



CITY OF PORTLAND, OREGON



Bureau of Police

Ted Wheeler, Mayor

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July 7, 2021

To: Training Advisory Council (TAC)
From: Chief Charles Lovell
Portland Police Bureau (PPB)
Subject: TAC Leadership Recommendation

Thank you for your work on the May 12, 2021 Training PPB Leaders Report and Recommendations. I have reviewed this document with the Training Division and look forward to implementing as many of the recommendations provided in the document as possible. As you will see in the Training Division's memorandum to me, the PPB is in substantial agreement with your recommendations. Those recommendations which we are not in complete agreement with, are generally due to resource or logistical constraints. The TAC continues to provide valuable insight to the PPB and we sincerely appreciate the efforts of its members.

Respectfully,

Chief Charles Lovell
Portland Police Bureau

DATE: June 14, 2021
TO: Chief Chuck Lovell
(through channels)
FROM: Lieutenant Greg Stewart
Training Division
SUBJ: Training PPB Leaders - Leadership Recommendations



Sir,

The Portland Police Bureau (PPB) Training Division would like to thank the Training Advisory Council (TAC) for their work and time in compiling this report, "Training PPB Leaders," dated March 12, 2021.

The TAC report provides a number of recommendations for the PPB to consider regarding how it prepares and trains its members in leadership. The Training Division, in its capacity as the liaison with the TAC has reviewed these recommendations. The recommendations are summarized below, along with the Training Division's assessment of the PPB's ability to implement each recommendation.

TAC recommendation #1:

Officers who are candidates for promotion to sergeant should be sent to a trusted program external to PPB for basic supervisory training to become familiar with expectations at that rank, complete sergeant certification as soon as possible, and be prepared to attend the Training Division (TD) Sergeants' Academy early in their tenure as sergeants.

Training Division response: Agree

The Training Division agrees that providing additional training to potential candidates for sergeant would be immensely valuable. This issue has been highlighted in internal training reviews as an area which should be addressed. Space and time permitting, the Training Division would like to offer future sergeant trainings as widely as possible, to include current candidates for sergeant and officers who are considering taking future tests.

The Training Division recognizes that the Bureau may not have adequate resources to provide this training to everyone who would benefit from it. Given these resource constraints the Training Division would prioritize access to these trainings as follows:

- 1) Current sergeants who have not had the training or similar training.
- 2) Officers on the sergeants' list in order of rank, with a recommendation by their RU manager.
- 3) Officers who have signed up for an upcoming sergeant promotional test, with a recommendation from their RU manager.
- 4) Current sergeants who have had this training or similar training but who express a desire for refresher training, with approval from their RU manager.
- 5) Officers who would like to attend the training as they may wish to promote at a future date, with approval from their RU manager.

TAC recommendation #2:

Sergeants who are candidates for promotion to lieutenant should be sent to the Oregon Department of Public Safety Standards and Training (DPSST) Organizational Leadership and Management Academy (OLM) or the DPSST International Public Safety Leadership and Ethics Institute (IPSLEI) before promotion or as soon after promotion as possible.

Training Division Response: Partially agree

The Training Division agrees in substance with this proposal and agrees in principle that sergeants would benefit from courses such as the OLM or ISPLEI. However, the Division would also like to reserve the right to send sergeants who are candidates for promotion to comparable trainings developed locally (such as the Metro Sergeants' Academy or internal PPB sergeant trainings but designed for lieutenants) or similar courses such as those delivered by the Law Enforcement Executive Leadership Institute, if rank appropriate.

TAC Recommendation #3:

The PPB should establish a program to subsidize, upon an approved grant application, for senior members attending a national public safety senior management course. For interested and eligible officers, support should also be available for specialized training.

Training Division Response: Agree

The Training Division agrees with the TAC's recommendation. This subsidization could take the form of dedicated funds for leadership training with an approval process.

TAC Recommendation #4:

The PPB should commit to a goal of keeping leaders at the rank of lieutenant or above in place in any assignment for at least 18 months.

Training Division Response: Agree

While this recommendation is not specifically related to training, the Training Division agrees that keeping leaders at the rank of lieutenant and above in place for at least 18 months would be beneficial. We agree that this goal should be aspirational but also recognize there will be circumstances where it is not possible.

TAC Recommendation #5:

The Training Division should establish a program to ensure that people promoted to any managerial or supervisory position have specific mentors available to them.

Training Division Response: Partially agrees

The Training Division partially agrees with this recommendation. While the Division agrees in substance and provides a mentor program for sergeants, developing additional mentorship programs will not be possible until the Training Division is able to fill its

vacant leadership position and until one of the two vacant leadership positions (either the vacant sergeant position or the vacant lieutenant position) is filled.

TAC Recommendation #6:

The Training Division should sustain the PPB leadership course it recently developed and expand it to make it accessible to all PPB members. A variation of this course is being offered at the Advanced Academy, however the Division lacks the staffing to expand this training bureau-wide at this time. Despite this limitation, the Training Division agrees that expanding leadership training is essential.

Training Division Response: Partially agrees

The Training Division partially agrees with this recommendation. While the Division agrees in substance, providing additional leadership training will not be possible until the leadership program training lead position is filled. The Training Division is continuing to provide leadership training at the Advanced Academy and will also continue providing eight hours annually at Supervisor Inservice.

TAC Recommendation #7:

The PPB should task its Office of the Inspector General (OIG) with identifying existing and potential systemic leadership deficiencies, and the OIG should recommend two to four such items to be the topics of an annual full-day learning session for the PPB senior leadership.

Training Division Response: Partially agrees

The Training Division partially agrees with this recommendation. Identifying potential leadership deficiencies and providing additional training topics would be beneficial to the PPB. This process could occur in the OIG and/or be incorporated into the existing needs assessment process.

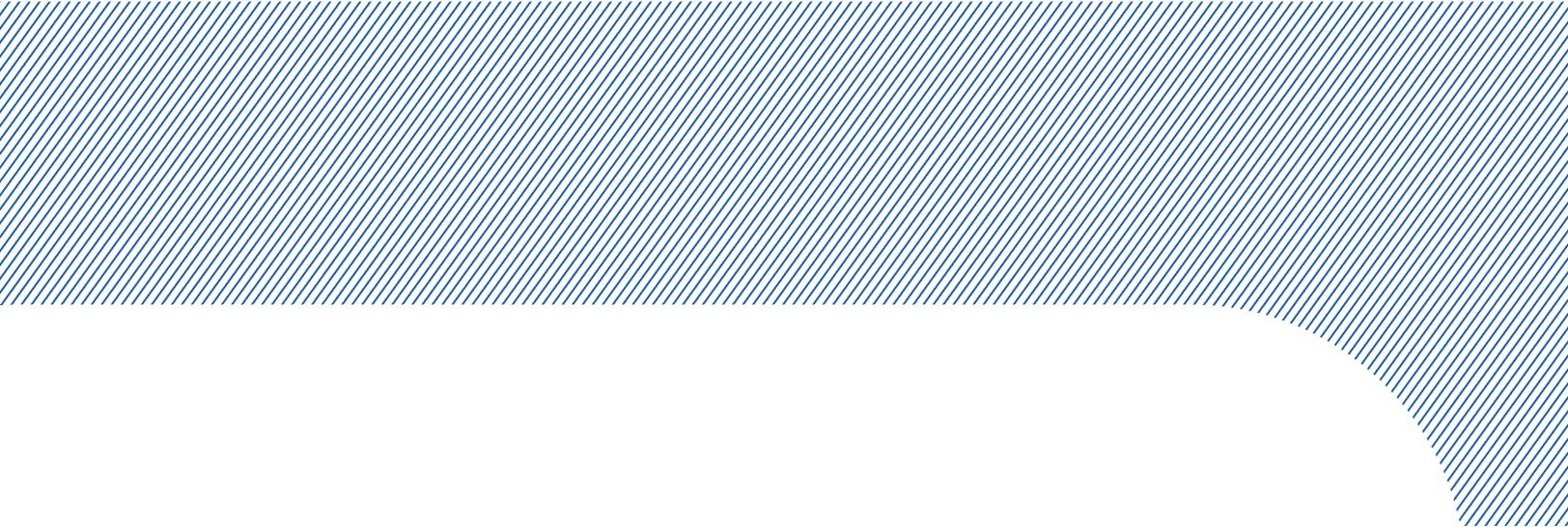
Conclusion

The Training Division continues to enjoy a productive relationship with the TAC and appreciates their input. We are especially grateful for their work on this recommendation. The Leadership Subcommittee conducted a large number of interviews with PPB members, DPSST staff and other law enforcement officials, which included extensive independent research and went above and beyond what could reasonably be expected of a volunteer group in producing this report. With your permission we will continue to coordinate with the TAC on implementing or reviewing the above recommendations.

Respectfully,

Greg Stewart

Training Division
Portland Police Bureau



**Training Advisory
Council Official
Recommendation**

Training PPB Leaders

May 12, 2021





Table of Contents

1. Team	3
2. Recommendations	3
3. High Level Summary.....	4
4. Challenges.....	6
5. Opportunities	6
6. References and Sources	11

TRAINING PPB LEADERS

May 12, 2021

1. Team

James P. Kahan
Tyler Hall
Britton Masback
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Mark Schorr
Kezia Wanner
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2. Recommendations

These Training Advisory Council (TAC) recommendations are aimed at helping the Portland Police Bureau (PPB) effectively and efficiently train and sustain leaders at all levels of the bureau hierarchy to better enable the bureau to fulfill its mission of providing a public safety organization that is respected, trustworthy, equitable to all of the diverse communities of Portland, and internally healthy and cohesive.

1. Officers who are candidates for promotion to sergeant should be sent to a trusted external to PPB program for basic supervisory training to become familiar with expectations at that rank, complete sergeant certification as soon as possible, and be prepared to attend the Training Division (TD) Sergeants Academy early in their tenure as sergeants.
2. Sergeants who are candidates for promotion to lieutenant should be sent to the Oregon Department of Public Safety Standards and Training (DPSST) Organizational Leadership and Management Academy (OLM) or the DPSST International Public Safety Leadership and Ethics Institute (IPSLEI) before promotion if possible or as soon after promotion as possible if not.
3. The PPB should establish a program to subsidize, upon an approved grant application, senior members attending a national public safety senior management course. For interested and eligible officers, support should also be available for specialized training.
4. The PPB should commit to a goal of keeping leaders at the rank of lieutenant or above in place in any assignment for at least 18 months.
5. The TD should establish a program to ensure that people promoted to any managerial or supervisory position have specific mentors available to them.
6. The TD should sustain the PPB leadership course it recently developed and expand it to make it accessible to all PPB members.
7. The PPB should task its Office of the Inspector General (OIG) with identifying existing and potential systemic leadership deficiencies, and the OIG should recommend two to four such items to be the topics of an annual full-day learning session for the PPB senior leadership.

3. High Level Summary

Recommendation 1 calls for early training in the duties and performance expectations of sergeants for members who are regarded as candidates for promotion to that rank. Current officers possibly interested in becoming sergeants reported that they were not familiar with the training necessary to perform at a supervisory level. Such basic supervisory training is available in the 80-hour Oregon Department of Public Safety Standards and Training (DPSST) Supervisory Leadership Academy (SLA) course in Salem at no cost to the Portland Police Bureau (PPB) other than paid absence from regular assignments to attend the course. The DPSST SLA course covers all of the items specified in the DPSST Form F-21 checklist required for sergeant certification (and does not require further affirmation that the requirements have been met). Similar training is also available at the Metro Area Sergeants Academy (MASA), overseen by the Clackamas County Sheriff's Office. While the MASA program is closer to home, it does not cover all of the items on F-21, leaving some topics to be covered by individual mentoring or within the Training Division (TD). Either program can provide an effective and cost-efficient way for officers promotable to sergeant to acquire basic supervisory skills before proceeding to the TD's Sergeants Academy, where they can be trained in supervisory responsibilities specific to public safety in Portland that reflects its size, demographics, and issues relevant to Portland's communities.

Recommendation 2 parallels that of Recommendation 1 for sergeants who are considered candidates for promotion to lieutenant. DPSST offers two such programs at no cost to the PPB. The first is the 80-hour Organizational Leadership and Management Academy (OLM) course, that covers all of the DPSST training requirements for the rank of lieutenant specified in its Form F-22; completion of the OLM suffices for having met those requirements. The second is the 160-hour International Public Safety Leadership and Ethics Institute (IPSLEI) course, which is oriented towards supervisors more interested in eventual senior command positions and is much more expansive in scope. However, IPSLEI does not cover all of the requirements specified by F-22; the gaps are best filled by individual mentoring or possibly attending specific sessions within the OLM course. The relatively low number of PPB members who achieve lieutenant rank in any given year makes it inefficient for the TD to offer its own coursework to cover all of the F-22 requirements. As with Recommendation 1, early training gives candidates for promotion a head start on taking on their responsibilities upon taking on the job, as well as the opportunity to choose to stay at their present rank if they deem the new tasks less preferred than their present responsibilities.

Recommendation 3 advocates that subsidies be provided for officers appropriately qualified to attend national-level general programs in senior public safety leadership and specialized other courses that fit PPB's needs and the member's interests. Unlike the DPSST courses and the MASA course, such leadership courses may have a tuition fee and/or an extended time away from Portland, both of which can create personal and professional hardships. Subsidies for the incurred costs, as well as extended paid leave from current job responsibilities, will greatly ameliorate these hardships. Training at the senior or specialized levels is generally not locally available, in good part because of economies of scale. Such training also provides the educational benefit of members being able to interact with peers from other national (and international) public safety organizations, so as to share experiences and open themselves to possibilities that they may not have previously considered. While PPB senior officers do attend such courses with some frequency, it is generally at their own expense. Equity concerns dictate that support for this additional training should be available upon an approved application for funding for any officer considered qualified. Members receiving support for attending such courses must agree to serve the PPB for

a minimum of three more years after completing the training in return for the support received.

Recommendation 4 specifies a goal of 18 or more months in an assignment for any leader at the lieutenant or higher rank. This recommendation arose out of our interviews, where everybody we spoke with noted that it takes time for leaders and their staff, as well as the community served by the leader, to become familiar with each others' styles, and frequent turnover disrupts achieving that familiarity and its consequent trust. We recognize that the goal may sometimes not be realized due to compelling circumstances.

Recommendation 5 urges the PPB to formalize and strengthen the informal mentorship process that currently exists for members at a supervisory level. It arose from our interviews. At lower ranks, new officers are assigned mentors to teach them the practicalities of the job. At senior levels, mentors are still useful as sounding boards and as trusted colleagues who can offer constructive criticism and help resolve difficult issues in a private way. At all supervisory levels, having trusted mentors below, parallel to, and above the officer's own rank is a way to establish open communications and the trust that facilitates performance of supervisory and leadership duties, as well as a mechanism for subordinates to speak in a constructively critical manner to superiors.

Recommendation 6 urges the TD to support and expand the leadership course recently developed and presented by Officer Amy Bruner-Dehnert. This course teaches state-of-the-art leadership techniques in the context of public safety, with an emphasis on current models of community-oriented contemporary policing. All of the people we interviewed who were familiar with this course were enthusiastic about it. Because the level of the course can be comprehended by all PPB members, it would be beneficial to present it to everybody so that they are better aware of their roles and responsibilities within the chain of command. The course should be part of the TD's Advanced Academy for new PPB officers and its Sergeants Academy.

Recommendation 7 advocates the institutionalization of a quality assurance (QA) program for senior PPB leadership, with the Office of the Inspector General (OIG) responsible for identifying issues for further training by scanning leadership performance in after action, use of force, and other reports. Additionally, the OIG should act as a place where leaders can provide confidential informal reports and self-reports of incidents with bad outcomes or near-misses that involve leadership issues. These anonymized bases of evidence will enable the OIG to identify potential problems in leadership that are systemic rather than the result of a unique situation or person. The OIG is the logical place for such information to be compiled because of its larger remit. Each year, the OIG should summarize its leadership findings in the form of recommendations (two to four issues) for leader training to take place at an annual all-day senior leadership training meeting that counts as 8 hours for the leaders' annual in-service training obligation. The TD should take responsibility for the logistics of this meeting, hiring an outside consultant (independent of the PPB and City of Portland, but a Portland resident if possible) to facilitate it.

4. Challenges

“Police officers have an impossible job: we expect them to be warriors, disciplinarians, protectors, mediators, social workers, educators, medics, and members all at once, and we blame them for enforcing laws that they didn’t make in a social context they have little power to alter. The abuses and systemic problems that plague policing are very real, ... but the compassion, courage, and creativity I saw are real too.

--Rosa Brooks (2021, p. 29)

There were several challenges regarding leadership within the PPB that led to the decision of the TAC to study the problem. The TAC’s perception of these challenges was refined by interviews with PPB members across all levels of service and reading PPB documentation. We emphasize here that leadership matters not only at the top of the hierarchy but across the entire PPB.

Turnover. From 2010 to 2020, there were eight people who served as Chief of the PPB. Most of the chiefs were already serving senior officers before being promoted to Chief. This turnover cascaded down the ranks, and—together with retirements and the necessity of promoting people to fill vacancies created by the turnover—the frequent change in leadership positions has led to a number of issues:

- It is sometimes unclear whether the new person in the leadership role is ready for the job.
- Each leader has a style, and it takes subordinates time to learn that style, which leads to uncertainties, misunderstandings, and possibly flawed performance.

Stress on the Training Division. The TD has not been exempted from the problem of turnover and the need for its staff to help respond to the events of 2020.

- Retirements, internal turnover, difficulty filling new positions, and needing to train more people more rapidly have stressed the capacity of the TD.
- The pandemic and public-safety-related events of 2020 have further exacerbated this stress, as TD members must be part of the force needed to respond to crises.
- The finding of the US Department of Justice that Portland is not in compliance with the Settlement Agreement has increased the demand for TD services, thereby further stressing the capacity of the TD to fulfill its obligations.
- Budgetary cuts to the PPB are forcing the TD to make difficult decisions that delay or curtail essential—even mandated—training.

Size. Because Portland is not a very large city and the PPB is not a very large public safety agency, the higher in the leadership hierarchy an officer is, the more difficult it is to provide the needed training within the PPB itself. In other words, it is more efficient for the PPB to buy rather than make leadership training. The challenge is identifying the appropriate places to obtain such training and facilitating obtaining it.

Leadership Quality Assurance. Even in the best of organizations and with the best of leaders, negative outcomes sometimes happen. It is important that leader decisions and their consequences be tracked for future lessons learned through a formal QA mechanism. The PPB presently lacks such a mechanism.

5. Opportunities

The opportunities presented by our recommendations are not only for the TD, but also for the PPB as a whole and the communities that it serves. The recommendations include measures that will lead to more cost-effective training, thereby making efficient use of the resources devoted to the TD and allowing the TD to expand the scope of its offerings in the directions of equity training, community policing, and improved community relations. They also include procedural measures that lead to

more cohesion within the bureau and more understanding between supervisors and their charges. Adoption of the full set of recommendations can provide the PPB with an effective internal leadership QA regime incorporating state-of-the-art, evidence-based demonstrations of the benefits to the diverse communities of Portland that are provided by its public safety systems. Such demonstrations can greatly reduce the role of external oversight systems, especially aspects of that role that could be well-intentioned but onerous or ill-conceived.

In this section, we will revisit the seven recommendations in greater detail to show how these opportunities can be realized.

Recommendation 1 calls for making efficient use of TD resources by using the DPSST SLA or MASA for basic sergeant training, thereby freeing up the TD to address issues that are specific to the PPB and Portland. For certification as a public safety sergeant in Oregon, the DPSST mandates certification in 12 different competencies (DPSST, Form F-21 in the References):

- Subject Area 1. Knowing and managing yourself (7 items)
- Subject Area 2. Managing stress (6 items)
- Subject Area 3. Decision making / critical thinking (10 items)
- Subject Area 4. Motivating (7 items)
- Subject Area 5. Leadership in public safety organizations (11 items)
- Subject Area 6. Working in groups and teams (6 items)
- Subject Area 7. Managing conflict (4 items)
- Subject Area 8. Establishing an ethical workplace (8 items)
- Subject Area 9. Managing performance (7 items)
- Subject Area 10. Legal parameters (12 items)
- Subject Area 11. Use of research and information (4 items)
- Subject Area 12. Operational knowledge and skills (13 items)

Certification is automatic with successful completion of the 80-hour DPSST SLA course. The MASA course does not result in automatic certification but requires some items on F-21 to be checked off by supervisors. If basic competencies are trained early, then the TD can focus its Sergeants Academy on addressing specific issues sergeants in Portland face, including their role in active bystandership, attending to the diverse communities in Portland, houselessness, and attending to the specific stresses faced by the members they supervise.

Recommendation 2 calls for using DPSST courses to provide training to promising candidates for lieutenant. This recommendation recognizes that there are few PPB members promoted to higher levels of management in any one year, so it is not efficient for the TD to devote resources to senior level training on an annual basis. The DPSST mandates competencies in 13 different areas for lieutenants (DPSST, Form F-22 in the References):

- Subject Area 1. Leadership in public safety organizations (10 items); this is more management-oriented than the items listed under the same rubric of F-21.
- Subject Area 2. Communicating with others (8 items)
- Subject Area 3. Organizational change (10 items)
- Subject Area 4. Representing the organization to the outside (5 items)
- Subject Area 5. Managing for the public good (5 items)
- Subject Area 6. Integrating team or unit into whole (5 items)
- Subject Area 7. Establishing an ethical workplace and agency (6 items); the items in this subject area are more oriented towards assessing subordinate behavior than the focus of F-21 under the same rubric.
- Subject Area 8. Managing agency performance (7 items)
- Subject Area 9. Legal parameters in management and leadership (7 items); the items in this subject area have a more managerial and institutional focus than those under the same rubric in F-21.
- Subject Area 10. Fostering respect in the workplace (5 items)

- Subject Area 11. Dealing with complexity (9 items)
- Subject Area 12. Risk management (6 items)
- Subject Area 13. Human resources development (6 items)

Certification can be accomplished by successful completion of the 80-hour DPSST OLM course. All other ways of achieving these competencies require supervisors certifying that the lieutenant has had training in all the items of F-22, either through other coursework or individual mentoring.

The DPSST IPSLEI course is also a way to obtain higher leadership training. The 160-hour IPSLEI course is more oriented towards senior leadership (see below), so has a broader conceptual scope, but does not cover all of the material specified in F-22. That knowledge can be acquired by individual mentoring or attending specific sessions of the OLM course; in any event, F-22 must be submitted even for members who have completed the IPSLEI course. While IPSLEI has no tuition for Oregon public safety employees, they must purchase the books and materials used in the course, currently costing about \$375. Admission to the course requires a recommendation from a member's supervisor.

All other ways of obtaining certification as a lieutenant involve individual tutoring, which is inefficient in terms of effort, time, and—ultimately—cost.

Recommendation 3 is that time and financial support for members expected to achieve or already performing leadership functions be provided so they can attend senior management or specialized skills training programs. This recommendation was enthusiastically endorsed in our interviews by leaders who have attended or would like to attend such courses. Because of the small number of PPB members who reach senior rank, it is not possible to conduct such courses at the local level. Even when paid leave from duties is granted to attend such courses, there may be tuition, materials, and travel/per diem costs that can be burdensome to people who would greatly benefit from the experience. Because this can be a significant expenditure by the PPB in the careers of individual officers, it is of benefit to have endorsements of people seeking such training not only from their supervisors, but also from community partners and non-sworn PPB members who interact with the applicant. Upon completion of the training, members receiving the subsidy must commit to at least three more years in the PPB and should provide after-training reports presenting best practices they learned that could be introduced to or improved within PPB leadership.

There are a number of sites offering national senior-level law enforcement management programs; three of the best-known are listed here.

- The Senior Management Institute for Police (SMIP) is a three-week course requiring residency at Boston University (Massachusetts). It is conducted by the Police Executive Research Forum (PERF). Tuition in 2021 is \$9,950, which includes room and board at Boston University and materials. Candidates for the course need to have completed an undergraduate bachelor's degree or have 120 college level credit hours or the equivalent. This course provides senior police executives with intensive training in the latest management concepts and practices used in business and government, tailored to the special needs of public safety. The course aims to stimulate critical thinking and problem solving. The TAC finds the SMIP's vision to be especially compelling and germane to public safety in Portland:

“Communities expect more from their police departments in terms of appropriate use of force, procedural justice, accountability and transparency. Police executives seeking to employ new technologies are now often faced with public scrutiny over privacy and other concerns. Issues related to officer wellness, mental health and police suicides are also taking on new prominence. Plus, today's recruits differ in significant ways from previous generations, and recruitment is becoming ever more difficult. Chiefs and Sheriffs must find new ways to address these issues and deliver a wider scope of services, often with fewer resources.”

- The FBI National Academy is a ten week course held at the FBI campus in Quantico, Virginia. Candidates have to be nominated by their agency heads on the basis of demonstrated leadership qualities, have excellent character and a reputation for professional integrity, and demonstrate an interest in law enforcement as public service. They must be regular full-time officers with more than five years of experience, be over 25 years old, and have at least 60 college credit hours or the equivalent. In addition, candidates must be in excellent physical condition, be able to engage in physical training, defensive tactics, and firearms use. A physical examination at the nominee's expense is required. Matriculation to the course requires an agreement to remain in law enforcement for at least three years after completion of the course. Candidates are on the Quantico campus for the entire ten weeks. Completion of the course results in 17 credits from the University of Virginia which may be applied to either an undergraduate or a master's level degree. This federally-sponsored program does not charge tuition. Each training cohort at the National Academy is about 265 officers, drawn from across the United States and its territories and international partner nations.
- The Southern Police Institute, housed within the University of Louisville (Kentucky) Department of Criminal Justice, offers a Command Officer's Development Course whose curriculum evolves with changing social, economic, and political environments at the federal, state, and local levels. The course provides a foundation for practical law enforcement administration within a larger context of general management practices. This 400-hour training is offered in five two-week sessions over a period of five months. Forty continuing education credit hours are offered for completion of the course. The tuition is \$3,715, and on-campus housing is available but not included in the tuition. While most students who attend are from southern states, there are attendees from all across the country.

There are also specialized courses that are valuable for qualified PPB members, including two general courses offered in Oregon, two courses offered for women in public safety leadership and one for officers with a background and capability in scientific analysis.

- The DPSST 160-hour IPSLEI course, mentioned above in Recommendation 2, could be worthwhile for members who already have F-22 certification but want to advance to senior leadership.
- The Oregon Executive Advanced Training program works in partnership with local, state, and federal public safety organizations as well as Oregon colleges and universities. It offers a series of individual courses which are mostly one-week, on-site courses. The tuition varies by course from \$49 to \$199.
- The Women's Leadership Institute, under the aegis of the International Association of Chiefs of Police (IACP), is a nine-week virtual program with a tuition of \$850.
- Leadership for Women in Law Enforcement is a course offered at two of the Federal Law Enforcement Training Centers (FLETC) at Glynco, Georgia and Artesia, New Mexico. It is a five-day course. There is no tuition charged; there may be travel and per diem costs. FLETC also offers other courses at its campuses and off-campus which could be of benefit to PPB senior leaders.
- The National Institute of Justice (NIJ) offers a specialized Law Enforcement Advancing Data and Science (LEADS) Scholars Program for Law Enforcement Officers. The NIJ has partnered with the RAND Corporation, PERF, and IACP to offer this course. The course meets periodically over three years and is aimed at strengthening the use of research and evidence-based practices in policing to build the next generation of police leaders who champion such practices. Mid-career sworn law enforcement officers working full-time in the United States are eligible to apply for one of ten three-year scholarships offered every year. The course requires attendance at conferences, meetings and short sessions totaling about two weeks each year. The NIJ pays all costs, including travel and per diem, for attendance at these events

Recommendation 4 asks that the PPB set a goal of having members at the rank of lieutenant or higher stay in an assignment for at least 18 months. It is based upon the agreement by everybody the TAC interviewed that rapid turnover is disruptive for leaders, the members they supervise, and the communities they engage. Because there are also benefits for leaders to obtain breadth of experience in different bureau divisions, the 18 month goal seems on balance to be a good length of time. While the TAC recognizes that the goal of 18 months on assignment cannot be always met, it is an objective that appointees should commit to when accepting the job and the PPB should commit to, with both commitments of course subject to unforeseen circumstances that might arise. Just knowing that this commitment is in place will relieve anxiety regarding the perceived omnipresence of rapid turnover.

Recommendation 5 asks the PPB to establish a formal mentoring system for all members. Such a system exists for new members, but there are at present only informal mentoring relationships at supervisory levels. This recommendation is based upon our interviews with PPB members. Because the PPB is relatively small, it is true that everybody knows everybody at leadership levels. While this familiarity has benefits and results in an informal mentoring system, it does not replace having a formal mentorship assignment and recording program with multiple mentors in both vertical and horizontal hierarchical directions. Mentors should have a confidential conversational relationship with their subjects, which should be immune from the Internal Affairs Division (IAD), external Independent Police Review (IPR), or other external investigations (but not some criminal investigations). The cost of such immunity is greatly exceeded by the benefit of open communications leading towards improved performance. A formal mentoring system where a mentor is subordinate to the mentee also has the advantage of enabling the ability to speak truth to power in the interest of constructive criticism. This mentoring system would not replace established mentoring relationships; any two people already in such a relationship can ask that it become part of the mentoring system. To summarize, a formal mentoring program has two major opportunities. First, it assures that nobody will fall between the cracks and not have a mentor. Second, it establishes a confidential system for disclosing personal perceptions of leaders' own issues in an environment of private constructive criticism. Both of these opportunities are well-established features of successful QA programs.

The PPB should consider a metro-wide approach to mentoring, especially to meet the needs of minority leaders within the bureau. Mentoring exchanges with various agencies and diverse communities would be of benefit.

Recommendation 6 is to sustain and expand the TD leadership course. This recommendation is based upon the uniformly positive reports of interviewees familiar with the course and the TAC's assessment of how well it is based on state-of-the-art principles of leadership training. This type of trust-building course is also characteristic of successful QA programs. The course offers valuable lessons for participants at all levels within the PPB rank hierarchy. Its focus on general leadership principles brought to life by consideration of the public safety situation in Portland is a way to achieve common understandings of common issues throughout the PPB. Making this course part of the Advanced Academy and the Sergeants Academy provides a valuable opportunity for attendees to understand how their assignments fit within the general mission of the PPB and helps build internal cohesion and confidence. For senior leaders, the principles of the leadership course should be internalized within the mentoring discussed in Recommendation 5, immediately above.

Recommendation 7 is to establish a QA-based leadership data collection and analysis system within the PPB. Rather than a focus on specific leadership issues for specific leaders in specific instances, this recommendation urges the PPB to have a system of detecting weak links in the leadership system (policies, operational structure and procedures, and training, but not weak leaders) where problems might emerge, with that look based upon examining not only incidents with negative outcomes (both major and minor) but also "near-misses" of times when such an outcome did not occur but could have happened (see the reference to the National Police Foundation project for the use of near misses). Such anonymized reporting systems have been shown to be effective in reducing

incidences with negative outcomes in such areas as public health, transportation safety, and public safety (see, for example, NASA's Aviation Safety Reporting System and the Government of Canada's public health CHIRPP studies). In larger organizations, a unit can be formed solely for this QA mission; the U.S. Army, for example, has a Center for Army Lessons Learned based at Fort Leavenworth, Kansas. However, given the size of the PPB, this is not feasible. The relatively recently created OIG is the appropriate place for such information gathering and analysis. The OIG is independent of the PPB operational chain of command and is empowered to look anywhere within the organization on its own initiative. The requirement of identifying a small number of issues per year for leadership training is well within its remit and capacity. The benefits of the annual one-day senior leadership meeting to review the issues identified greatly outweigh its costs.

The TD is a good place to host the annual senior leadership consideration of possible systemic leadership deficiencies identified by the OIG. Its physical location is not coincident with any operational command. The session should be led by one or two local experts in consensus-building who have familiarity with the diverse communities within Portland but have no official relationship at the present time with the PPB or the City of Portland.

6. References and Sources

PPB Personnel Interviewed:

- Captain David Abrahamson, Training Division
- Sergeant Sam Ajir, Central Precinct and Training Division
- Captain Jay Bates, Family Services Division
- Officer Amy Bruner-Dehnert, Training Division
- Officer Natasha Haunsperger, Chief's Office
- Commander Erica Hurley, East Precinct (formerly Captain, Training Division)
- Sergeant Jason Jones, East Precinct and Training Division
- Officer Amy Li, East Precinct
- Lieutenant Gregory Stewart, Training Division
- Officer Daniel Trummer, Central Precinct

Oregon Department of Public Safety Standards and Training Person Interviewed (via email)
Terry Moss, Leadership Program Coordinator

Portland Police Bureau Training Division Documents

- PPB Leadership Development Program PowerPoint Presentation, dated 30 April 2020.
- PPB Leadership Principles Word Document, received 6 August 2020.
- PPB Leadership Program PowerPoint Presentation, received 12 May 2020 (Officer Amy Bruner-Dehnert, Program Coordinator)
- PPB Sergeants Academy 2020 Schedule (as of 8 June 2020)
- PPB Sergeant Probation Core Competencies narratives Word Document, received 6 August 2020.

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<<https://www.fbi.gov/services/training-academy/national-academy>> (accessed 25 March 2021)

Federal Law Enforcement Training Centers <https://www.fletc.gov> (accessed 14 April 2021)

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<https://www.canada.ca/en/public-health/services/injury-prevention/canadian-hospitals-injury-reporting-prevention-program/injury-reports.html> (accessed 2 May 2021)
- Leadership for Women in Law Enforcement (LWLE) <https://www.fletc.gov/training-program/leadership-women-law-enforcement> (accessed 25 March 2021)
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- National Police Foundation, “Law Enforcement Officer (LEO) Near Miss Officer Safety Initiative.” <https://www.policefoundation.org/leo-near-miss> (accessed 08 April 2021)
- Oregon Department of Public Safety Standards and Training Leadership Development (DPSST) <<https://www.oregon.gov/dpsst/CPE/Pages/leadership-development.aspx>> (accessed 25 March 2021):
Home page
Form F-21: training objectives for Supervision Course (for sergeants)
Form F-22: training objectives for Middle Management (for lieutenants and above)
Supervisory Leadership Academy for front line supervisors (80 hours)
Organizational Leadership and Management Academy for mid-level managers (80 hours)
International Public Safety and Leadership Development Program (160 hours)
- Oregon Executive Advanced Training <https://www.oedionline.org/advanced-training> (accessed 25 March 2021)
- Senior Management Institute for Police (SMTP), conducted by the Police Executive Research Forum (PERF) <https://www.policeforum.org/smip> (accessed 25 March 2021)
- Southern Police Institute (SPI), University of Louisville Department of Criminal Justice <https://www.louisville.edu/spi> (accessed 25 March 2021)
- Women’s Leadership Institute (WLI) of the International Association of Chiefs of Police (IACP) <https://www.theiacp.org/projects/womens-leadership-institute> (accessed 25 March 2021)