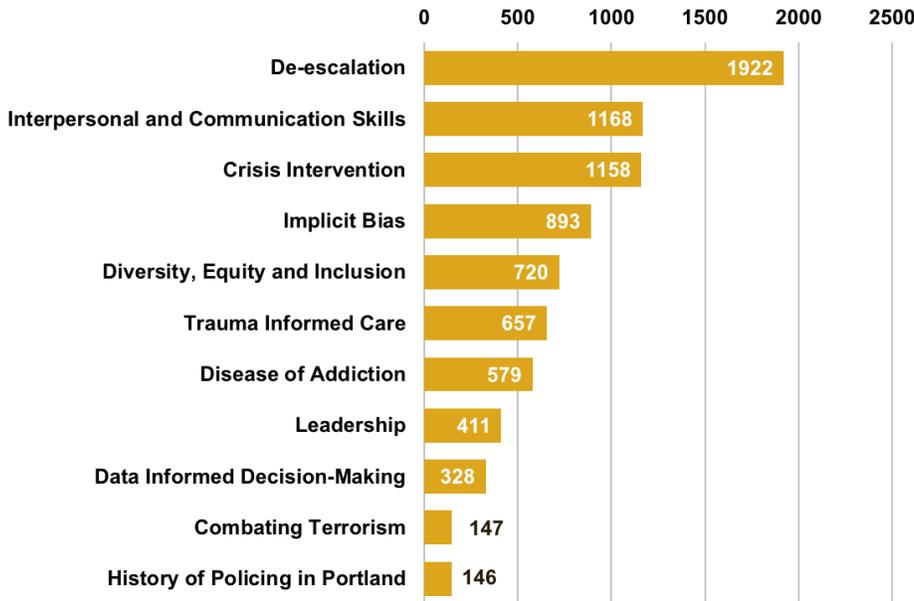| Category	Value
Transparency in Policies, Procedures,…	1601
Mutual Trust (Community & Police)	1409
Visible Police Presence (walking beats,…	1325
Cultural Awareness	808
Effective Public Communications	623
Police Force Diversity	621
Community Advisory Councils/Committees	595
Youth Interaction	498
Equitable Accessibility (language,…	368
Community Access to Police Facilities	195

A.7: Important factors in creating a more effective Portland Police Bureau (community survey)

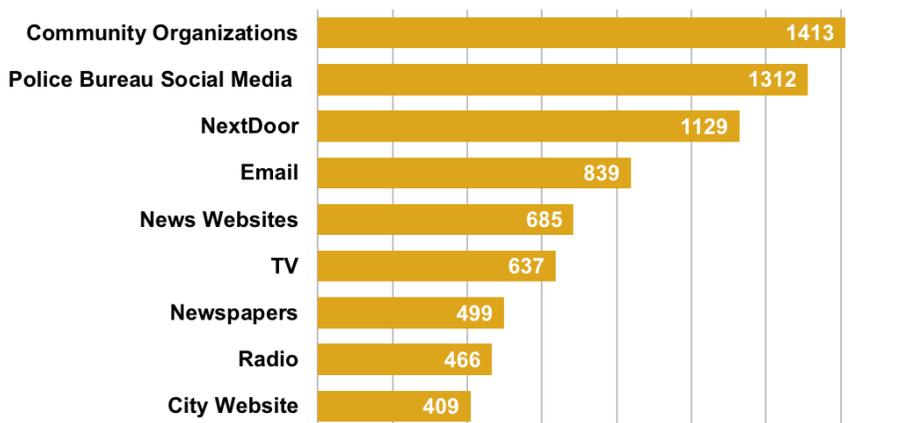**What are the TOP THREE most important factors in creating a more effective Portland Police Bureau?**

Factor	Value
Effective Training	1604
Community Engagement and Inclusion	1199
Adequate Police Resources	1176
Clear Policies and Procedures	1063
Strong Leadership	915
Police Force Diversity	573
Officer Safety and Wellness Programs	466
Government/Agency Partnerships and…	449
Public Relations and Communications	429

A.8: Training priorities for officer effectiveness (community survey)

In your opinion, what are your TOP THREE training priorities for officer effectiveness?

Priority	Value
De-escalation	1922
Interpersonal and Communication Skills	1168
Crisis Intervention	1158
Implicit Bias	893
Diversity, Equity and Inclusion	720
Trauma Informed Care	657
Disease of Addiction	579
Leadership	411
Data Informed Decision-Making	328
Combating Terrorism	147
History of Policing in Portland	146

A.9: What do you believe are the best ways to communicate with you or the communities you identify with?

Method	Value
Community Organizations	1413
Police Bureau Social Media	1312
NextDoor	1129
Email	839
News Websites	685
TV	637
Newspapers	499
Radio	466
City Website	409