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U.S. Department of Justice
Office of Community Oriented Policing Services

145 N Street, NE
Washington, DC 20530

Cooperative Agreement #2013-CK-WX-K030
City of Portland, Oregon Police Bureau

I. Statement of Authority

This Cooperative Agreement between the City of Portland, Oregon Police Bureau ("Awardee") and the U.S. Department of Justice Office of Community Oriented Policing Services ("COPS Office"), is hereby entered into under the authority of 42 U.S.C. 3796dd et seq. The purposes of this Cooperative Agreement are described below.

II. Statement of Background and Purpose

BACKGROUND:

In 2011, the Awardee requested assistance from the Community and Police Relations Committee (CPRC) to develop a plan to address institutional racial issues (which influence internal and external outcomes), increase diversity, and create a more inclusive environment within the Portland Police Bureau. The Awardee believes that addressing institutional race issues was a critical step in improving the Portland Police Bureau's services to the community and addressing some of the long standing concerns in the community surrounding race that impair trust and community policing partnerships. The Awardee and the Community and Police Relations Committee agreed to partner to build a comprehensive approach to addressing issues of race.

PRIMARY OBJECTIVE:

The primary objective of this project is to support the training and research needed to further evolve the work of the Community and Police Relations Committee subcommittee. The grantee's research will produce an organizational strategic guide and will include feedback from the Portland Police Bureau's Equity Leadership Council, the Portland Police Bureau Office of the Chief, and the City of Portland Mayor's Office so that the Bureau is operating off of one cohesive plan for this work. The Awardee will consult with the Community and Police Relations Committee subcommittee and others who have an expertise in institutional equity issues to develop a strategic equity plan and training curriculum, and evaluate what changes the equity plan and training bring to the Awardee.

III. Scope of Work

For a period hereinafter set forth, the COPS Office and the Awardee will cooperatively furnish the necessary personnel, travel, supplies, and otherwise perform all things necessary for, or incident to, the performance of work (the accomplishment of functional objectives) as set forth below:

A. Specifically, the COPS Office will:

1. Designate a Program Manager to participate in the planning and management of this Cooperative Agreement and to coordinate activities.
2. Provide information and technical assistance from government sources within available resources and as determined appropriate by the Program Manager.
3. Provide guidance to the Awardee in the planning and development of strategies used in the project and in the coordination of the project with law enforcement agencies and organizations interested in contributing their support.
4. Provide guidance to the Awardee in the planning and development of strategies used in the project and in the coordination of the project with law enforcement agencies interested in contributing their support.
5. The COPS Office Program Manager will review and approve all training curricula.
6. If applicable, U.S. Department of Justice regulations permit an awardee to copyright any work that is subject to copyright and was developed, or for which ownership was purchased, under an award. The COPS Office will reserve a royalty-free, nonexclusive and irrevocable license to reproduce, publish or otherwise use, and to authorize others to use, for Federal Government purposes: (1) the copyright in any work developed under this Cooperative Agreement including any related sub award or contract; and (2) any rights of copyright to which the Awardee, including its subawardee or contractor, purchases ownership with support from this Cooperative Agreement. Additionally, the COPS Office may make available for reproduction material produced under this Cooperative Agreement by any means, including a U.S. Department of Justice website, a hard copy(ies), or in electronic form(s), without restriction.

B. Specifically, the Awardee will:

1. Be responsible for acquiring the rights, and ensuring that its subawardees/contractors/authors acquire the rights to copyrighted material for inclusion in U.S. Department of Justice publications or other products or deliverables that are developed under this Cooperative Agreement, including the payment of required fees. All licensing, publishing or similar agreements with a copyright holder, publisher or other relevant party shall include provisions giving the Federal Government a royalty-free, non-exclusive, and irrevocable license to reproduce, publish, or otherwise use, and to authorize others to use, the copyrighted material for Federal Government purposes.
2. Work closely with the COPS Office and Program Manager to achieve the tasks specified in this Cooperative Agreement.
3. Provide further detail on project plans as requested by the Program Manager.
4. Adhere to the requirements or tasks specified in this Cooperative Agreement and not deviate from them unless requested adjustments are first presented to and approved by the Program Manager.

5. Submit for prior approval or disapproval to the Program Manager any proposed changes in key staff assignments to this project and any significant changes in any partner's role or responsibilities.
6. Obtain written approval from the COPS Office prior to obligating, expending or drawing down Cooperative Agreement funds for the award of non-competitive contracts (including equipment purchases) in excess of \$100,000.
7. Ensure that all proposed deliverables and publications follow and are in accordance with the COPS Office Editorial and Graphics Style Manual.
8. Submit one copy of all reports and proposed products and deliverables (written, curricula, visual, sound, or websites) or computer programs resulting from this Cooperative Agreement to the Program Manager twenty (20) days prior to public release.
9. All products and deliverables (written, curricula, visual, sound, or websites) or computer programs developed under this Cooperative Agreement shall contain the following statement:

This project was supported by Cooperative Agreement Number 2013-CK-WX-K030 awarded by the Office of Community Oriented Policing Services, U.S. Department of Justice. The opinions contained herein are those of the author(s) and do not necessarily represent the official position or policies of the U.S. Department of Justice. References to specific agencies, companies, products, or services should not be considered an endorsement by the author(s) or the U.S. Department of Justice. Rather, the references are illustrations to supplement discussion of the issues.

When appropriate, U.S. Department of Justice publications and other products and deliverables developed under this Cooperative Agreement should contain the following copyright notice:

Copyright © [year work was published] [name of copyright owner]. The U.S. Department of Justice reserves a royalty-free, nonexclusive, and irrevocable license to reproduce, publish, or otherwise use, and authorize others to use, this publication for Federal Government purposes. This publication may be freely distributed and used for noncommercial and educational purposes only.

10. Ensure that all electronic and information technology deliverables (web sites and web-based information, video and multimedia products, compact disks, software applications and operating systems, and telecommunication products) are developed and produced in a format that is accessible according to Section 508 accessibility requirements. Specifically, video should contain closed-captioning and audio description options. Electronic publications should be created in HTML, PDF fully tagged, or accessible text file format and all web sites must be fully compliant with 508 accessibility standards. For more information on Section 508 accessibility requirements, consult <http://www.section508.gov/>.
11. If required, submit all surveys, interview protocols, and other information collections to the COPS Office for submission to the Office of Management and Budget (OMB) for clearance under the Paperwork Reduction Act (PWRA) of 1995.
12. Agree to cooperate with the monitor or evaluator if monitoring or an evaluation of this project is to be undertaken by the COPS Office or a third party and, in consultation with the COPS Office, agree to

make reasonable adjustments to programs and activities in recognition of significant points of evaluation or feedback and to remedy any violations of the terms and conditions of this award.

13. Be responsible for the development, approval and operation of all subawards and require its subawardees to adhere to applicable Federal requirements governing Federal assistance. The Awardee will ensure that subawardees maintain effective control and accountability over all funds, property and other assets covered by subawards and that each subawardee establishes and uses internal fiscal and program management procedures sufficient to prevent fraud, waste or abuse. 28 C.F.R. §§ 66.37, 70.5, as applicable.

14. Will work to develop a marketing plan to increase the visibility of the project and any accompanying outcomes/deliverables at the request of the COPS Office. The Awardee will coordinate any marketing activities with the COPS Office.

15. Work closely with the COPS Office and Program Manager to respond to peer reviewer, Program Manager and/or other COPS staff comments prior to the Cooperative Agreement expiration date.

16. Obtain written approval from the COPS Office prior to entering into any contract, agreement or other obligation for costs related to any conference, meeting, retreat, seminar, symposium, training activity, or similar event funded under this award. For more information on allowable costs, please follow this link: www.ojp.gov/funding/confcost.htm.

17. Ensure that all conference or similar event costs comply with current and future guidelines and policies that you receive from the COPS Office on conference planning, food and beverages, minimizing costs, and conference cost reporting.

18. Within 45 days after the end of any conference, meeting, retreat, seminar, symposium, training activity, or similar event funded under this award, and the total cost of which exceeds \$20,000 in award funds, the recipient must provide the Program Manager with the following information and itemized costs:

- 1) name of the event;
- 2) event dates;
- 3) location of event;
- 4) number of federal attendees;
- 5) number of non-federal attendees;
- 6) costs of event space, including rooms for break-out sessions;
- 7) costs for audio visual services;
- 8) other equipment costs (e.g., computer fees, telephone fees);
- 9) costs of printing and distribution;
- 10) costs of meals provided during the event;
- 11) costs of refreshments provided during the event;
- 12) costs of event planner;
- 13) costs of event facilitators; and
- 14) any other direct costs associated with the event.

The recipient must also itemize and report any of the following attendee (including participants, presenters, speakers) costs that are paid or reimbursed with Cooperative Agreement funds:

- 1) meals and incidental expenses (M&IE portion of per diem);
- 2) lodging;
- 3) transportation to/from event location (e.g., common carrier, privately owned vehicle (POV)); and
- 4) local transportation (e.g., rental car, POV) at event location.

Note that if any item is paid for with registration fees, or any other non-award funding, then that portion of the expense does not need to be reported.

19. Submit all approved indirect cost rates, if applicable, covering the award period to the COPS Office within 30 days of approval from the cognizant federal agency.

If a provisional indirect cost rate is in effect at grant closeout, the Awardee shall proceed with closeout but will complete an expenditure analysis upon receipt of the approved final indirect cost rate to determine if an adjustment is necessary. If the Awardee drew down excess COPS funding for indirect costs, the Awardee must return the overpayment to the COPS Office and submit a revised Federal Financial Report (SF-425). If the Awardee incurred additional indirect costs, the Awardee may request a budget modification if the grant is still open and grant funds are available. If the Awardee returns or draws down COPS funding, the Awardee will submit a revised final Federal Financial Report (SF-425).

Applicants should pay particular attention to the two areas listed below to ensure that the application of your indirect cost rate is in compliance with the existing requirements of the government-wide grant rules set out in the Office of Management and Budget (OMB) Circulars and regulations:

1. \$25,000 Subcontract/Subaward Limitation: For Educational Institutions and Non-Profit Organizations, indirect cost rates negotiated on the basis of modified total direct costs may only be applied against the first \$25,000 of any subcontract or subaward under the agreement. This limitation must be applied to all conference related subcontracts and subawards, including those with hotels and travel agents. (2 C.F.R. Part 220 (Educational Institutions, formerly Circular A-21), Appendix A, G(2) and 2 C.F.R. Part 230 (Non-Profit Organizations, formerly Circular A-122), Appendix A, D(3)(f).)
2. Participant Support Costs: For Non-Profit Organizations, in accordance with 2 C.F.R. Part 230, Appendix A, D(2)(C), participant support costs are generally excluded from the distribution base. "The distribution base may be total direct costs (excluding capital expenditures and other distorting items, such as major subcontracts or subgrants), direct salaries and wages, or other base which results in an equitable distribution. The distribution base shall generally exclude participant support costs as defined in paragraph 32 of Appendix B {in 2 C.F.R. Part 230}."

Participant support costs are direct costs for items such as stipends or subsistence allowances, travel allowances, and registration fees paid to or on behalf of participants or trainees (but not employees) in connection with meetings, conferences, symposia, or training projects. This exclusion applies to the entirety of any subcontracts for the lodging and travel of conference participants or trainees (but not employees).

Please note that only employees of the Non-Profit Organization are excluded from the definition of participant support costs. Costs related to contractors of the Non-Profit Organization who are acting in the capacity of a "Conference Trainer/Instructor/Presenter/Facilitator" are considered

participant support costs. For more information on allowable costs for conferences and training, please follow this link: www.ojp.gov/funding/confcost.htm.

Indirect costs were removed from the budget if the Awardee did not provide, at the time of application, either a current approved federal indirect cost rate or documentation showing a pending request for approval by the cognizant Federal agency.

20. Follow the *COPS Curriculum Standards, Review and Approval Guide* and *COPS Instructor Quality Assurance Guide*, if developing training curriculum or delivering training under this Cooperative Agreement. A copy of these guides will be supplied to you by your COPS Program Manager.

C. The Awardee acknowledges that:

1. If any part of the funded project contains research or statistical activities which involve human subjects that are not covered by an exemption set forth in 28 C.F.R. § 46.101(b)(1-6), the Awardee must meet the provisions of the U.S. Department of Justice's common rule regarding the Protection of Human Subjects, 28 C.F.R. Part 46, prior to the expenditure of Federal funds to perform such activity(ies). The Awardee also agrees to comply with 28 C.F.R. Part 22 regarding the safeguarding of individually identifiable information collected from research participants.
2. Implementation of this award shall be subject to Federal monitoring, auditing, and/or evaluation and/or a Single Audit Act audit (see OMB Circular A-133) and the Awardee agrees to cooperate with such activities by providing access to and copies of, as appropriate, all project-related records, documents and personnel. If the Awardee is a for-profit organization, the Uniform Administrative Requirements 28 C.F.R. § 70.26(d) states that, "Commercial organizations must follow the audit threshold in revised OMB Circular A-133 in determining whether to conduct an audit in accordance with Government Auditing Standards."
3. Failure to comply with the terms and conditions of this award may result in legal sanctions including, but not limited to, suspension and termination of funds, repayment of expended funds, and ineligibility to receive additional COPS funding.
4. False statements or claims made in connection with COPS awards may result in fines, imprisonment, debarment from participating in Federal grants or contracts, and/or any other remedy available by law to the Federal Government.

D. Specific Requirements

At a minimum, the following specific requirements shall be fulfilled by the Awardee during the specified timeframe.

Task 1. Create an organizational strategic equity plan. This plan will develop a knowledge base on how organizations approach issues of equity in a viable way. The equity plan will include concrete and measurable action items, and internally increase the PPB staff's capacity to institutionalize equity work in a productive manner. A copy of the equity plan will be submitted to the COPS Office.

Task 2. Provide training for command staff that provides knowledge on how to implement equity work into the organization. The training will educate command staff in the complexities they face around institutional race issues and how these issues intersect with police and community member interactions. This training will be based on an existing training outline from the City of Seattle's Race and Social Justice Initiative. This curriculum has been specifically adapted to tailor to the needs of the local Portland area. A copy of the adapted curriculum will be provided to the COPS Office.

Task 3. Awardee will conduct an organizational level evaluation plan. This will include a training evaluation will include both written and verbal feedback from participants in order to assess what individuals gained from the training, recommendations on improving the training, and what, if any, additional training is needed. It will also include other organizational metrics such as hiring and promotional data and analysis of community disparate outcomes. Awardee will provide a copy of the evaluation report to the COPS Office.

Task 4. Awardee will utilize feedback from the formal evaluation methods using the strategic equity plan to monitor progress in meeting the program's goals to reassess the program's needs on an annual basis.

E. Performance Time Line and Deliverables

The following is a performance time line for all deliverables and their due dates (based upon an award date of 09/01/2013) which are considered to be significant in the performance of this Cooperative Agreement. One electronic copy of deliverable items shall be delivered and in accordance with the following schedule:

Complete development of the organizational strategic equity plan, including incorporating feedback from the Community and Police Relations Committee, the Portland Police Bureau's Equity Leadership Council, the Portland Police Bureau Office of the Chief, and the City of Portland Mayor's Office.

12/2014

Submit copy of adapted curriculum.

05/2014

Submit quarterly progress reports.

Ongoing

Complete report on the organizational level evaluation of project implementation.

09/2015

All deliverable items shall be furnished to the following:

Kimberly Nath
U.S. Department of Justice
COPS Office
Research & Development Division
145 N Street, NE, 11th Floor
Washington, DC 20530
Kimberly.nath@usdoj.gov

202-353-9914

F. Financial Status Reports

The Awardee will provide quarterly reports of project activity and expenditures. Specifically, the Awardee is required to submit quarterly Federal Financial Reports on the Standard Form 425 (SF-425) within 30 days after the end of each quarter (January 1-March 31 / April 1-June 30 / July 1-September 30 / October 1-December 31). A final SF-425 is due within 90 days after the end of the grant period. Awardees must submit the quarterly SF-425 online. Visit the COPS website at <http://www.cops.usdoj.gov> and select the "Account Access" link in the upper right corner to login, complete, and submit reports online.

G. Programmatic Progress Reports

The Awardee will provide periodic progress reports detailing project activity. Specifically, the Awardee will submit progress reports through the COPS online progress reporting system in the frequency requested. These progress reports should be received by the COPS Office within 30 days of the end of the reporting period. The Awardee will also submit a final progress report to the COPS Office within 90 days of the end of the award period.

IV. Period of Performance

The period of performance of this Cooperative Agreement is 24 months from the Cooperative Agreement Award Start Date (award period 09/01/2013, to 08/31/2015).

V. Financial Administration

A. Funding: The total not-to-exceed amount of Federal funding to be provided under this Cooperative Agreement is \$49,921 as specified in the official Financial Clearance Memorandum (FCM) that accompanies this document.

B. Travel: All travel plans related to the Cooperative Agreement and to the development of the deliverables should be submitted to the Program Manager for review by the COPS Office.

1. If the Awardee is subject to OMB Circular A-21 Cost Principles for Educational Institutions, OMB Circular A-87 Cost Principles for State, Local and Indian Tribal Governments, or OMB Circular A-122 Cost Principles for Non-Profit Organizations, then travel costs that are incurred directly by the Awardee or for project-related non-Awardee travel will be reimbursed based upon the Awardee's written institutional travel policy if the costs are reasonable and allocable to the project. In the absence of an acceptable institutional travel policy, allowable per diem travel costs for lodging, meals and incidentals will be reimbursed based on the established U.S. General Services Administration (GSA) per diem rates for the relevant geographic area. Allowable airfare travel costs will be reimbursed based upon the lowest discount commercial airfare, the Federal Government contract airfare (if authorized and available), or standard coach airfare, unless otherwise authorized in advance by the COPS Office.
2. If the Awardee is subject to FAR-31.2, Contracts with Commercial Organizations, then travel costs that are incurred directly by the Awardee will be reimbursed if the costs are reasonable and

allowable under the project. Travel costs for lodging, meals and incidental expenses may be reimbursed based on per diem, actual expenses or a combination of these methods, as long as the reimbursement rate does not exceed established GSA per diem rates as set forth in the Federal Travel Regulation. Transportation costs may be reimbursed based on mileage rates, actual costs incurred, or on a combination of these methods. Allowable airfare travel costs will be reimbursed based upon standard coach fare, unless otherwise authorized in advance by the COPS Office.

C. Consultant Rates: Unless otherwise approved by the COPS Office, approved consultant rates will be based on the salary a consultant receives from his or her primary employer, as applicable, up to \$550 per day. For consultant or contractor rates which exceed \$550 per day, the COPS Office requires written justification if the consultants or contractors are hired through a noncompetitive bidding process. Authorization requires submitting a detailed written justification of the consultant rate to the Program Manager. Specific and detailed written justification for each additional consultant must be submitted to and approved by the COPS Office prior to obligation or expenditure of such funds.

D. Project Budget: The approved project budget, dated 09/01/2013, is incorporated herein and made a part of this Cooperative Agreement. Reallocation of dollars between approved budget categories is allowed up to ten percent (10%) of the total award amount as last approved by the COPS Office, provided there is no change in project scope. When the cumulative changes exceed ten percent (10%) of the total award amount or change the scope of the project, prior written approval from the COPS Office is required. The Awardee must promptly notify the COPS Office in writing of events or proposed changes in excess of ten percent (10%) of the total award amount and must obtain written approval from the COPS Office for the changes before incurring the proposed costs. In requesting an adjustment, the Awardee will set forth the reasons and the basis for the proposed change and any other information deemed helpful for review by the COPS Office.

E. Payment: All costs claimed for reimbursement, and payment, including the final payment, shall be submitted via the Grant Payment Request System (GPRS).

F. No-Cost Extensions of Time: Awardee must provide a reasonable justification for delays in implementing this Cooperative Agreement to be granted a no-cost extension. A request for an extension of the grant award period to receive additional time to implement the funded program is at the discretion of the COPS Office. Such extensions do not provide additional funding.

G. Employment: Awardee acknowledges that nothing in this Cooperative Agreement shall be construed to create an employment relationship with the COPS Office or with the Federal government or to require provision of any benefits incident to employment.

VI. Program Manager(s)

A. COPS Office

Kimberly Nath
U.S. Department of Justice
COPS Office
Research & Development Division
145 N Street, NE, 11th Floor

Washington, DC 20530
Kimberly.nath@usdoj.gov
202-353-9914

B. Awardee
Michael Reese
Chief of Police
City of Portland, Oregon Police Bureau
1120 SW Fifth Avenue
Room 1250
Portland, Oregon 97204
503-823-6819

VII. General Provisions

The Awardee of record must follow all requirements imposed by the Department of Justice as an award term, condition or administrative requirement of the grant, including but not limited to: the COPS Community Policing Development Program Award Owner's Manual; the Assurances and Certifications; the COPS statute (42 U.S.C. 3796dd et seq.); 28 C.F.R. Part 66 or 28 C.F.R. Part 70 as applicable (governing administrative requirements for grants and cooperative agreements); 2 C.F.R. Part 225 (OMB Circular A-87), 2 C.F.R. Part 220 (OMB Circular A-21), 2 C.F.R. Part 230 (OMB Circular A-122) and 48 C.F.R. Part 31.000 et seq. (FAR 31.2) as applicable (governing cost principles); OMB Circular A-133 (governing audits); the current edition of the COPS Grant Monitoring Standards and Guidelines; the COPS Office Editorial and Graphics Style Manual; and all other applicable program requirements, laws, orders, regulations, or circulars.

Pursuant to Executive Order 13513," Federal Leadership on Reducing Text Messaging While Driving," the COPS Office encourages recipients of Department of Justice funds to adopt and enforce policies that ban text messaging while driving and to establish workplace safety policies to decrease crashes caused by distracted drivers.

VIII. Modifications

The designated COPS Office and Awardee project officers (under section VI (A) and VI (B)) for their respective organizations shall have the authority to propose and approve any modifications to this Cooperative Agreement. Modifications to this Cooperative Agreement may be proposed at any time during the period of performance by either party, and shall become effective upon approval by both parties.

Section IX. Incorporation by Reference; Effective Date

By signing the Award Document, the responsible parties designated below have entered into this Cooperative Agreement, which is incorporated by reference into the Award Document. This Cooperative Agreement is effective as of the date that the last responsible party signed the Award Document.

Ronald L. Davis

Director
Office of Community Oriented Policing Services

Michael Reese
Chief of Police
City of Portland, Oregon Police Bureau

Eileen Roe
Financial Analyst
City of Portland, Oregon Police Bureau

Updated July 2013

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COPS FY 2013 Community Policing Development (CPD) Microgrants for Law Enforcement Agencies
City of Portland, Oregon Police Bureau
Additional Attachment - Project Narrative
Application Attachment 1

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The City of Portland, Oregon Police Bureau's mission is to protect and serve the community members of Portland, the largest city in Oregon. Portland is home to approximately 603,106 residents (with approximately 30 percent residents of color)¹. The Police Bureau is staffed with 937 officers and 224 civilian employees.

Problem Identification

There have been long standing concerns from community members about racial profiling, the lack of diversity in the recruitment and hiring process of officers, officer accountability, and training related to cultural responsiveness and racial bias in the Portland Police Bureau (PPB). These concerns are more prominent in, however not limited to, community members of color. The Law Enforcement Contacts Policy and Data Review Committee (LECC), an Oregon statewide governor appointed committee, has been tracking public perceptions of Oregon law enforcement since 2005 through statewide stratified random sampling survey methods. The LECC provides one of the many sources that document these concerns². The LECC has found that although the vast majority of White, Hispanic, and African American residents have neutral to positive general feelings about law enforcement, concerns around Oregon law enforcement officers using race, ethnicity, and national origin unfairly to influence their decisions to stop someone are eminent. The 2009 survey demonstrated that approximately 64 percent of the people of color and 46 percent of the White population in Oregon believe that officers use race, ethnicity, and national origin unfairly at least sometimes to always. Among the African American oversample, the LECC found that 92 percent believe that officers use these characteristics unfairly at least sometimes and 60 percent

¹ US Census, 2012 estimate, <http://quickfacts.census.gov/qfd/states/41/4159000.html>.

² Law Enforcement Contacts Policy and Data Review Committee: 2009 Annual Report, <http://www.pdx.edu/cjpri/annual-reports>.

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believe that officers practice this often or always. While these concerns are statewide, the survey found that the concerns among people of all races and ethnic groups around policing are more prevalent among Portland residents compared to the rest of the state.

Consequently, developing greater trust between various civilian community members of Portland and the Portland Police Bureau is critical for implementing successful community policing strategies and partnerships. These partnerships are critical for increasing the reporting of crime, increasing the willingness to share information for solving criminal cases, gaining knowledge from the community on resolving crime issues, and increasing officer safety. The 2008 National Crime Victimization Survey found that only 40 percent of property crimes and 47 percent of violent crimes were reported to the police. Without this trust, not only are police limited in the information needed to resolve crime issues but even a sound effort to proactively resolve a crime problem in a neighborhood can turn into much time and resources spent in resolving lawsuits and upheaval between the police and community members.

The Portland Police Bureau recognizes that improving relationships with the community, and especially with community members of color, is critical to the bureau's ability to protect and serve the community and for advancing the professionalism and success of the organization. In addition, the bureau recognizes and affirms the fundamental evolving paradigm that the demographics within the state of Oregon and nationwide are rapidly changing. The Pew Hispanic Center lists Oregon as one of the seven states with the largest Hispanic population growth. The Coalition of Communities of Color, a local collaborative of various advocacy organizations with majority constituents of color, issued a report in 2010 that states that the ninth largest urban Native American population in the United States resides in Multnomah County, the county in which the

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city of Portland is encompassed. The Immigrant Refugee Community Organization (IRCO) states that Oregon is the 11th largest refugee recipient state in the nation.³ These changing demographics make it even more imperative that the relationships between the Portland Police Bureau and communities of color are strengthened.

Topic and Project Outcome Identification

One of the relationships the Bureau has been developing over the past four years is with the City of Portland Human Rights Commission (HRC), and its committee, the Community and Police Relations Committee (CPRC). The CPRC is composed of five members of the Human Rights Commission, five additional community members, and five Portland law enforcement representatives of various ranks, including Assistant Chief Lawrence O'Dea. The Community and Police Relations Committee was created in 2009 as a subcommittee of the HRC to address some of the issues that were previously processed by the Racial Profiling Committee (2007 – 2009), a committee that was temporarily created by former Portland Mayor Tom Potter to issue a report of recommendations for addressing racial profiling. The report, entitled, "Plan to Address Racial Profiling"⁴, was released in 2009. However, the mandate of the CPRC is broader than the previously incarnated Racial Profiling Committee, although the CPRC is also tasked with addressing issues of racial profiling. Additional issues the CPRC focuses on include use of force, institutional equity issues, and creating opportunities for constructive dialogue models between the police and community members. The CPRC is presently developing capacity to expand and nurture police and community partnerships to address specific neighborhood issues in the future.

³ Decreasing Crime By Increasing Involvement: A Law Enforcement Guidebook for Building Relations in Multi-Ethnic Communities, Criminal Justice Police Research Institute at Portland State University, 2011.

⁴ Portland Police Bureau Plan to Address Racial Profiling, 2009.

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Over the last several years, the CPRC has become one of the Portland Police Bureau's most productive community partnerships for developing strategies for addressing issues that can be contentious, yet also need consistent community input and insight. The CPRC Portland Police Bureau members and civilian community members have made extensive efforts to understand and analyze the issues brought to the meetings from both the collective perspective of law enforcement as well as from the eclectic and varied perspective of the civilian community. In 2011, the Portland Police Bureau requested assistance from the Community and Police Relations Committee to develop a plan to address institutional racial issues (which influence internal and external outcomes), increase diversity, and create a more inclusive environment within the Portland Police Bureau. Bureau members believed that addressing institutional race issues was a critical step in improving the Portland Police Bureau's services to the community and addressing some of the issues that were previously identified in the 2009 Plan to Address Racial Profiling.

In 2011, the CPRC designated a subcommittee to design and implement an initiative to address issues intersecting institutionalism and race in the Portland Police Bureau. The CPRC subcommittee is chaired by Human Rights Commissioner Damon Isiah Turner and consists of both CPRC members (civilian and police members), as well as additional bureau members. The subcommittee is working to develop both a strategic organizational plan to address equity issues with the Portland Police Bureau and to provide training for all bureau members to help prepare them for related organizational transformation and improving interactions with the public. The purpose of this grant proposal is to support the development of the strategic organizational plan needed to further evolve the work of the CPRC subcommittee as well as create the organizational level evaluation plan needed to monitor the impact of this effort over time. If awarded, the grant

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funding will allow this subcommittee to gain the consultation and expertise needed for creating organizational change strategies around equity and to develop an effective evaluation plan that will monitor progress over time and contribute to an informed decision making process.

Project Justification

Addressing issues of race in a systemic and meaningful way will greatly increase the trust and the potential for partnerships between the police and community members. This has been a source of tension between the police and community in Portland for many decades and past efforts to address these issues have been quickly planned and executed without methodical, in-depth quantitative and qualitative analysis, thought and community involvement. In addition, previous efforts have been very limited in duration. To date, since 2011 the CPRC Subcommittee has met regularly, developed and delivered an initial training to approximately 60 command staff within the Portland Police Bureau, and learned from local and national experts on the topic of addressing racial equity issues in organizations. This work is already receiving an increasing level of support from bureau members, the Portland City Council, and community leaders. The CPRC Subcommittee and Training Workgroup members were awarded an Achievement Medal from the Portland Police Bureau for their accomplishments in April 2013. Some PPB units are currently implementing this work into their procedures and practices or are in the process of developing equity analysis plans for addressing equity issues and/or increasing diversity.

Few police departments appear to have approached the broader communities' concerns regarding the intersection of race, institutionalism, and community engagement in such an extensive way. Even fewer police bureaus involve the broader community this collaboratively in forming substantive changes in the policies, procedures and practices of the organization. Though many

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agencies have begun to adopt training programs related to biased based policing, to date the CPRC has only been able to identify the Seattle Police Department as another police department that is undergoing a training for all employees on institutional racism. However, one of the different aspects of the City of Seattle Police Department's institutional training process and that which the Portland Police Bureau is involved in is that the PPB in conjunction with broader community members are actively involved in creating the curriculum that is used and is creating the strategic plan for organizational changes. The CPRC subcommittee is also utilizing a multi-pronged training approach that does not assume that issues of race and institutionalism can be resolved with the attendance of one training. This work has become a true partnership between the police and the community, utilizing community policing principles to work together for a common goal and employing the perspective and skills of various partners to solve issues. It is unique in that, rather than gaining community feedback from a distance, there has been trust that has formed within the CPRC subcommittee. All members are involved in detailed and open dialogue about the internal institutional challenges and design of approaches to forming the solutions. This level of partnership is critical for developing the internal and external credibility needed for this work to be successful.

Project Goals and Objectives

The main goals and objectives of this project are to:

- **Create organizational transformation around issues of equity.** To develop a more sophisticated knowledge base on how organizations approach issues of equity in a viable way, create a starting equity plan for the Portland Police Bureau that includes concrete and measurable action items, and internally increase the staff's capacity to institutionalize equity work in a productive manner.

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- **Improve bureau services to the community.** Increase awareness within the Portland Police Bureau of how racial history in the United States and specific policies locally impacts police and community member interactions today. In addition, the process will include challenging inappropriate beliefs and assumptions about race that can negatively impact police-community member interactions and officers' decision making processes.
 - **Strengthen partnerships and trust between the bureau and the community.** To be able to respond to a long-standing concern of the communities of Portland, to create a greater sense of safety for Portland community members and to create the opportunities for more successful partnerships on strategies to address local crime issues.
 - **Increase the diversity among the Portland Police Bureau officers in general and among the command staff levels.** To develop institutional practices that increase the ethnic diversity of the Portland Police Bureau's applicant and promotion pools in order to achieve racial diversity among the bureau that is more reflective of the city of Portland. To date, if the PPB more so reflected the ethnic demographics of Portland, then the PPB would have at least 100 more officers of color in the bureau than what presently exists. Only seven of the 55 sworn command staff positions are filled by a person of color.

During the proposed two year grant period, the CPRC subcommittee will develop an equity plan for the Portland Police Bureau, provide training to bureau members that directly relates to the goals outlined above, and develop an organizational level evaluation plan to monitor these efforts. The PPB and the CPRC Subcommittee is very aware that it will take longer than two years to fully achieve the goals of systemic racial equity. However, PPB and the CPRC have reasonable set outcomes for this two year time period.

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Strategy to Achieve Project Outcomes and Goals

The Portland Police Bureau and the Community and Police Relations Subcommittee have been doing research into how others' programs and approaches have been successful in implementing equity work into organizations and have learned that a comprehensive approach is critical. Some of the resources explored are the City of Seattle Race and Social Justice Initiative, the Seattle Police Department, Captain Tracie Keesee from the Denver Police Department and the Consortium for Police Leadership in Equity, the Applied Research Center, Multnomah County's Office of Diversity and Equity, King County's (Seattle) Equity and Social Justice Initiative and the Casey Foundation. The CPRC Subcommittee has been able to gain learning lessons from these other agencies and experts to develop strategies and trainings that will best fit a law enforcement agency and specifically serve the needs in Portland.

The main strategy for addressing racial equity within the PPB during this timeframe is threefold. The strategy is to: 1) create an organizational strategic equity plan, 2) provide training for employees, and 3) conduct evaluation. This work will be done under the guidance of the CPRC Subcommittee and the CPRC Training Workgroup. The subcommittee and the training workgroup consist of CPRC members and PPB members. The CPRC Subcommittee develops and oversees the strategic equity plan and goals for the CPRC Training Workgroup to develop. The training workgroup focuses specifically on developing curriculum, organizing guest speakers and planning the delivery of the trainings. Both groups meet monthly, with the two project managers and others meeting more frequently.

Organizational Strategic Equity Plan

The organizational strategic equity plan will be used to specify particular action items and dates for both the Portland Police Bureau's training needs and other organizational change strategies. It will be used to guide the work of the Portland Police Bureau over time to ensure that the original objectives remain clear, the plan is implemented in an organized and effective manner, progress can be evaluated, and the current needs over time can be reassessed in a time-efficient approach. The organizational strategic guide will include feedback from the full Community and Police Relations Committee, the Portland Police Bureau's Equity Leadership Council, the Portland Police Bureau Office of the Chief, and the City of Portland Mayor's Office so that the Bureau is operating off of one cohesive plan for this work.

The plan consists of two main components: 1) a training component, which will be funded by the City's General Fund and 2) organizational change strategies. The training component is crucial in that employees can only decrease implicit bias, identify institutional racial issues, and apply an equity analysis lens to policies and procedures when they know what those concepts are, and are taught skills applicable to their particular line of police work. The equity plan will list out all of the objectives that the PPB will address in their training plan.

The organizational change strategies will include elements such as changing or reviewing policies or procedures that may contribute to inequitable outcomes, implementing systems to identify areas of disparity, and programs to address identified issues. An example of an organizational change strategy is setting up the Personnel and Human Resources Division's data collection system so that it would be possible to analyze if racial disparities occur within the hiring

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process, and if so, identify exactly where these disparities occur to inform effective counter strategies. A decision was made to provide the initial training to all command staff before developing the organizational change strategies so that the command staff could provide more valuable feedback into this process and provide encouragement and leadership to those they supervise. The command staff attended this initial training in December of 2012 and are now more prepared to engage in these conversations.

The initial training for all PPB members is designed to provide participants with an understanding of what institutional racism is, how it is facilitated within organizations, and how to identify and address racial issues within an agency. The initial outline for this training stems from the City of Seattle's Race and Social Justice Initiative, which serves all City of Seattle employees. The CPRC Subcommittee adapted the Seattle model, and further expanded and changed several elements of the curriculum to include elements very specific to the locality of Portland. New adaptations of the curriculum included adding a section on policies that have influenced the historical ethnic demographic shifts in Portland neighborhoods, the addition of guest speakers that have specialized in equity accountability methods in other organizations, and how to apply the information within a law enforcement agency.

Organizational Level Evaluation Plan

The organizational level evaluation plan will be developed by Dr. Masami Nishishiba, a researcher and Assistant Professor in the Division of Public Administration at the Mark O. Hatfield School of Government at Portland State University, in collaboration with the CPRC Subcommittee. Dr. Nishishiba specializes in issues of organizational behavior, diversity in the workplace, and intercultural communication. The purpose of the evaluation plan will be to monitor progress over

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time and to assess the needs of the bureau surrounding issues of equity in order to provide feedback to the CPRC Subcommittee and Portland Police Bureau Command Staff as they plan and implement organizational change strategies. For instance, the evaluation plan will include an employee survey, which may include how well employees feel that the Portland Police Bureau is doing in addressing issues of racial and gender equity within the Bureau, and whether or not employees feel that there are inequities in promotion practices; if so, identifying those specific barriers. Another area in which the survey may address is whether or not employees feel that they have support from peers and supervisors if confronting an issue regarding race or gender. The evaluation plan will also contain other organizational level metrics, which may include examining the level of diversity in hiring and promotional practices or data containing information on disproportionate outcomes in services to the community. The specifics of the evaluation plan will be developed at the beginning of the grant and will include feedback from the CPRC Subcommittee, the PPB's Equity Leadership Council, the Mayor's Office, and various PPB Command Staff members. More information around the process for the evaluation plan is provided in the timeline in the following sections.

The CPRC Subcommittee will utilize feedback from the formal evaluation methods as well as using the strategic equity plan to monitor progress in meeting the program's goals and to reassess the program's needs on an annual basis at the beginning of each calendar year. Grant funding will fund the organizational level evaluation plan and aid in the creation of strategic equity plan.

Building Relationships and Solving Problems

This initiative will greatly aid the Portland Police Bureau in fostering the community relationships that are developing as well as to build trust with other community groups and individuals. It will also increase the bureau's capacity for successful outcomes in police and

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community member interactions, building community partnerships to solve crime and social disorder issues, and addressing community concerns.

The Community and Police Relations Committee and the Portland Police Bureau's Capacity and Experience for this Project

The Community and Police Relations Committee (CPRC) has demonstrated its ability to collaboratively partner with the Portland Police Bureau on complex and high profile topics. In 2011, the CPRC produced a Use of Force Report that provided recommendations in the areas of mental illness, ethnicity and gender, physical force, less lethal weapons, incident review, training and data collection. In 2011, the CPRC Subcommittee governing the work under this proposal began working on institutional race issues and has already been successful in meeting regularly, doing the preparatory work that was needed for the subcommittee and bureau to begin creating the organizational change strategies portion of the strategic equity plan, creating a productive Training Workgroup that includes 14 officers at various ranks and units with the Portland Police Bureau, and successfully developed and delivered a training on institutional race issues to two pilot test groups (the Portland Police Bureau's Equity Leadership Council and the Personnel Division) and the command staff in 2012.

In addition the Portland Police Bureau has been very successful in carrying out many complex programs related to community policing that require a great deal of commitment and organization. For instance, since 2010, the Portland Police Bureau has been participating in the U.S. Department of Justice's Bangladesh International Criminal Investigative Training Assistance Program (ICITAP). The goal of this program is to develop more professional and community-focused police services in Bangladesh. The Portland Police Bureau became involved in this

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program through its relationship with the National Guard. Some of the objectives of ICITAP have been to provide Bangladeshi officers with additional resources for managing crime in the areas they police and to build communication and trust between the police and community members. Since the inception of this program, Portland police officers have been regularly sent in teams to serve in Bangladesh. While there, the officers provide classes on community policing, report writing and investigations to Bangladeshi officers, organize community forums, and assist with community policing projects. This program requires a great deal of organization and dedication on the part of the Portland Police Bureau. To date, the program has run very smoothly and the reports from the ICITAP and the Ambassador of Bangladesh regarding the services that the Portland Police Bureau are providing in Bangladesh have been overwhelmingly positive.

Management and Implementation Plan

The Community and Police Relations Subcommittee will be the governing body for the initiative, which is co-chaired by Assistant Chief of Operations Lawrence O'Dea, from the Portland Police Bureau. Damon Isiah Turner, a city Human Rights Commissioner and Community and Police Relations Committee member, also co-chairs the governing body and will lead the management of this project.

Damon Isiah Turner chairs the CPRC Subcommittee meetings, ensures a balanced decision making process between Bureau and non-Bureau members, and builds communication with key partners and stakeholders. During the project period he will serve a key role in managing the development of the strategic equity plan and coordinating the evaluation work with Dr. Masami Nishishiba. Mr. Turner has a Masters degree in Public Administration and Policy from Columbia University, presently matriculating in a Ph.D. program in Public Affairs and Policy at Portland State

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University, has served as a Human Rights Commissioner for the City of Portland since April of 2010, and serves as a consultant for the Law Enforcement Contacts Policy and Data Review Committee through the Criminal Justice Policy Research Institute (CJPRI) at Portland State University. As a consultant with CJPRI, he has been the lead editor and co-writer of a community relations guidebook for Oregon law enforcement titled “Decreasing Crime by Increasing Involvement: A Law Enforcement Guidebook for Building Relations in Multi-Ethnic Communities” and developing an online curriculum for Oregon law enforcement on the topics of racial profiling, implicit bias, building rapport during police and community member encounters, and the 4th and 14th Amendments.

Timeline for the Organizational Strategic Equity Plan

Quarter	Task
June 2014	<ul style="list-style-type: none"> • Subcommittee begins the planning of a set of organizational change strategies. • Subcommittee incorporates the work of the PPB’s Equity Leadership Council. • Subcommittee includes feedback from the Mayor’s Office. • Work with the COPS Office Program Manager
July – December 2014	<ul style="list-style-type: none"> • Subcommittee obtains feedback from additional command staff. • The beginning plan is written and vetted by the Chief of Police’s Office and the involved stakeholders. • The strategic equity plan is finalized. • Plan implementation with guidance from the COPS Office Program Manager
January - June 2015	<ul style="list-style-type: none"> • Review and re-assess progress with project goals and action items. • Update the strategic plan if necessary. • Plan implementation.
July - September 2015	<ul style="list-style-type: none"> • Continue plan implementation with guidance from the COPS Office Program Manager. • Finalize project results.

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Dr. Masami Nishishiba will be the principal investigator for the development of the organizational level evaluation plan. She will be responsible for meeting or consulting with all of the stakeholders for the evaluation plan (Community and Police Relations Subcommittee and Full Committee, Equity Leadership Council, Deanna Wesson-Mitchell from the Mayor's Office, the COPS Office Program Manager, and various command staff at the Portland Police Bureau) and implementing their feedback into the final evaluation design and creating a final report that provides clear guidelines on how to evaluate this project over time and analyses for the data that is a part of the evaluation plan and is currently available. Dr. Nishishiba received her Ph.D. in Public Administration and Policy from Portland State University in 2003 and is the Associate Director at the Center for Public Service. She is very well respected for her knowledge and practice of research methodology and specializes in issues of organizational behavior, diversity in the workplace, and intercultural communication. She has a strong interest in strengthening community and police partnerships and has spent time interviewing officers on what officer qualities contribute to officers being well-received by community members.

Timeline for the Organizational Level Evaluation Plan

Date	Task
July – December 2014	<ul style="list-style-type: none"> • Begin working with the CPRC Subcommittee to identify the main desired outcomes for the evaluation plan. • Discuss survey concepts and data availability. • Obtain feedback from additional stakeholders on desired outcomes. • Finalize the outline for the evaluation plan.
January – June 2015	<ul style="list-style-type: none"> • Analyze the available data, or in some cases work with PPB to have the data analyzed (depending on the data source), that will be a part of the evaluation plan. • Present and discuss the evaluation methods and findings with the CPRC Subcommittee and the COPS Office Program Manager.

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July – September 2015	<ul style="list-style-type: none"> • Complete the final report. • Present the findings.
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Evaluation Plan/Effectiveness of Project

The research that will most directly measure the impact of this project will be assessing the progress in meeting the action items from the strategic plan and conducting and utilizing the organizational level evaluation plan discussed in the subsection above on the Strategy to Achieve Program Outcomes and Goals. The evaluation plan will be extremely important for gaining information on where the bureau is at on various issues and for developing the organizational change strategies. It will also provide a baseline in which analyses can be compared for measuring progress on these issues.

There has been community support for beginning the training and equity effort among those that are most vocal within the broader community about their concerns with the bureau. Subsequently, it is vital that the CPRC Subcommittee can assure the broader community that there will be consistency with the implementation of the equity efforts within the PPB. Community observations will be made, although it will not be measured directly in a quantitative method unless staffing time and funding allows for it. In addition, the research on public perception of and experiences with local law enforcement in Portland will continue to be monitored by the subcommittee. This research is available through the Law Enforcement Contacts Policy and Data Review Committee and the Criminal Justice Policy Research Institute at Portland State University. The Portland Police Bureau is also in the process of participating in a national survey examining people's experiences with their local law enforcement agencies.

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While some of these methods cannot tie the changes over time directly to this project, a combination of these research practices should prove to be informative about the effectiveness of this project. The strategic equity plan and organizational evaluation plan will be made available to the COPS Office and interested law enforcement agencies. The issues around race is one of the most contentious, consistent, and long-standing barriers between building stronger police and community relations in Portland. This is certainly the case in other large agencies across the United States. Finding methods that address these issues is critical for advancing our capacity to practice community policing.

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Budget Summary

A. Sworn Officer Positions	\$	0
B. Civilian/Non-Sworn Personnel	\$	0
C. Equipment/Technology	\$	0
D. Supplies	\$	0
E. Travel/Training	\$	0
F. Contracts/Consultants	\$	49,921
G. Other	\$	0
H. Indirect Costs	\$	0
TOTAL PROJECT AMOUNT	\$	49,921
Total Federal Share Amount	\$	49,921
Total Local Share Amount	\$	0

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Budget Narrative

Section A: Sworn Officer Positions (\$-0-) There are no Sworn Officer Positions costs associated with this grant request.

Section B: Civilian/Non-Sworn Personnel (\$-0-) There are no Civilian/Non-Sworn Personnel costs associated with this grant request.

Section C: Equipment/Technology (\$-0-) There are no Equipment/Technology costs associated with this grant request.

Section D: Supplies (\$-0-) There are no Supplies costs associated with this grant request.

Section E: Travel/Training (\$-0-) There are no Travel/Training costs allowed with this grant request.

Section F: Contracts/Consultant Fees (\$49,921) This expense will fund a research partnership contract and a consultant for the Portland Police Bureau's (PPB) program.

The bureau will work with the City's Procurement Services Division on the Professional, Technical and Expert (PTE) services contracts. The PTE Services Manual is available at <http://www.portlandoregon.gov/auditor/26882?a=307602>. From Page One of the manual, "The underlying objective of a fair procurement process is the premise that the public is best served and public funding is best spent only after being subjected to a fair, transparent, and competitive selection process. Procurements of professional, technical, and expert services by City of Portland bureaus are made in accordance with State law, City Code, City Council Resolutions, and established policies and practices."

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This expense will fund a research partnership contract with Portland State University's Dr. Nishishiba. Dr. Nishishiba will develop an evaluation plan surrounding issues of institutional equity. This work will include: Meeting with all the stakeholders for the evaluation plan and implementing their feedback into the final evaluation design; consulting with the COPS Office Program Manager, analyzing available related data, and creating a final report of the findings for the above stakeholders.

This expense will also cover the consultation needed for the development of the organizational strategic equity plan for the bureau. This work will be provided by Damon Isiah Turner, the current Community and Police Relations Committee (CPRC) Subcommittee chair and co-project manager. Mr. Turner is a consultant who volunteers his time with the CPRC. This work will include: Facilitating the CPRC Subcommittee discussions on the plan development, coordinating feedback from stakeholders including the COPS Office, and writing the final organizational strategic equity plan.

Section I. Other (\$-0-) There are no Other costs associated with this grant request.

Section H: Indirect Costs (\$-0-) There are no Indirect Costs associated with this grant request.

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Section 14: Budget Detail

F. Contracts/Consultants

\$ 49,921

1. Contracts

<u>Contract</u>	<u>Contract Subtotal</u>	<u>Description</u>
Portland State University (PSU)	\$35,000	Research partner to develop an evaluation plan of the PPB/CPRC equity initiative

Contractor Subtotal: 35,000

2. Consultant Fees

<u>Consultant</u>	<u>Computation</u>	<u>Consultant Subtotal</u>	<u>Description</u>
Damon Isiah Turner	373.03 hrs (46.628 8-hour days) x \$40/hr	\$ 14,921	Work with the CPRC Subcommittee on their strategic equity plan

Consultant Fees Subtotal: 14,921