

Police Bureau Staffing Study
CITY OF PORTLAND, OREGON

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1. INTRODUCTION AND EXECUTIVE SUMMARY

The Matrix Consulting Group was retained by the City of Portland to conduct a Staffing Study of the Police Bureau. This final report presents the results of the study. This study, which began in the summer of 2014, was primarily designed to provide an assessment of the staffing needs of the Bureau. However, the efficiency and effectiveness of Police Bureau operations was also evaluated, identifying many improvement opportunities relating to service delivery, organization and staffing, as well as management.

The Matrix Consulting Group is a management consulting group established in 2002 that focuses entirely on public sector analytical services and specializes in public safety services. These services include organizational structure evaluations, operational efficiency and effectiveness reviews, organizational culture evaluations, and staffing studies. The staff at the Matrix Consulting Group have provided analytical services to public safety agencies for over 30 years and have conducted over 250 individual studies of law enforcement services during their careers.

In reaching the concluding point of the study, the project team assembled this final report, which summarizes our findings, conclusions, and recommendations where appropriate.

1. STUDY SCOPE OF WORK

It is imperative that local governments periodically review the services that they deliver to the public in order to identify resource requirements, operational efficiencies, management and customer services goals are met. Public safety operations are not

exempt from this need. While the major focus of this study was the staffing needs of the Portland Police Bureau, it is impossible to completely divorce the management of resources from the number of resources needed. As a result, the scope of this project was comprehensive and included the following:

- Staffing allocations and deployments in each Police Bureau function;
- The Portland Police Bureau's organizational structure;
- The management systems used to control operations and ensure that Bureau and community goals are met;
- A review of business processes and practices and a comparison with "best management practices in law enforcement".

This assessment is intended to be a blueprint for the choices that the City of Portland and its Police Bureau has to be more effective in its service to the community and to strengthen key internal processes.

2. STUDY METHODOLOGY.

In this Police Bureau Staffing study, the Matrix Consulting Group project team employed a wide variety of data collection and analytical techniques. The project team conducted the following analytical activities:

- At the outset of the staffing study, the study team interviewed the Police Chief and his management team. The project team also met with the Mayor, City Commissioners, the City Auditor, and other municipal staff. The purpose of these interviews was to develop an initial understanding of the issues and background that led to this study.
- The project team conducted an intensive process of interviewing staff in every function within the Police Bureau. Members of the project team interviewed over 200 staff in individual interviews. These interviews included staff at every level in the organization — managers, supervisors and line staff, including over four days of ride-alongs with patrol staff.
- While on site, the project team collected a wide variety of data designed to document deployments and schedules, workloads and service levels as

operating and management practices. The project team developed descriptive summaries, or profiles, of each function within the Police Bureau – reflecting organizational structure, staffing, workloads, service levels, and programmatic objectives.

- In order to make the assessments of operational and management strengths and improvement opportunities, the project team developed a set of performance measures, called “best management practices” against which to evaluate current services, workloads, and service levels in the Police Bureau.

Throughout this process the project team met with the Police Bureau’s command staff to review study progress and issues identified. Reviews with a broadly based project steering committee were also accomplished at key junctures of the study process.

3. STRENGTHS OF THE PORTLAND POLICE BUREAU.

Again, while the study’s principal focus was staffing, the management of the Bureau’s operations and services to the public were a necessary consequence of the effort. A study such as this one necessarily focuses much of its attention on improvement opportunities in operations and management – regular evaluations necessary for any client agency. However, this study process has also identified many positive characteristics in the Portland Police Bureau. This conclusion was established from:

- Our extensive input from and interaction with a large number of personnel in the Police Bureau which highlighted staff’s dedication to service. The use of an anonymous survey brought the input of hundreds more employees.
- The “best practices” assessment process used in this study was also key to understanding that the Police Bureau has a history of providing high levels of service and a wide range of services.
- The analysis developed by the project team as it conducted this staffing study of the Portland Police Bureau.

It is important for the project team to point out that the Police Bureau has taken a number of steps to develop itself as a model large police department, which can be seen in changes to management systems, attention to the efficiency and effectiveness of programs and services, and attention to community needs. While some change has been in response to the oversight of the Department of Justice, the Police Bureau has been proactive in exceeding these requirements. As a result, this study identified many major positive attributes of the Police Bureau, some of which are summarized in the following table:

PORTLAND POLICE BUREAU
The Police Bureau highly values its service to the communities it serves and is structured to be more responsive and available to the public.
The Police Bureau is accredited as a law enforcement organization attesting to its standing in its profession.
The Police Bureau has implemented many programs and created units to ensure that no aspect of service to the community is neglected.
With the police administration a commitment to provide an even greater level of proactivity in services as well as responsiveness to community generated needs.
The Bureau has taken the proposed Department of Justice settlement and has proactively implemented far reaching changes in the organization affecting operational oversight, directives, training, supervision and personnel evaluation and professional standards.
OPERATIONS BRANCH
Precinct police facilities throughout the City that enhances the ability of the PPB to deliver services to the community and also for residents to have local access to a police service facility.
Deployment strategies that effectively match field workloads with Officers assigned.
The PPB is currently providing alternative call response techniques (e.g., on line or telephone reporting unit) for 11% of the total number of calls for service responded to by Patrol personnel using light duty personnel temporarily assigned to the Operational Support Unit, with additional organized effort this percentage can reasonably increase to 15-20% of all calls for service.
The Operations Branch is developing an approach to “hot spot” and predictive policing through a research/pilot project, intended to anticipate crime but also direct the time of field personnel to community problems.
Field personnel have high levels of proactive time and utilize it to address community problems.

Command, supervisory, and line employees are involved in the community.
Field supervisors are actively involved in personnel and service oversight.
INVESTIGATIONS BRANCH
Diverse array of investigative units designed to effectively follow-up on crimes with specially trained staff.
Diverse array of proactive investigative capabilities to address organized crime and street crimes, vice and narcotics problems in the City.
New information systems coming on line within the next year will significantly improve regional data sharing as well as case management.
The Branch has developed several capabilities in emerging areas – for example, human trafficking.
The Family Services Division has developed a multi-disciplinary approach to child and elder abuse and domestic violence in the City involving law enforcement, the District Attorney, State, and County and private not-for-profit agencies to integrate assistance to victims and enhance vertical prosecution of cases.
Many specialized units are not filled with full time personnel.
Property and evidence is regularly and irregularly audited.
SERVICES BRANCH
The Fiscal Division has successfully implemented complex and necessary financial system upgrades during the past couple of years.
Through extensive knowledge of SAP and Bureau labor contracts, Fiscal payroll staff is able to optimize Bureau payroll timeliness and accuracy.
The Alarms Program administered in the Fiscal Division has achieved a multiple year decline in false alarms. It also collects sufficient fees to cover the cost of program staff and officer alarm response expenses.
The Records Division (along with the Bureau as a whole) is scheduled to go live April 2015 with a new and up-to-date regional records management system (RMS).
The Records Division places a high priority on record accuracy. All staff meet LED and UCR certification requirements and the division recently passed a LED audit.
The Records Division recovers the actual cost of providing copies of public records and releases and updates its fee schedules regularly.
Recruitment of diverse elements of population has become a focus of the process.
Most functions in this branch have been civilianized.
Training make use of skilled/trained personnel from other functions as a part-time/collateral resource to supplement Training personnel.

The Emergency Management Unit's (EMU) Sergeant serves as the Bureau's representative on the regional Emergency Management Steering Committee and also represents the Bureau in city-wide emergency preparedness task groups. EMU has successfully worked with regional partners to secure regional grants.
The EMU equipped and was in command of the Bureau's operations at the City's new Emergency Coordination Center during Occupy Portland in 2011.
The EMU has recruited thirty NIMS emergency responders within the Bureau and completed training exercises for this cadre. Rather than relying on appointments for recruits, the EMU has sought out personnel specifically interested in emergency response.
Policies are managed very efficiently. Policies being reviewed and approved are significantly higher in number and feedback process is being improved to meet needs of all employees.
The community is involved in several functions of the department from professional standards, DOJ compliance, training issues, recruitment.
A new evaluation system is being put in place to evaluate the performance of sworn personnel. There was no system in the past.
The Communications Unit within the Office of the Chief of Police has realized that it need no longer rely solely on traditional media to communicate with the public. It has a well-developed external website and has effectively used social media – including accruing at least 30,000 Twitter followers.
Recognizing the need to make officers approachable to the general public the Communication Unit's strategies include a billboard campaign.

The project team feels that it is important for this Executive Summary to highlight at least some of the positive features of the Police Bureau.

4. SUMMARY OF RECOMMENDATIONS

This study examined staffing needs as well as choices in operations that impact staffing. However, the study team also evaluated many improvement opportunities for operations and service to the public and internally. These issues represented the principal focus of this study.

While there are many recommendations made in this report, the project team found several recurring issues across the organization. The following points summarize the most significant improvements to be made by the Police Bureau:

- The Bureau has demonstrated a commitment to proactively conduct community outreach in the planning and delivery of its services. In spite of this, there appears to be a gap in the much of the community's perception of outreach efforts. This means that managers need to be even more involved in the community.
- The lack of useful real time performance data hinders managers' ability to monitor operations and services.
- The Bureau will implement new technologies in the next year to address management and business process issues. However, technology is not wholly the problem – processes need to be redesigned around the efficient transfer of information.
- There are “silos” in the Bureau, which reorganization and management re-focus should address.
- Overall, the Bureau has adequate resources to provide very high levels of service externally and internally, even though some of these resources need to be re-distributed.
- However, meeting the expectations of the community in some areas (e.g., human trafficking) has resulted in gaps in other areas of the service that the Bureau provides to the community (e.g., lack of a computer crime capability).
- The Bureau should continue its commitment to civilianize selected positions, especially administrative positions, within the organization where the use of sworn positions are not required to effectively perform the duties.

The following exhibit provides a list of the principal recommendations in this report. For each recommendation a priority is accorded (High, Medium, and Low) based on the project team's view of the importance of each to the organization as well as a suggested timeframe for implementation. The report should be accessed for discussion of the details and analysis of each issue, as well as background behind each recommendation.

Branch/ Function	Recommendation	Priority
OPERATIONS BRANCH		
Patrol	Management should monitor leave usage by employees during the year to ensure that all use of leave hours is appropriate.	Medium
	Annually review the number of community generated calls for service from the CAD data to determine the trend in community generated workload and the distribution of call for service workload in each precinct.	High
	Review and audit a sample of Priority 2 calls for service to ensure that the classification of the incidents met the Priority 2 definition of "a life may be in immediate danger".	High
	Supervisors should actively manage Patrol Officers' proactive time with planned activities (using regularly updated crime trend information) and make proactive patrol assignments to address crime, crime trends, quality of life issues and community concerns.	High
	Continue to annually review the distribution of calls for service related workload among the precincts and deploy Officers to the Precincts based on this workload.	High
	After a second year of CFS workload analysis determine if Precinct and/or District boundaries should be adjusted to balance workload among the Precincts and also provide an Officer in each District on each shift.	High
	The project team recommends the continuation of a three-precinct model for service delivery and cost effectiveness reasons.	High
	Adopt a process to enhance delivery of patrol services during the periods when proactive time is available. The Patrol Lieutenants and Sergeants should coordinate the development of plans that identify specific tasks/projects that can be worked on or accomplished when proactive time is available during a shift.	High
	Adopt a 45% average proactive time level goal for patrol operations.	High
	Maintain the current level of Patrol Officer staffing in the precincts.	High
	Develop and regularly update organizational forecasting that includes the number of people eligible and likely to retire; correspondingly adjust the authorized staffing level.	Medium
Specialty Units	Create a new human sex crimes trafficking unit of one Sergeant and four Officers (adding one (1) new Sergeant and one (1) new Officer position and reassigning three (3) Officers from the Prostitution Coordination Team). This is dealt with again in the analysis of the Investigations Branch.	High

Branch/ Function	Recommendation	Priority
Traffic	Evaluate the Traffic Division for Detail 3 to determine if there is a need for a Traffic Division Detail to work on Sundays or if it is a more effective use of resources to change their schedule from Sunday–Wednesday to Monday–Thursday.	Medium
	Increase the number of Canine Officers from eight (8) to ten (10) to provide more complete and consistent canine coverage and patrol support throughout the day.	Medium
	Move the Canine Unit to the East Precinct chain of command.	Medium
Youth Services	Authorize three additional Police Officer positions to provide one officer per public high school (with shared responsibility for middle and other schools).	High
	Seek financial support from Portland Public Schools to assist in meeting a benchmark of one School Police Officer at each public high school campus in the City.	Medium
	The City and Police Bureau should re-evaluate the need and effectiveness of the GREAT program in the schools if grant funding is eliminated or significantly reduced from current levels. This would eliminate a grant funded Lieutenant position.	Medium
	More uses should be evaluated for cadets as appropriate in the Bureau. A Bureau wide committee should be established to determine the roles appropriate for a reserve in Portland.	High
	Greater efforts need to be made to secure the services of Reserves in the Portland Police Bureau – perhaps in conjunction with other regional police agencies.	High
	Transferring responsibility for the recruitment, training and supervision of cadets and reserves should be considered. The Training or Personnel Divisions could be considered.	Medium
INVESTIGATIONS BRANCH		
Detectives	Maintain the current staffing of two (2) Sergeants and 12 Detectives in the Homicide Unit, with ten (10) Detectives assigned primarily to homicides and 2 to missing persons.	High
	Maintain the existing level of staffing in the Assault Unit of one (1) Sergeant, six (6) Detectives in Assault.	High
	Increase staffing in the Sex Crimes Unit by one (1) Sergeant and two (2) Detectives, bringing the total staffing of the Unit to two (2) Sergeants, 12 Detectives and three (3) SORD officers.	High

Branch/ Function	Recommendation	Priority
	Decrease staffing in the Robbery Unit by one (1) Detective, resulting in a staff of one (1) Sergeant and six (6) Detectives with one additional Detective remaining assigned to the FBI Task Force.	High
	Decrease the staffing in the Burglary Unit to two (2) Sergeants and 10 Detectives assigned to Burglary. Continue to staff one (1) Detective to pawn shops.	High
	Decrease the staffing in the White Collar Crimes Unit to one (1) Sergeant and three (3) Detectives assigned to White Collar and one (1) Detective assigned to Computer Crimes.	High
	Decrease the staffing in the Human Trafficking Unit by one (1) Detective to bring the staffing of the Unit to one (1) Sergeant and three (3) Detectives assigned to Human Trafficking.	High
	Move the Detectives assigned to the Coordination team into each of the precincts. Assign an additional six (6) Detectives to the precincts to have investigator coverage on the day and afternoon shifts. Eliminate the current Sergeant position in the Coordination Team.	Medium
	Form an Auto Theft Unit that is staffed with a Sergeant and four (4) Detectives.	High
	Form a Computer Crimes Unit that is staffed with a Sergeant and four (4) Detectives.	High
	Assign a civilian Crime Analyst to the Investigation Branch that reports to the Commander through the ASII.	High
	Reduce the staffing in the GET Detectives by two (2) Detectives, bringing the staffing to a Sergeant and four (4) Detectives.	High
Drugs and Vice	Continue the current staffing in the Drugs and Vice Division.	High
	Rename the Drugs and Vice Division "Organized Crime Division" and staff the Division with the Drugs and Vice Unit, Gang Enforcement Team, and Human Trafficking Unit.	High
Family Services	Staffing levels in the Family Services Division are in line with assigned and expected workloads. As a result, no changes to staffing levels or case management practices are warranted or recommended.	High
	Retain the management structure of a Captain and a Lieutenant in the Family Services Division with the Captain taking the lead for external relations and the Lieutenant taking the lead in daily operations.	High
	Reassign the Police Officer and PASS assigned to the EAP program in the Family Services Division to the Personnel Division.	Medium

Branch/ Function	Recommendation	Priority
Forensic Evidence Division	Civilianize Criminalists in the Portland Police Bureau. This is a collective bargaining issue but because of the prevalence of civilian criminalists in large agencies across the country this should be considered.	Medium
	Take steps to reduce call outs through policy and equipping field patrol staff with elementary evidence collection tools and training.	Medium
	The agreement between the City and the County is dated 2001. It should be updated and evaluated every year for purposes of cost allocation among agencies requiring identification services associated with booking or other processes.	Medium
Tactical Operations	Assign one (1) Sergeant and six (6) Officers on a full-time basis to SERT to allow immediate planning and response capabilities.	Medium
	Staff SERT with two (2) detached Sergeants, 18 Officers to be available as needed to fill vacancies and to execute large missions.	Medium
	Once a full-time team is created, begin coordinating with GET and DVD for the execution of their high-risk warrants.	Medium
	Redeploy SERT to become part of the Operations Branch.	High
	Although proactive in nature the PPB should develop performance measures and reporting requirements to track the effectiveness of the Gun Task Force and ensure the Task Force needs to continue in the future.	Medium
	Redeploy the Air Support Unit to become part of the Operations Branch	High
	The current approach to provide Crisis Intervention services in Portland is working well. The PPB should continue to staff and operate the CNT as it currently exists.	High
SERVICES BRANCH		
Fiscal	The Fiscal Division should fill the fleet services position ^[1] with a civilian who is skilled in both the vehicle and administrative aspects of the job to ensure customer satisfaction as well as implementation of essential asset management practices.	Medium
	The Fiscal Division should implement essential facilities asset management practices.	High
	The PPB should test the viability of adding a part-time FTE to work with PPB personnel to secure desirable grant income. Grant income should more than offset Bureau support for the grant position.	Medium
	The PPB should contract with an experienced strategic planning expert for its 2015-2020 strategic plan. Fiscal should prepare a supporting long term ten year financial forecast and develop supporting budget and other financial plans.	High

Branch/ Function	Recommendation	Priority
Records	The PPB should civilianize the Records Division Manager position with a professional administrative manager with current expertise in 24/7 public safety records management, and with change management and customer service expertise.	Medium
	The PPB should determine the proper budget source for the one Records Division FTE that will be permanently redeployed to the RegJIN RMS project after go-live. This has regional implications.	High
	The Records Division should conduct a full staffing assessment one year from the hiring of a professional administrator or the April, 2015 RegJIN/RMS go live date, whichever is later.	High
	The PPB should require the RegJIN project team to work with Records Division leadership to immediately develop a division-specific RegJIN RMS implementation plan that will equip the division to effectively implement RegJIN RMS when it goes live April, 2015.	High
	As part of the division's RegJIN RMS implementation plan, the division should identify core deliverables and customers and establish preliminary customer service standards and measurement plans. A more thorough update should occur after RegJIN RMS is implemented.	Medium
	⁹ As part of the RegJIN RMS Implementation plan, the Records Division should develop up to date process maps, use them for training, keep them current, and institute work process continuous improvement methods.	High
	As part of the RegJIN RMS implementation plan, redefine division positions to create smaller staffing units with responsibility for finite division deliverables and customers, clear work process handoffs, and reduced training startup periods.	Medium
	The PPB should modify its hiring processes to ensure a ready pipeline for Records Division vacancies.	Medium
	The Records Division should quantify the greatest sources of crime report inaccuracy and work with patrol managers to continuously improve officer report accuracy. The Bureau should also reinforce quality expectations for police reports as needed.	Medium
Strategic Services Division	Create a strategic action plan that outlines the core services, long-term objectives, and priorities of the Statistical Analysis Unit following the full implementation of the RegJIN project.	High
	Allocate two (2) additional full-time civilian Crime Analyst positions to the Statistical Analysis Unit, tasked with completing the additional reporting and analytical requirements mandated by the recent U.S. Department of Justice report.	High

Branch/ Function	Recommendation	Priority
	Purchase additional ArcGIS licenses in order to enable access to the program for all crime analysts, and ensure that staff have received adequate training to be able to produce all core analytical products that involve geospatial analysis.	High
	Allocate one (1) additional full-time civilian Crime Analyst position. The newly created position should be primarily responsible for providing proactive, intelligence-led analytical products designed to improve the effectiveness of patrol unit proactivity.	High
	In coordination with management staff, the unit should develop a strategic plan that outlines the specific objectives and overall mission of the Crime Analysis Unit moving forward, identifying priorities within the various services provided by the unit.	High
	Current staffing of Directives Unit appears to be adequate, however, if the unit expands its duties as mandated by the DOJ, staffing requirements should be revisited.	High
	Current staffing of the Department of Justice Compliance Team appears to be adequate, however, if the unit expands its duties as mandated by the DOJ, staffing requirements should be revisited.	High
Information Technology	Examine the feasibility of establishing a rotating on-call system that enables help tickets to be resolved by Information Technology Division staff outside of normal business hours. The division should be able to provide these services prior to the full implementation of the RegJIN project.	Medium
Emergency Management	The Bureau should adopt a NIMS compliant directive outlining Bureau-wide emergency management policies, roles, and procedures; and activate changes needed to implement the directive.	Medium
	The EMU should offer the Bureau various NIMS capability alternatives for the future. As part of the PPB's 2015-2020 strategic plan, the PPB should define emergency response approaches and capabilities expected to be in place within the Bureau by 2020. The strategic plan should also specify implementation strategies and tasks	Medium
	After adopting a NIMS compliant Bureau directive and 2020 incident response capability targets the Bureau should conduct a full staffing assessment and identify an appropriate organizational reporting location for the Emergency Management Unit.	Medium
Personnel	Create automated notification for classifications that need review. All classifications should be reviewed on comprehensive basis every five years.	Medium
	Positions should be evaluated every five years to ensure continued compliance with the FLSA requirements regarding exempt versus non-exempt positions.	Medium

Branch/ Function	Recommendation	Priority
	Conduct annual salary surveys of benchmark positions to ensure the external equity of the Bureau's pay plan.	Medium
	All personnel who are leaving the Bureau's employment should be given an opportunity for a face-to-face interview with a member of the administration.	Medium
	The Background and Hiring Unit supervisor, in conjunction with the Personnel lieutenant, should conduct a regular review of background methods and procedures to reduce time for completion.	Medium
	Consideration should be given to reassigning the OSU to another function, such as the Records Division. The Personnel Division can still maintain oversight through regular contact with direct supervisors who manage the unit.	Medium
Training	Move the AA/Reserves/Facility function to the Tenure/VPU lieutenant's area of responsibility. This would allow for a reduction of one lieutenant position or a transfer of that position to another area within the Bureau if needed.	Medium
	Create a non-sworn facility manager position to oversee the new training facility, which will need oversight for maintenance, use, and billing of outside agencies.	Medium
	The staffing for Training is adequate given that 25-60 officers go through the Advanced Academy each year. The FTEP function must have adequate supervision and oversight because of the cross-division functionality inherent in the program.	High
CHIEF'S OFFICE		
Chief's Office	The PPB is too large to rely on very little more than one FTE to provide 24/7/365 media response coverage. To create additional media response capability and reduce PIO overtime the Communications Unit should train other personnel to respond to the media during active crime incidents of public concern. The Communications Unit should still coordinate and establish protocols.	Medium
	The Communications Unit should seek feedback from its customer audiences to continuously improve communication delivery.	Medium
	The Communications Unit should evaluate and adopt emerging internal communication best practices.	Medium
ORGANIZATION OF THE PORTLAND POLICE BUREAU		
Spans of Management Control	Retain the Commander/Captain management structure in the Precincts to focus accountability for operations and external responsibilities.	High

Branch/ Function	Recommendation	Priority
	The functional spans of control in the Bureau at too wide at the top level, a fourth Branch should be created to manage all operational support functions.	High
	Retain the management structure of a Captain and a Lieutenant in the Family Services Division.	High
	Reorganize the Drugs and Vice Division into a more general Special Investigations Division and in the process allocating more responsibility to command staff.	High
	Reduce the structure of management staffing in the Traffic Division to a Captain.	High
	Maintain the system in which senior managers have Lieutenants who function as executive officers or “adjutants” to perform a wide variety of administrative and special projects functions. These positions perform a valuable organizational development role for the Bureau.	High
Management Transfers	Develop a formal policy outlining a two-year minimum period for specialty management assignments. This policy would uphold the Bureau's goal of developing broadly skilled managers, as the minimum tenure would allow managers to thoroughly master each role.	High
Performance Management	Top management in the Bureau should hold a strategic planning session once the new Chief of Police is in place. This strategic planning session should focus on continued momentum to community service, operational effectiveness, manager accountability and ensuring that all command staff function and are seen as “change agents”.	High

As the Summary of Recommendations demonstrates, there are many higher priority changes needed in the Portland Police Bureau. The table on the following page summarizes the staffing changes recommended in this report.

The in-depth evaluation behind these recommendations is provided in the subsequent chapters of the report.

SUMMARY OF POSITION CHANGES IN THE STAFFING ANALYSIS

Portland Police Bureau

Staffing Study Personnel Recommendations	Officer	Detective	Sergeant	Lieutenant	Captain	Non-Sworn
Create New Human Sex Trafficking Unit	4		1			
Reassign Prostitution Control Team	-3					
Add two (2) K9 Officers	2					
YSD: Add Three Officers	3					
Sex Crimes: Increase Staffing		1	1			
Robbery: Decrease Staffing		-1				
Burg Task Force: Decrease Staffing		-2				
White Collar Crime: Decrease Staffing		-2				
Detective Coordination Team: Add Six (6) Detectives		6				
Human Trafficking: Decrease Staffing		-1				
Add Auto Theft Unit		4	1			
Add Computer Crimes Unit		4	1			
Add Non-Sworn Analyst to Detective						1
GET Detectives: Decrease Staffing		-2				
SERT: Add Small Full Time Team	6		1			
Fiscal: Convert Fleet To Non-Sworn	-1					1
Records: Convert Captain Position To Non-Sworn Mgr.					-1	1
SSD: Add Crime Analyst Position						3
Fiscal: Add part time grant research and writer						0.5
Training Division: Add Training Facility Manager						1
Training Division: Reduce Lieutenant Position from Three (3) to Two (2)				-1		
Traffic Division: Eliminate Lieutenant Position				-1		
Total	11	7	5	-2	-1	7.5

Net Additional Positions **27.5**

2. ANALYSIS OF OPERATIONS BRANCH

This chapter provides information about the Operations Branch – the three Precincts, Traffic Division, Transit Division, and Youth Services Division. These work units represent the largest work group in the Police Bureau.

The first sections in this chapter review the staffing and deployment of personnel in the three Precincts. An analysis of the “authorized” or budgeted staffing is compared with the “actual” staffing levels in Patrol. Subsequent sections provide a detailed analysis of the workload and the staffing needed to respond to community generated calls for service and also provide “proactive” services to the community.

1. PRECINCT STAFFING AND WORK UNIT DEPLOYMENT.

Patrol Operations for Portland are divided into three geographical areas – Central Precinct, North Precinct, and East Precinct, each operating out of their own facility. The number of “authorized” sworn positions for FY 2014/15 assigned to the Precincts are:

- **Central Precinct:** 1 Commander, 1 Captain, 4 Lieutenants, 28 Sergeants, 162 Officers and 15 civilian positions.
- **North Precinct:** 1 Commander, 1 Captain, 3 Lieutenants, 25 Sergeants, 156 Officers and 8 civilian positions.
- **East Precinct:** 1 Commander, 1 Captain, 4 Lieutenants, 25 Sergeants, 157 Officers and 6 civilian positions.

The Commander in each Precinct has the discretion to allocate the personnel assigned to the Precinct to patrol details or specialty units (e.g., Neighborhood Response Team, Street Crimes Unit) and the number of officers assigned to street patrol and other units varies as determined by the workload and the needs in the Precinct. Some units assigned to a specific Precinct (e.g., the Behavioral Health Unit in

Central Precinct and the Computer Forensics Officer and VIN Inspector in the East Precinct) support the entire Bureau and work in all three Precincts. One unit, the Summer Initiative (Detail 9) in Central Precinct, is only assigned during the warmer weather months and works regular Patrol duties the rest of the year.

The following tables show the number of “authorized” sworn positions in each Precinct. The positions listed for Patrol were determined by deducting the number of personnel assigned to the specialty units. The last lines of each table show the number and percentage of positions that were actually filled at the end of August 2014 (it includes Officers in the field training program, those off on various types of long term leave, and those working light duty):

Central Precinct Authorized Staffing

Work Details	Cmdr.	Capt.	Lt.	Sgt.	Officer	Total
Patrol¹	1	1	3	20	120	145
Summer Initiative (Detail 9)				1	10	11
Entertainment Detail				1	4	5
Behavioral Health (BHU)			1	1	5	7
Neighborhood Response Tm (NRT)				1	8	9
Street Crimes Unit (SCU)				1	5	6
Portland Police Initiative (bicycles) ²				1	6	7
Special Events				1		1
Mounted Unit (MPU)				1	4	5
Specialty Units Sub-Total	0	0	1	8	42	50
Total Authorized Positions	1	1	4	28	162	196
Positions Filled (Aug. 2014)	1	1	4	28	149	183
Vacancies	0	0	0	0	13	13
Vacancy %					8.7%	7.1%

¹ The Summer Initiative (Detail 9) changed to a year round Detail near the end of this study; personnel (one (1) Sergeant and ten (10) Officers) had been assigned as a special detail during the warmer weather months and returned to their regular Patrol assignment the rest of the year – when calculating the Patrol staffing level later in this report they were included in regular Patrol for six months of the year, equaling an annual average Patrol staff in Central Precinct of 125 Officers (it would be 120 Patrol Officers with the permanent Detail 9 staffing).

² PPB is reimbursed for four (4) Officers (contract).

The following tables show the number of authorized positions for North Precinct and East Precinct:

North Precinct Authorized Staffing

Work Details	Cmdr.	Capt.	Lt.	Sgt.	Officer	Total
Patrol	1	1	3	23	142	169
Neighborhood Response Tm (NRT)				1	6	7
Street Crimes Unit (SCU)				1	4	5
New Columbia Detail ³					4	5
Specialty Units Sub-Total	0	0	0	2	14	17
Total Authorized Positions	1	1	3	25	156	186
Positions Filled (Aug. 2014)	1	1	3	21	140	166
Vacancies	0	0	0	4	16	20
Vacancy %				19.0%	11.4%	12.0%

East Precinct Authorized Staffing

Work Details	Cmdr.	Capt.	Lt.	Sgt.	Officer	Total
Patrol	1	1	4	23	141	170
Neighborhood Response Tm (NRT)				1	6	7
Street Crimes Unit (SCU) and Prostitution Coordination Team (PCT)				1	8	9
Computer Forensics					1	1
VIN Inspector					1	1
Specialty Units Sub-Total	0	0	0	2	16	18
Total Authorized Positions	1	1	4	25	157	188
Positions Filled	1	1	4	20	154	180
Vacancies	0	0	0	5	3	8
Vacancy %				25.0%	1.9%	4.4%

The table on the following page shows the total authorized staffing level and vacancies in all three Precincts:

³ PPB is reimbursed for two Officers (contract).

All Precincts – Authorized and Actual Staffing

Work Details	Cmdr.	Capt.	Lt.	Sgt.	Officer	Total
Patrol	3	3	10	65	403	484
Specialty Units Sub-Total			1	13	72	86
Total Authorized Positions	3	3	11	78	475	570
Positions Filled	3	3	11	69	443	529
Vacancies	0	0	0	9	32	41
Vacancy %				13.0%	7.2%	7.8%

There are 570 sworn staff positions that are authorized and funded for the Precincts. There are 403 Officers that are assigned to regular patrol duties (408 Officers which is 50% of the Summer Initiative Detail Officers will be used for the patrol staffing calculations in following sections). There are 32 vacant Officer positions (7.2%) but the highest percentage of vacancies is for the Sergeant rank at 13% (nine vacancies).

The next section provides the current patrol unit deployment, showing by time of day the number of patrol units scheduled.

2. PATROL STAFFING, OPERATIONS AND WORKLOAD.

Patrol Officers and Sergeants assigned to Precinct patrol typically work ten-hour shifts to provide 24/7 coverage. Patrol Sergeants and Officers work the following schedule:

- Morning Shift hours are 7:00 a.m. to 5:00 p.m.
- Afternoon Shift hours are 4:00 p.m. to 2:00 a.m. (East Precinct assigns some Officers to an early relief shift from 3:00 p.m. to 1:00 a.m.)
- Night Shift hours are 10:00 p.m. to 8:00 a.m.

The shifts have a 60 minute overlap to allow for a “roll call” for the on-coming shift and there is a four-hour overlap in the late night/early morning hours. The Bureau does not use a “team concept” where all Officers have the same work days as their Sergeant, but instead assigns Officers and Sergeants individually to work days and

days off. In this deployment model an Officer will typically be supervised by two (2) Sergeants during his or her work week but one Sergeant is assigned as the Officer's primary supervisor.

Although there are 408 Officers authorized for Patrol the typical "actual" staffing will always be below the authorized staffing level – this is due to normal attrition, reassignment of Patrol Officers to specialty positions and the delays in hiring and training new personnel. As shown above, at the end of August 2014 the precincts were short 7.8% of their authorized number – this is a fairly typical personnel shortage for Bureau, and is in accordance with the project team's experience with other law enforcement agencies. The project team adjusted the authorized Officer staffing by 8% to determine an average number of Officers that are typically assigned to Precinct patrol duties in Portland. The adjusted "authorized" Officer staffing level is shown in the table below:

Precinct	Authorized Patrol Staffing	8% Vacancy Factor	Adjusted Patrol Staffing
Central	125	10	115
North	142	11	131
East	141	11	130
Total	408	32	376

The project team used 376 as the typical "full staffing" number of Officers in the three precincts – this is a more realistic number of Officers that are assigned to street Patrol duties in the Precincts.

The four tables on the following pages use 376 Officers to show the adjusted "authorized" staffing level for each of the three Precincts and the combined staffing level for the City for each hour of the day. Patrol Sergeants are not included in these calculations, as their primary role is supervision rather than handling of calls for service.

Central Precinct – Authorized Patrol Staffing (Adjusted for Normal Vacancies)

Hour	Nights 2200–0800	Mornings 0700–1700	Afternoons 1600–0200	Average Shift Staffing
0000	22.9		22.3	45.1
0100	22.9		22.3	45.1
0200	22.9			22.9
0300	22.9			22.9
0400	22.9			22.9
0500	22.9			22.9
0600	22.9			22.9
0700	22.9	20.6		43.4
0800		20.6		20.6
0900		20.6		20.6
1000		20.6		20.6
1100		20.6		20.6
1200		20.6		20.6
1300		20.6		20.6
1400		20.6		20.6
1500		20.6		20.6
1600		20.6	22.3	42.9
1700			22.3	22.3
1800			22.3	22.3
1900			22.3	22.3
2000			22.3	22.3
2100			22.3	22.3
2200	22.9		22.3	45.1
2300	22.9		22.3	45.1
Average	22.9	20.6	22.3	27.4

The table above depicts the hourly staffing level in Central Precinct when all 115 Patrol Officers work their assigned shift (including the ten (10) Patrol Officers that are assigned to the Summer Initiative for approximately six months of the year – counting 50% of their time as Patrol time). This totals approximately 657 work hours per day. Additionally, most hours of the day there are two (2) Patrol Sergeants (not included in the above numbers) deployed in each precinct for supervision, but may handle calls for service as the primary unit if needed.

North Precinct – Authorized Patrol Staffing (Adjusted for Normal Vacancies)

Hour	Nights 2200–0800	Mornings 0700–1700	Afternoons 1600–0200	Average Shift Staffing
0000	21.7		27.4	49.1
0100	21.7		27.4	49.1
0200	21.7			21.7
0300	21.7			21.7
0400	21.7			21.7
0500	21.7			21.7
0600	21.7			21.7
0700	21.7	25.7		47.4
0800		25.7		25.7
0900		25.7		25.7
1000		25.7		25.7
1100		25.7		25.7
1200		25.7		25.7
1300		25.7		25.7
1400		25.7		25.7
1500		25.7		25.7
1600		25.7	27.4	53.1
1700			27.4	27.4
1800			27.4	27.4
1900			27.4	27.4
2000			27.4	27.4
2100			27.4	27.4
2200	21.7		27.4	49.1
2300	21.7		27.4	49.1
Average	21.7	25.7	27.4	31.2

The table above depicts the hourly staffing level in North Precinct when all 131 Patrol Officers work their assigned shift. This totals approximately 749 work hours per day.

East Precinct – Authorized Patrol Staffing (Adjusted for Normal Vacancies)

Hour	Nights 2200–0800	Mornings 0700–1700	Afternoons 1600–0200	Average Shift Staffing
0000	21.7		27.4	49.1
0100	21.7		18.3	40.0
0200	21.7			21.7
0300	21.7			21.7
0400	21.7			21.7
0500	21.7			21.7
0600	21.7			21.7
0700	21.7	25.1		46.9
0800		25.1		25.1
0900		25.1		25.1
1000		25.1		25.1
1100		25.1		25.1
1200		25.1		25.1
1300		25.1		25.1
1400		25.1		25.1
1500		25.1	9.1	34.3
1600		25.1	27.4	52.6
1700			27.4	27.4
1800			27.4	27.4
1900			27.4	27.4
2000			27.4	27.4
2100			27.4	27.4
2200	21.7		27.4	49.1
2300	21.7		27.4	49.1
Average	21.7	25.1	24.9	31.0

This table depicts the hourly staffing level in East Precinct when all 130 Patrol Officers work their assigned shift (the afternoon shift deploys approximately 1/3 of the shift staffing to work an early relief from 1500-0100). This totals approximately 743 work hours per day.

All Precincts – Authorized Patrol Staffing (Adjusted for Normal Vacancies)

Hour	Nights 2200–0800	Mornings 0700–1700	Afternoons 1600–0200	Average Shift Staffing
0000	66.3		77.1	143.4
0100	66.3		68.0	134.3
0200	66.3			66.3
0300	66.3			66.3
0400	66.3			66.3
0500	66.3			66.3
0600	66.3			66.3
0700	66.3	71.4		137.7
0800		71.4		71.4
0900		71.4		71.4
1000		71.4		71.4
1100		71.4		71.4
1200		71.4		71.4
1300		71.4		71.4
1400		71.4		71.4
1500		71.4	9.1	80.6
1600		71.4	77.1	148.6
1700			77.1	77.1
1800			77.1	77.1
1900			77.1	77.1
2000			77.1	77.1
2100			77.1	77.1
2200	66.3		77.1	143.4
2300	66.3		77.1	143.4
Average	66.3	71.4	70.1	89.5

The table above combines the Officer staffing in all three Precincts to show the hourly staffing level in Portland when all 376 Patrol Officers work their assigned shift. This totals approximately 2,149 work hours per day.

When officers are off on various types of leave (e.g., sick, vacation, military, workers compensation), fewer officers are available to respond to calls for service. When shifts reach minimum staffing, officers are sometimes called in to work overtime.

Each precinct has established a minimum number of Sergeants and Officers for the different shifts:

- Central Precinct:
Day shift – 2 Sergeants, 18 Officers
Afternoon shift – 2 Sergeants, 18 Officers
Night shift – 2 Sergeants, 10 Officers
- North Precinct:
Day shift – 3 Sergeants, 19 Officers
Afternoon shift – 3 Sergeants, 20 Officers
Night shift – 2 Sergeants, 17 Officers
- East Precinct:
Day shift – 2 Sergeants, 18 Officers
Afternoon shift – 2 Sergeants, 18 Officers (both early and late relief shifts)
Night shift – 2 Sergeants, 10 Officers
- **Citywide (all Precincts):**

Day shift – 7 Sergeants, 55 Officers
Afternoon shift – 7 Sergeants, 59 Officers
Night shift – 6 Sergeants, 43 Officers

The minimum Officer staffing level for the city varies from 43 to 59 Officers depending on the shift.

The next section analyzes the leave hours used by Officers and the hours Officers attend training classes as part of their normal straight time work hours.

(1) Leave and Training Hours for Patrol Staff.

An employee is scheduled to work 2080 hours in a year (208 ten-hour shifts). The total number of hours actually worked on their patrol shift is reduced by leave hours used, in-service training and other assigned tasks. The project team used personnel leave data obtained from PPB to determine the number of leave hours for Patrol in calendar year 2013.

On some shifts when an Officer is off on leave, the Bureau will need to use “backfill overtime” to replace him or her in order to meet minimum staffing levels. In

2013 Officers worked an average of 32 backfill OT hours, which increases the actual staffing level.

Officers also perform a variety of administrative tasks during their work shifts, such as shift briefing, meal breaks, meetings during the shift, etc. The project team used an average of 90 minutes per shift for the actual number of work shifts officers worked after deducting leave hours and training hours. The table below shows the estimated availability of police officers after deducting these hours and also shows an estimate of the hours spent on administrative tasks during the shift:

Leaves, Training and Staff Availability	Work Hours	Percent
Total Paid Annual Work Hours	2,080	
Average Leave Usage	325	
Estimated Training Hours (on duty)	40	
Total Unavailable Hours	365	
Net Work Hours (Present at Work)	1,715	82.5%
Backfill OT Hours	32	
Adjusted Average Annual Work Hours	1,747	84.0%
Administrative Time (90 minutes x 175 shifts)	262	
Average Field Work Hours	1,485	71.4%

The following points summarize the data above:

- Officers averaged 325 hours of leave usage for 2013. This includes time off for vacation, deferred holiday, sick, disability and retirement, compensatory, FMLA sick, and dependent care sick leave, military unpaid leave, etc⁴.

The leave usage is somewhat higher than the 275 – 300 hour range typically seen in other police agency studies conducted by the project team.

The hours away from work has a direct impact in reducing the service level that PPB is able to provide to the community and increases the cost to provide police services as other staff is sometimes required to replace those off on leave. This

⁴ The average leave hours usage (hours rounded): Vacation – 166 hours; Deferred Holiday – 43 hours; Sick – 42 hours; Disability & Retirement – 13 hours; Compensatory – 13 hours; FMLA Sick – 11 hours; Dependent Care Sick – 11 hours; Military Leave Unpaid – 8 hours; 17 other types of leave combined total – 19 hours.

is a cost item for PPB and management should monitor leave usage by employees during the year to ensure that all use of leave hours is appropriate.

- An estimated average of 40 training hours “on duty” as part of their 2080 straight time hours – either as part of their regular work schedule or adjusted straight time schedule. The exact number of on duty training hours is not specifically tracked but the hours were estimated based on information from the Training Unit and Precinct managers.
- This equates to a total of 1,715 hours, or 82.5% of the time that an officer is present at work and working a shift.
- Portland Officers worked an average of 32 hours of backfill OT during 2013⁵. This increases the average Officer work hours to 1,747 or 84.0%.
- During the work shift Officers attend briefing, take meal breaks, meet with their supervisor or other employees, re-fuel and check their vehicle, and perform a variety of other tasks. This is defined as “administrative time” and is estimated at 90 minutes per shift. Note that a Patrol Officer is almost always available to respond to urgent or emergency calls when performing administrative tasks.

In 2013 a Portland Police Officer was available at work for approximately 1,715 hours (net work hours) or 82.5% of their paid hours. The actual time spent responding to calls for service and providing other patrol services, after deducting the time routinely spent on administrative tasks was approximately 1,458 hours.

Recommendation: Management should monitor leave usage by employees during the year to ensure that all use of leave hours is appropriate.

(2) Actual Staffing Level on Patrol.

The average leave hours and training hours shown above was used to calculate the “actual” staffing level of patrol services in each Precinct and in the City. The actual staffing level is always lower than the authorized/funded level due to the use of leaves

⁵ The OT hours was calculated from a “Personnel Shortage OT” for Operations Branch spreadsheet provided by PPB that listed the number of OT hours by category – a total of 18,594 hours for FY 2013/14; this number was divided by the estimated number of sworn personnel in Operations Branch (580, which is 621 sworn positions minus 41 vacancies).

and Officers attending a training course as part of their normal work hours (or adjusted work hours).

The table on this page and those on the next several pages show the actual number of personnel that worked a patrol shift in 2013 based on the average of 1,747 work hours per year:

Central Precinct – Actual Patrol Staffing in 2013

Hour	Nights 2200–0800	Mornings 0700–1700	Afternoons 1600–0200	Average Shift Staffing
0000	19.2		18.7	37.9
0100	19.2		18.7	37.9
0200	19.2			19.2
0300	19.2			19.2
0400	19.2			19.2
0500	19.2			19.2
0600	19.2			19.2
0700	19.2	17.3		36.5
0800		17.3		17.3
0900		17.3		17.3
1000		17.3		17.3
1100		17.3		17.3
1200		17.3		17.3
1300		17.3		17.3
1400		17.3		17.3
1500		17.3		17.3
1600		17.3	18.7	36.0
1700			18.7	18.7
1800			18.7	18.7
1900			18.7	18.7
2000			18.7	18.7
2100			18.7	18.7
2200	19.2		18.7	37.9
2300	19.2		18.7	37.9
Average	19.2	17.3	18.7	23.0

The table above depicts the average number of Patrol personnel who actually worked an assigned shift in Central Precinct. This level equates to an average of 23.0 personnel on duty each hour and a total of approximately 552 hours per day of patrol staffing.

North Precinct – Actual Patrol Staffing in 2013

Hour	Nights 2200–0800	Mornings 0700–1700	Afternoons 1600–0200	Average Shift Staffing
0000	18.2		23.0	41.3
0100	18.2		23.0	41.3
0200	18.2			18.2
0300	18.2			18.2
0400	18.2			18.2
0500	18.2			18.2
0600	18.2			18.2
0700	18.2	21.6		39.8
0800		21.6		21.6
0900		21.6		21.6
1000		21.6		21.6
1100		21.6		21.6
1200		21.6		21.6
1300		21.6		21.6
1400		21.6		21.6
1500		21.6		21.6
1600		21.6	23.0	44.6
1700			23.0	23.0
1800			23.0	23.0
1900			23.0	23.0
2000			23.0	23.0
2100			23.0	23.0
2200	18.2		23.0	41.3
2300	18.2		23.0	41.3
Average	18.2	21.6	23.0	26.2

The table above depicts the average number of Patrol personnel who actually worked an assigned shift in North Precinct. This level equates to an average of 26.2 personnel on duty each hour and a total of approximately 629 hours per day of patrol staffing.

East Precinct – Actual Patrol Staffing in 2013

Hour	Nights 2200–0800	Mornings 0700–1700	Afternoons 1600–0200	Average Shift Staffing
0000	18.2		23.0	41.3
0100	18.2		15.3	33.6
0200	18.2			18.2
0300	18.2			18.2
0400	18.2			18.2
0500	18.2			18.2
0600	18.2			18.2
0700	18.2	21.1		39.4
0800		21.1		21.1
0900		21.1		21.1
1000		21.1		21.1
1100		21.1		21.1
1200		21.1		21.1
1300		21.1		21.1
1400		21.1		21.1
1500		21.1	7.7	28.8
1600		21.1	23.0	44.2
1700			23.0	23.0
1800			23.0	23.0
1900			23.0	23.0
2000			23.0	23.0
2100			23.0	23.0
2200	18.2		23.0	41.3
2300	18.2		23.0	41.3
Average	18.2	21.1	20.9	26.0

The table above depicts the average number of Patrol personnel who actually worked an assigned shift in East Precinct. This level equates to an average of 26.0 personnel on duty each hour and a total of approximately 624 hours per day of patrol staffing.

All Precincts – Actual Patrol Staffing in 2013

Hour	Nights 2200–0800	Mornings 0700–1700	Afternoons 1600–0200	Average Shift Staffing
0000	55.7		64.8	120.5
0100	55.7		57.1	112.8
0200	55.7			55.7
0300	55.7			55.7
0400	55.7			55.7
0500	55.7			55.7
0600	55.7			55.7
0700	55.7	60.0		115.7
0800		60.0		60.0
0900		60.0		60.0
1000		60.0		60.0
1100		60.0		60.0
1200		60.0		60.0
1300		60.0		60.0
1400		60.0		60.0
1500		60.0	7.7	67.7
1600		60.0	64.8	124.8
1700			64.8	64.8
1800			64.8	64.8
1900			64.8	64.8
2000			64.8	64.8
2100			64.8	64.8
2200	55.7		64.8	120.5
2300	55.7		64.8	120.5
Average	55.7	60.0	58.9	75.2

The table above depicts the average number of Patrol personnel who actually worked an assigned shift in Central Precinct. This level equates to an average of 75.2 Officers on duty each hour and a total of approximately 1,804 hours per day of patrol staffing.

(3) Employee Attrition Rate.

A police organization's attrition rate is the result of many factors, including the average age of the workforce, availability of other jobs in the region to which an Officer may transfer laterally, pay and benefits of the particular Bureau in relation to that of other agencies in the region, satisfaction with organization management and peers, and

general employee satisfaction with their job. The number of employees who separate from the organization are one of the metrics used to that reflects the health of an organization – high turnover and separation rates (8% or above) could indicate that a large group of employees have attained retirement age, or it may indicate dissatisfaction with the organization, particularly if the voluntary separations are high. Attrition rates above 8% annually represent a challenge for organizations to replace employees. At this rate, it is often difficult to maintain minimum staffing levels without the significant use of overtime or the reassignment of personnel from other work units. It also requires a higher training budget and puts a strain on existing training resources such as Field Training Officers.

Correspondingly, a low attrition rate (under 6%) is a positive indicator of the health of an organization and results in fewer organizational resources that must be spent or dedicated to recruiting, hiring, training, and assimilating new personnel.

The table below shows the number of sworn employees who have separated from the PPB for any reason (retirement, resignation, termination) over the last five years:

Police Bureau Attrition Rate

Calendar Year	Retired	Resigned	Terminated	Other	Total	Sworn Employees	Attrition Rate
2009	16	8	2	6	32	980	3.3%
2010	18	13	8	4	43	978	4.4%
2011	29	10	3	3	45	1001	4.5%
2012	31	6	2	2	41	916	4.1%
2013	16	6	3	1	26	944	2.8%
Total	110	43	18	16	187		
Annual Average	22	8.6	3.6	3.2	37.4	980	3.8%

A total of 187 sworn employees separated from the department over the last four years, equating to an average 3.8% annual attrition rate. This is a low attrition rate for a police organization, and a positive factor indicating that employees tend to make a career of their job at PPB. However it is unlikely that PPB will be able to maintain this low attrition rate and it will increase to 5-6% (commonly seen in police organizations) as the number of people retiring in future years will increase due to the increasing number of employees attaining retirement age in the next five years.

The next sections evaluate field patrol workload.

(4) Calls for Service Workload.

The project team collected information regarding the PPB workload activities for regular Patrol Officers for calendar year 2013. The project team obtained the raw data from the Bureau of Emergency Communications (BOEC) CAD system that captured all community generated, officer initiated and administrative incidents; it included the following information:

- Call/Incident Number
- Date and Time the Call was Received
- Location of the Call
- Type of Call
- Priority of Call
- Time of Unit(s) Dispatch
- Time of Unit(s) In-route
- Time of the Primary Unit On-Scene Arrival
- Time of Other Unit(s) On-Scene Arrival

- Time of Unit(s) Clearance
- Unit Identifier of the Responding Unit (e.g., Patrol Officer)

This information serves as the context for analyzing patrol's staffing needs and estimating workload activity, including the identification of community-generated calls for service, as well as Officer initiated activity. The CAD data is analyzed and used to determine the workload level for beat patrol officers and includes:

- Total Calls for Service Handled and Types of Calls Received
- Calls for Service Handled by Each Priority
- Call for Service Processing Time, Patrol Response Time and Handling Time
- "Back-up" Officer(s) Handling Time for Calls for Service
- Officer Initiated Activity and Handling Time for the Initiating and "Back-up" Officer(s).

PPB Patrol Officers responded to a total of 199,953 unique community generated calls for service (CFS) in 2013. The project team defined a community generated call for service as a call where at least one sworn unit provided the primary response to an incident. It does not include the incidents of Officer initiated activity (shown later in this report). The overall call for service workload was distributed as follows in each of the three precincts:

- Central Precinct – 62,711 (31.4%)
- North Precinct – 60,771 (30.4%)
- East Precinct – 76,308 (38.2%)

There were an additional 163 CFS responded to by Patrol Officers that were outside of Portland city limits or the location in CAD was not listed. The tables and graphs on the following pages show a depiction of the total number of community

generated calls for service in Portland by time of day and day of week and also a breakdown by each of the three precincts:

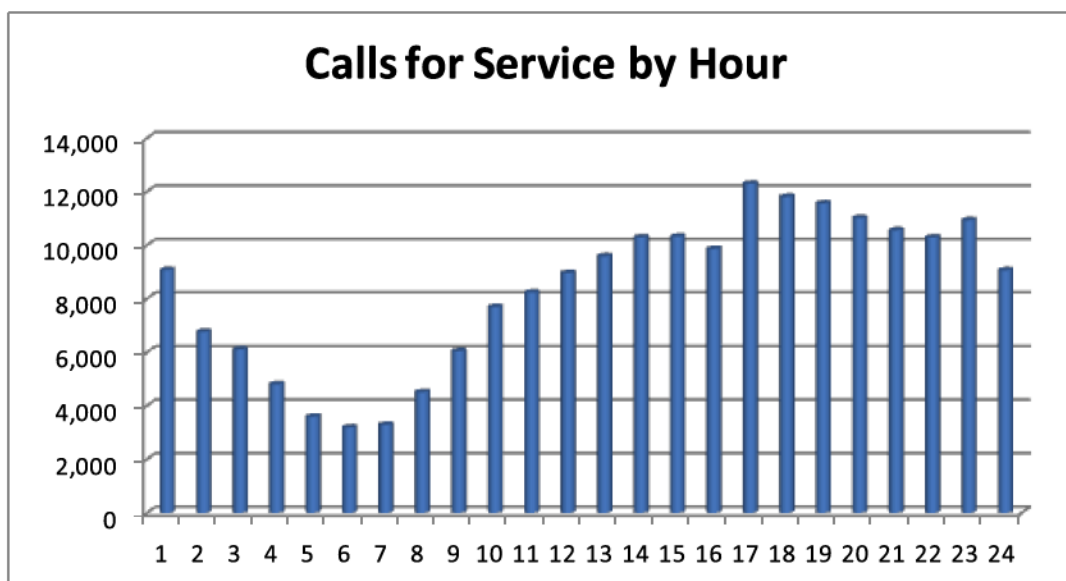
Community Generated Calls for Service – Citywide

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total	Avg. / Hour
0000	1,736	1,112	1,072	1,111	1,124	1,276	1,646	9,077	25
0100	1,444	805	748	807	842	890	1,234	6,770	19
0200	1,319	673	712	697	702	786	1,219	6,108	17
0300	1,030	535	544	531	572	597	1,003	4,812	13
0400	701	462	421	422	458	481	649	3,594	10
0500	511	399	438	453	415	463	512	3,191	9
0600	445	461	521	481	448	511	431	3,298	9
0700	538	651	673	682	683	716	570	4,513	12
0800	667	951	903	903	885	907	834	6,050	17
0900	909	1,187	1,202	1,155	1,061	1,121	1,061	7,696	21
1000	1,067	1,292	1,241	1,185	1,159	1,156	1,137	8,237	23
1100	1,219	1,351	1,280	1,270	1,261	1,336	1,249	8,966	25
1200	1,287	1,547	1,419	1,272	1,336	1,379	1,353	9,593	26
1300	1,404	1,562	1,449	1,455	1,460	1,554	1,411	10,295	28
1400	1,423	1,522	1,499	1,468	1,431	1,515	1,469	10,327	28
1500	1,352	1,504	1,404	1,374	1,352	1,504	1,374	9,864	27
1600	1,642	1,836	1,720	1,730	1,776	1,899	1,697	12,300	34
1700	1,470	1,820	1,748	1,660	1,735	1,808	1,573	11,814	32
1800	1,516	1,667	1,704	1,646	1,690	1,758	1,585	11,566	32
1900	1,510	1,576	1,546	1,570	1,560	1,662	1,593	11,017	30
2000	1,451	1,537	1,533	1,479	1,495	1,521	1,547	10,563	29
2100	1,436	1,425	1,492	1,356	1,442	1,542	1,602	10,295	28
2200	1,456	1,466	1,433	1,425	1,557	1,706	1,895	10,938	30
2300	1,111	1,107	1,218	1,168	1,289	1,571	1,605	9,069	25
Total	28,644	28,448	27,920	27,300	27,733	29,659	30,249	199,953	
Ave/day	551	547	537	525	533	570	582	548	

The PPB responded to 199,953 unique community generated calls for service, approximately 548 per day, where one or more Patrol units provided the primary response. The daily CFS workload did not vary significantly but there is a significant variance by hour of day – ranging from a high of 34 calls between 4:00 and 5:00 p.m., to nine (9) calls hourly between 5:00 and 7:00 a.m. Of the total number of calls responded to by Patrol, 35% occurred during the day (8:00 a.m. to 4:00 p.m.), 44%

occurred during the afternoon/evening hours (4:00 p.m. to midnight), and 21% occurred during the late night/early morning hours (midnight – 8:00 a.m.).

The following graph shows the distribution of the 2013 calls for service by hour:



The table below shows the most common types of calls for service, citywide:

Type of Call	# of Calls	% of Total
Disturbance – Priority	19,030	9.5%
Unwanted Person	13,246	6.6%
Welfare Check – Priority	11,353	5.7%
Suspicious Subj, Veh or Circumstance	9,063	4.5%
Theft – Cold	9,011	4.5%
Welfare Check – Cold	7,877	3.9%
Noise Disturbance	5,874	2.9%
Area Check	5,241	2.6%
Assist - Citizen or Agency	5,208	2.6%
Suspicious – Priority	5,071	2.5%
Theft – Priority	4,657	2.3%
Unwanted Person – Priority	4,490	2.2%
Hazard - Hazardous Condition	4,156	2.1%
Vehicle Stolen – Cold	4,074	2.0%
Alarm – Audible/Monitored	3,864	1.9%
All Other Types	87,738	43.9%
Total	199,953	100.0%

The “other” types of calls include noise complaints, distress alarms, warrant service, impaired driver, robbery of a person, breach of the peace, motor vehicle collision, shoplifter, etc. As shown above, the 15 most frequent calls for service account for 112,215 calls, almost 57% of the total number of calls during the year.

The number of calls for service and the most frequent types of calls for Central Precinct and the other precincts are shown below:

Community Generated Calls for Service – Central Precinct

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total	Avg./ Hour
0000	564	343	350	347	333	412	554	2,903	8.0
0100	482	272	252	280	267	266	413	2,232	6.1
0200	495	213	220	233	240	275	444	2,120	5.8
0300	366	165	178	186	196	210	341	1,642	4.5
0400	255	157	138	145	142	155	193	1,185	3.2
0500	178	140	152	162	178	166	158	1,134	3.1
0600	164	173	203	181	173	182	160	1,236	3.4
0700	183	227	230	241	266	259	181	1,587	4.3
0800	214	332	303	314	316	292	314	2,085	5.7
0900	303	401	402	386	363	406	339	2,600	7.1
1000	363	406	380	386	393	377	358	2,663	7.3
1100	373	443	405	405	396	428	411	2,861	7.8
1200	390	490	449	405	429	416	432	3,011	8.2
1300	431	493	448	458	465	485	439	3,219	8.8
1400	429	472	463	440	464	466	474	3,208	8.8
1500	418	454	434	441	416	454	411	3,028	8.3
1600	484	535	507	496	477	504	493	3,496	9.6
1700	441	560	524	469	512	508	482	3,496	9.6
1800	442	489	471	493	476	531	453	3,355	9.2
1900	435	448	475	466	470	480	483	3,257	8.9
2000	448	428	456	433	453	432	423	3,073	8.4
2100	419	445	451	425	425	468	484	3,117	8.5
2200	439	445	398	458	466	502	583	3,291	9.0
2300	351	319	393	402	391	537	519	2,912	8.0
Total	9,067	8,850	8,682	8,652	8,707	9,211	9,542	62,711	
Avg./day	174	170	167	166	167	177	184	172	

There were 62,711 unique community generated calls for service in the Central Precinct that were handled by one or more Patrol units. Of the total number of calls

responded to by Patrol, 36% occurred during the daytime (8:00 a.m. to 4:00 p.m.), 42% occurred during the afternoon/evening hours (4:00 p.m. to midnight) and 22% occurred during the late night/early morning hours (midnight – 8:00 a.m.).

The table below shows the most common types of calls for service in the Central Precinct:

Type of Call	# of Calls	% of Total
Unwanted Person	5,947	9.5%
Disturbance – Priority	4,741	7.6%
Welfare Check – Priority	4,589	7.3%
Welfare Check – Cold	3,235	5.2%
Theft – Cold	2,689	4.3%
Suspicious Subj, Veh, or Circumstance	2,441	3.9%
Assist - Citizen Or Agency	1,848	2.9%
Noise Disturbance	1,793	2.9%
Hazard - Hazardous Condition	1,762	2.8%
Unwanted Person – Priority	1,713	2.7%
Area Check	1,672	2.7%
Alarm – Audible/Monitored	1,583	2.5%
Suspicious – Priority	1,410	2.2%
Theft – Priority	1,322	2.1%
Medical Assist	1,215	1.9%
All Other Types	24,751	39.5%
Total	62,711	100%

The “other” types of calls include noise complaints, distress alarms, warrant service, impaired driver, robbery of a person, breach of the peace, motor vehicle collision, shoplifter, etc. As shown above, the 15 most frequent calls for service account for almost 60% of the total number of calls during the year.

Community Generated Calls for Service – North Precinct

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total	Avg./ Hour
0000	486	333	312	337	339	401	496	2,704	7.4
0100	445	215	218	242	249	276	366	2,011	5.5
0200	351	182	222	195	204	214	345	1,713	4.7
0300	285	163	178	150	164	163	296	1,399	3.8
0400	207	155	139	119	137	130	221	1,108	3.0
0500	166	107	129	145	114	137	163	961	2.6
0600	135	117	141	135	132	159	123	942	2.6
0700	176	194	215	212	194	207	182	1,380	3.8
0800	204	279	276	281	268	279	265	1,852	5.1
0900	262	373	347	342	319	351	337	2,331	6.4
1000	347	403	400	357	362	340	356	2,565	7.0
1100	404	432	414	373	399	405	379	2,806	7.7
1200	417	481	442	398	446	446	435	3,065	8.4
1300	437	493	452	432	439	475	436	3,164	8.7
1400	445	462	484	478	462	469	427	3,227	8.8
1500	412	503	431	384	406	479	412	3,027	8.3
1600	519	544	515	528	536	582	499	3,723	10.2
1700	456	528	543	493	548	575	474	3,617	9.9
1800	472	502	523	516	553	532	508	3,606	9.9
1900	449	458	453	489	470	500	488	3,307	9.1
2000	397	470	447	469	435	475	472	3,165	8.7
2100	441	437	431	412	449	459	452	3,081	8.4
2200	431	434	443	402	465	523	601	3,299	9.0
2300	339	348	355	319	406	463	488	2,718	7.4
Total	8,683	8,613	8,510	8,208	8,496	9,040	9,221	60,771	
Avg./day	167	166	164	158	163	174	177	166	

There were 60,771 unique community generated calls for service in the North Precinct that were handled by one or more Patrol units. Of the total number of calls responded to by Patrol, 36% occurred during the daytime (8:00 a.m. to 4:00 p.m.), 44% occurred during the afternoon/evening hours (4:00 p.m. to midnight) and 20% occurred during the late night/early morning hours (midnight to 8:00 a.m.).

The following table shows the most common types of calls for service in the North Precinct:

Type of Call	# of Calls	% of Total
Disturbance – Priority	5,766	9.5%
Unwanted Person	3,432	5.6%
Welfare Check – Priority	3,183	5.2%
Theft – Cold	2,761	4.5%
Suspicious Subj, Veh, or Circumstance	2,744	4.5%
Welfare Check – Cold	2,133	3.5%
Noise Disturbance	1,953	3.2%
Area Check	1,597	2.6%
Assist – Citizen Or Agency	1,554	2.6%
Hazard – Hazardous Condition	1,488	2.4%
Suspicious – Priority	1,460	2.4%
Vehicle Stolen – Cold	1,398	2.3%
Theft – Priority	1,372	2.3%
Unwanted Person – Priority	1,280	2.1%
Alarm – Audible/Monitored	1,250	2.1%
All Other Types	27,400	45.1%
Total	60,771	100.0%

The “other” types of calls include noise complaints, distress alarms, warrant service, impaired driver, robbery of a person, breach of the peace, motor vehicle collision, shoplifter, etc. As shown above, the 15 most frequent calls for service account for 55% of the total number of calls during the year.

Community Generated Calls for Service – East Precinct

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total	Avg. / Hour
0000	682	434	410	427	450	463	594	3,460	9.5
0100	517	317	278	284	326	347	453	2,522	6.9
0200	470	276	269	267	258	296	429	2,265	6.2
0300	379	207	186	195	211	224	365	1,767	4.8
0400	237	150	143	158	179	196	235	1,298	3.6
0500	167	151	157	146	122	160	191	1,094	3.0
0600	146	171	177	164	143	169	148	1,118	3.1
0700	179	230	228	228	222	249	207	1,543	4.2
0800	248	340	323	307	301	335	253	2,107	5.8
0900	341	413	452	426	379	363	385	2,759	7.6
1000	355	483	461	440	403	439	422	3,003	8.2
1100	442	476	461	492	466	501	459	3,297	9.0
1200	478	575	528	469	460	516	486	3,512	9.6
1300	534	576	549	562	553	594	536	3,904	10.7
1400	548	586	552	550	503	578	568	3,885	10.6
1500	521	546	537	545	530	569	550	3,798	10.4
1600	635	754	696	705	762	812	704	5,068	13.9
1700	572	731	679	697	671	724	615	4,689	12.8
1800	602	676	709	636	657	694	621	4,595	12.6
1900	623	669	617	614	619	681	620	4,443	12.2
2000	605	639	630	576	607	614	651	4,322	11.8
2100	575	543	609	519	563	615	663	4,087	11.2
2200	585	587	592	561	625	680	711	4,341	11.9
2300	420	439	470	445	490	570	597	3,431	9.4
Total	10,861	10,969	10,713	10,413	10,500	11,389	11,463	76,308	
Ave/day	209	211	206	200	202	219	220	209	

There were 76,308 unique community generated calls for service in the East Precinct that were handled by one or more Patrol units. Of the total number of calls responded to by Patrol, 34% occurred during the daytime (0800-1600), 46% occurred during the afternoon/evening hours (1600-midnight) and 20% occurred during the late night/early morning hours (midnight – 0800).

The following table shows the most common types of calls for service in the East Precinct.

Type of Call	# of Calls	% of Total
Disturbance – Priority	8,513	11.2%
Suspicious Subj, Veh, or Circumstance	3,874	5.1%
Unwanted Person	3,865	5.1%
Welfare Check – Priority	3,567	4.7%
Theft – Cold	3,559	4.7%
Welfare Check - Cold	2,505	3.3%
Suspicious – Priority	2,196	2.9%
Noise Disturbance	2,125	2.8%
Area Check	1,969	2.6%
Theft – Priority	1,959	2.6%
Assist – Citizen Or Agency	1,797	2.4%
Vehicle Stolen – Cold	1,694	2.2%
Premise Check	1,558	2.0%
Burglary – Cold	1,535	2.0%
Unwanted Person – Priority	1,495	2.0%
All Other Types	34,097	44.7%
Total	76,308	100.0%

The “other” types of calls include noise complaints, distress alarms, warrant service, impaired driver, robbery of a person, breach of the peace, motor vehicle collision, shoplifter, etc. As shown above, the 15 most frequent calls for service account for over 55% of the total number of calls during the year.

Recommendation: Annually review the number of community generated calls for service from the CAD data to determine the trend in community generated workload and the distribution of call for service workload in each Precinct.

(5) Calls for Service are Classified by Priority Types.

PPB classifies calls for service by seven Priority types – the highest Priority is Priority 1 and the lowest is Priority 7, they are defined as follows:

- **Priority 1** – In-progress calls that involve weapons or potential danger to human life where the quickest emergency response is critical.
- **Priority 2** – In-progress incidents when a life may be in immediate danger. These calls include burglaries and assaults in-progress.

- **Priority 3** – In-progress incidents where there is a potential for physical injury or involves a major property crime and an emergency response is required.
- **Priority 4** – A new priority category, which includes incidents that require an immediate one-car response and have a low risk to officer safety (non-adversarial contact); these include a road hazard causing a traffic problem, a Fire request for traffic control.
- **Priority 5** – Cold incidents that have been held longer than the response goal (for Priority 6 or 7 incidents). Officers respond to these incidents before responding to Priority 6 or 7 incidents.
- **Priority 6** – Cold incidents with a requisite response goal of 30 minutes; these also include Priority 7 calls that have held for 30 minutes. After 30 minutes Priority 6 calls automatically escalate and become a Priority 5.
- **Priority 7** – Cold incidents with a requisite response goal of 60 minutes. After 30 minutes Priority 7 calls automatically escalate and become a Priority 6.
- **Priority 8 and 9** – Used for test or experimental purposes

The following table shows the 2013 calls by priority type in each precinct and the citywide total:

CFS Priority	Central Precinct	East Precinct	North Precinct	Other ⁶	Total	Percent
1	790	1,091	840	7	2,728	1.4%
2	15,066	18,985	14,348	49	48,448	24.2%
3	7,223	9,987	7,759	19	24,988	12.5%
4	21,178	19,838	17,092	52	58,160	29.1%
5	10	44	15	0	69	0.0%
6	6,467	8,244	6,627	12	21,350	10.7%
7	11,977	18,119	14,090	24	44,210	22.1%
Total	62,711	76,308	60,771	163	199,953	100.0%

As shown above, approximately 2,700 incidents (1.4%) were Priority 1 calls – the most serious calls the Bureau handles. Priority 2 calls, “in-progress incidents when a life may be in immediate danger” accounted for over 24% of the total number of calls. This

⁶ Out of City – 106; Unknown - 57

is a high percentage of a very serious type of call and higher than normally seen by the project team in other police studies. It may indicate that initially calls are being given a higher priority than warranted and being used as a “default” call classification by Communications Center personnel. It is also possible that the initial priority type is not being appropriately changed to a “final” call type after Officer arrives on the scene and provides an update to the Communications Center of what actually occurred – which many times is different from what was originally reported. Additionally, Police and Communications agencies do not want to “under-classify” incidents being reported as it might unintentionally result in a longer response time and possible injury to one of the persons involved in the incident. However, there are different possible interpretations of the meaning of “a life in immediate danger” for a Priority 2 incident and “potential for physical injury” incident for Priority 3 call types. No police agency can provide a timely response to a significant number of “Priority 2” calls during the busiest times of the day, so it is important to ensure that calls are being correctly classified so that true Priority 2 calls do not receive a slower response because Officers are responding to an incorrectly classified lower priority call. The PPB should review a sample of Priority 2 calls to ensure that the classification of the calls is appropriate.

Recommendations: Review and audit a sample of Priority 2 calls for service to ensure that the classification of the incidents met the Priority 2 definition of “a life may be in immediate danger”.

(6) Average Times for Response and Handling of Calls for Service in 2013.

The response to and handling of community generated calls for service is one of the primary tasks of any municipal police agency and one that frequently is the subject of inquiry from city leaders and members of the community. The project team calculated

the average times using all of the calls for service reported to the Portland Police Bureau in 2013.

The following table shows individual time components associated with community generated calls for service:

- Travel time – From the time the call was dispatched to an officer until the arrival of the first police unit (the difference between the “dispatch time” and the “on scene time” for the first arriving unit).
- On scene handling time – From the time of arrival until the officer cleared the call.
- Total call handling time – The total of the travel time and on scene time.

The table below shows the times for by CFS priority type and the total call handling hours for all calls for service citywide (for the primary unit only).

Response and Call Handling Times by Priority – City-wide

Priority	Number of CFS	Travel Time	On Scene	Call Handling (Travel + On Scene)	Call Handling Hours
1	2,728	4.5	53.2	57.7	2,623
2	48,448	6.5	31.7	38.2	30,856
3	24,988	6.2	26.2	32.4	13,511
4	58,160	7.8	23.1	30.9	29,948
5	69	13.0	25.0	38.0	44
6	21,350	11.9	23.3	35.2	12,525
7	44,210	10.2	26.2	36.4	26,843
All	199,953	8.2	26.6	34.9	116,349

The average travel time was 4.5 minutes for Priority 1 calls for service, 6.5 minutes for Priority 2 calls and 6.2 minutes for Priority 3 calls – these travel times are somewhat faster than seen by the project team in other law enforcement studies throughout the United States. The travel times for other types of calls are also good but not as critical since they are responses to lower priority incidents. The Police Bureau overall average travel time of 8.2 minutes to all calls is a very good average time. The “on-scene” time for all types of incidents is 34.9 minutes which is within the 30-40

minute range commonly seen by the project team. Overall, the total “call handling time” for the primary PPB unit was 116,349 work hours. The tables below show the response and handling times for each precinct:

Response and Call Handling Times – Central, North and East Precincts

Precinct	Number of CFS	Travel	On Scene	Call Handling (Travel + On Scene)	Call Handling Hours
Central	62,711	7.8	23.4	31.2	32,603
North	60,771	8.4	28.8	37.2	37,688
East	76,308	8.4	27.6	36.0	45,802
Other	163	10.0	24.5	44.1	120
Total	199,953	8.2	26.6	34.9	116,212⁷

As shown above, there were only small variations among the precincts in their response times to calls for service. The time spent on scene varied approximately five minutes – from a low of 23.4 minutes in Central Precinct to a high of 28.8 minutes in North Precinct.

The following table shows the percentage of all calls for service in Portland that were responded to within various time ranges:

CFS by Priority Type	Travel Time in Minutes – City Total					Number	Percent
	0:00–4:59	5:00–6:59	7:00–9:59	Above 10:00	No Time Stamps		
1	1,994	321	171	132	110	2,728	1.4%
2	26,680	7,888	5,467	5,215	3,198	48,448	24.2%
3	13,075	4,165	2,959	2,626	2,163	24,988	12.5%
4	25,004	9,099	8,132	10,065	5,860	58,160	29.1%
5	18	11	10	24	6	69	0.0%
6	8,173	2,868	2,874	5,821	1,614	21,350	10.7%
7	16,065	5,734	6,136	12,061	4,214	44,210	22.1%
Total	91,009	30,086	25,749	35,944	17,165	199,953	100.0%
% of CFS	45.5%	15.0%	12.9%	18.0%	8.6%	100.0%	

⁷ There is a slight difference of 137 call handling hours between this table and the previous one (due to the rounding of numbers) – the higher total call handling hours will be used when making the staffing calculations.

The times listed above were separated by the call Priority types used by PPB. Patrol's travel time to calls in 2013 was excellent, responding to over 60% of all calls for service in fewer than seven minutes. It is unusual for a large police agency with approximately 133 square miles to achieve this travel time record.

The calls listed as "no time stamps" are the calls that either a dispatch time or an arrival time was not listed in the CAD record⁸. The most common reason for this is that Officers who are dispatched to a call but cancelled while "in route" to the call will, appropriately, not have an "arrival" time stamp entered for his or her response. There are also additional reasons for missing CAD data that include Officer, Dispatcher, or equipment error in not recording it.

Recommendation: Meet with BOEC managers to analyze Priority 1 and 2 CFS data to determine the reason(s) for the high call processing times.

(7) Officer "Back-Up" Time to Assist the Primary Unit.

Officers also respond as back-up units on many calls for service throughout the year to assist the primary Officer – some calls required only one assisting Officer and others required two or more Officers. The following table shows the number of back-up responses in each precinct, the average handling time and total hours that back-up Officers spent assisting the primary Officer:

⁸ A figure under 10% of "no time stamp" calls is at the lower end of the range seen in other law enforcement studies.

Back-up Units – All City

Area	Number of Responses	Avg. Minutes (Travel + On Scene Time)	Call Handling Hours
Central Precinct	63,251	17.4	18,305
North Precinct	69,043	22.0	25,276
East Precinct	84,213	19.9	27,953
Outside City	148	22.0	54
Unknown	55	58.0	53
Total	216,710	19.8	71,641

Officers made a total of 216,710 responses in a support role in 2013, this totaled slightly over 71,000 work hours.

(8) Other Patrol Workload – Report Writing and Prisoner Bookings.

Patrol Officers wrote over 92,000 various types of reports in 2013.⁹ The following table shows the different types of reports written by Patrol Officers and the total time spent writing reports:

Reports Written by Patrol Officers

Type	Number	Minutes/Report	Total Hours
Use of Force	825	45	619
Incident/Investigation	44,102	45	33,077
Accident	3,113	45	2,335
Recovered Stolen Vehicle	2,086	45	1,565
Supplemental/Follow-up	21,209	45	15,907
Traffic Violation Tow	54	45	41
Custody	20,916	15	5,229
Park Exclusion	206	30	103
Park Warning	108	30	54
Sidewalk Obstruction Warning	182	30	91
Other	23	30	12
Total	92,824		59,030

Patrol Officers wrote an estimated 92,824 reports during the year, which equals a total of 59,030 hours of report writing time. The project team uses an average of 45

⁹ The department wrote a total of 165,869 reports. The project team used the estimates provided by the Strategic Services that showed 92,824 (56%) of the total number of reports were written by Patrol Officers (not counting pursuit reports which are written by supervisors).

minutes per report except for minor reports such as warning and exclusion reports. It should be noted that most of the time, custody reports will be completed while the Officer is at the jail facility booking the prisoner, but the project team included 15 minutes per custody report to ensure that prisoner processing paperwork that may not be completed at the jail is included in the estimated workload.

PPB arrested 33,201 people in 2013 – this includes misdemeanor arrestees that may have been released at the scene of the incident on a promise to appear. An estimated 66% or 21,913 arrests were made by Patrol Officers.¹⁰ The great majority of the time when an Officer makes an arrest it will be tracked in the CAD incident record as the Officer's CAD status will remain "at scene" until he or she has completed booking the prisoner or has released the prisoner at the scene of the incident. However, the project team includes an average of 30 minutes processing time (a total of 10,956 hours) to ensure that all time spent handling prisoners is included in the workload estimates.

The total number of hours patrol officers spent handling calls for service and the hours related to calls for service (time spent on report writing and booking/transporting prisoners) will be used later in this report to determine the total patrol officer workload hours.

¹⁰ Strategic Services Division used a four month sample to determine the percentage and number of arrests made by Patrol Officers and officers assigned to other Divisions.

(9) Precinct Workload Varies Among the Precincts and Should be Reviewed Annually to Determine Appropriate Deployment of Officers.

The following table summarizes the workload levels in the three precincts.

Precinct	Central	North	East	Other	Totals
Calls for Service	62,711	60,771	76,308	163	199,953
% of Total	31.4%	30.4%	38.2%	0%	100.0%
Primary Unit Handling Hours	32,603	37,688	45,802		116,212
% of Total Primary Unit Hours	28.1%	32.4%	39.4%	0.1%	100.0%
Number of Back-up Responses	63,251	69,043	84,213	203	216,710
Back-up Units Handling Hours ¹¹	18,305	25,276	27,953	107	71,641
% of Total Back-up Unit Hours	29.2%	35.3%	38.9%	0.2%	100.0%
Total Hours	50,908	62,964	73,755	227	187,854
% of Total Handling Hours	27.1%	33.5%	39.3%	0.1%	100.0%

As shown above, over 38% of all calls for service occurred in the East Precinct, followed by 31% in Central and 30% in North. The East Precinct also had the highest number of call for service handling hours and backup responses to the calls.

The call for service volume and the total workload hours are the best indicators of service demand in a geographic area and this information should be used to allocate the appropriate number of Officers to each precinct. The following table shows the current allocation of Patrol Officers and call handling hours among the precincts:

Precinct	Central	North	East	Total
Officers ¹²	120	142	141	403
% of Total Staff	29.8%	35.2%	35.0%	100%
% of Total Handling Hours	27.1%	33.5%	39.3%	100%
Over (Under) Staff	2.7%	1.7%	(4.3%)	

¹¹ The average minutes for back-up Officers was 19.8 minutes city-wide but varied by Precinct: 17.4 minutes for Central Precinct, 22.0 minutes for North Precinct and 19.9 minutes for East Precinct.

¹² The Central Precinct Patrol Officer staffing was reduced an additional 5 Officers to take into account the recent decision to make Detail 9 (the Summer Initiative) a year round detail of 10 Officers (rather than 10 Officers for six months of the year).

Both Central and North Precincts have proportionately more Officer positions authorized than is warranted, and East Precinct should have more Officers assigned. However, PPB has addressed this disparity by maintaining a higher number of Patrol Officer vacancies in the Central and North Precincts and very few Patrol Officer vacancies in the East Precinct. If future evaluation of the CFS workload shows a similar disparity in workload among the precincts, then the authorized Officer staffing levels should be adjusted – increased for East Precinct and reduced for Central and North Precincts.

Another option to balance the workload between the precincts is to review the current geographic boundaries of the precincts and the districts to determine if the boundaries should be realigned by moving some districts into an adjacent precinct. The current precinct boundaries are not ideal (e.g. the North Precinct spans the city east to west) but the precinct boundaries should only be adjusted after reviewing several years of CFS workload data. A second aspect of a precinct/district boundary review, and recommended by the project team, is to expand the size of some districts so that there is an Officer assigned to each D\district on each shift (currently some districts do not have an Officer assigned when there are fewer Officers on duty than there are districts in the Precinct).

Recommendations:

Continue to annually review the distribution of calls for service related workload among the Precincts and deploy Officers to the precincts based on this workload.

After a second year of CFS workload analysis determine if precinct and/or district boundaries should be adjusted to balance workload among the precincts and also provide an Officer in each district on each shift.

(10) Officer Initiated Incidents and the Time Spent on These Incidents as Documented in the CAD Record.

When Patrol Officers are not responding to calls for service and have time during their shift, they also engage in a number of Officer initiated activities such as traffic stops, pedestrian stops, investigations, reports, security checks, etc. The number of Officer initiated activities was obtained from the CAD record, and totaled 86,483 incidents during the year. The table below shows a graphical depiction by hour and day:

Officer Initiated Activity – Citywide

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total	Avg./ Hour
0000	1,470	1,351	1,158	977	1,064	1,380	1,537	8,937	24.5
0100	966	993	760	685	682	964	945	5,995	16.4
0200	799	773	650	553	553	777	735	4,840	13.3
0300	536	543	430	358	318	513	603	3,301	9.0
0400	358	348	279	199	149	308	395	2,036	5.6
0500	187	210	230	151	123	201	247	1,349	3.7
0600	145	162	162	128	131	139	163	1,030	2.8
0700	125	243	204	199	168	188	138	1,265	3.5
0800	184	232	199	250	239	231	219	1,554	4.3
0900	341	414	418	449	475	397	386	2,880	7.9
1000	321	406	433	455	459	487	408	2,969	8.1
1100	253	315	394	340	356	350	324	2,332	6.4
1200	235	246	310	316	288	309	236	1,940	5.3
1300	217	347	329	324	315	324	261	2,117	5.8
1400	215	286	284	289	309	305	266	1,954	5.4
1500	239	261	327	324	318	287	246	2,002	5.5
1600	422	357	365	325	372	389	496	2,726	7.5
1700	535	486	488	451	503	592	651	3,706	10.2
1800	675	613	550	548	668	698	728	4,480	12.3
1900	596	518	551	557	663	767	779	4,431	12.1
2000	586	495	506	512	595	719	648	4,061	11.1
2100	513	474	446	443	517	704	657	3,754	10.3
2200	1,133	849	802	733	1,031	1,281	1,238	7,067	19.4
2300	1,558	1,199	1,067	1,045	1,445	1,680	1,763	9,757	26.7
Total	12,609	12,121	11,342	10,611	11,741	13,990	14,069	86,483	
Avg./day	242	233	218	204	226	269	271	237	

As shown above, Patrol Officers initiated 86,483 on-view incidents, an average of 237 events per day. The most frequent events were “traffic stops”, “person contacts” and follow-up” incidents, but also included “flag downs”, suspicious subject or vehicle and targeted patrol. The CAD data showed the citywide average time the initiating Officer spent at each incident averaged 20.0 minutes, a total of 28,803 hours.

The following table shows the 15 most frequent Officer initiated incidents:

Most Frequent Incidents – Citywide

Type of Incident	Number	Percent
Traffic Stop	32,538	37.6%
Person Contact	11,074	12.8%
Person Contact (aircraft)	10,981	12.7%
Follow-Up	5,856	6.8%
Flag down	2,795	3.2%
Suspicious Subject, Vehicle or Circumstance	2,785	3.2%
Targeted Patrol	2,108	2.4%
Premise Check	1,949	2.3%
Area Check	1,942	2.2%
Warrant	1,868	2.2%
Assist - Citizen Or Agency	1,564	1.8%
Welfare Check – Cold	930	1.1%
Parking Problem	805	0.9%
Un-described Incident	730	0.8%
Vehicle Recovered	658	0.8%
All Other Types	7,900	9.1%
Total	86,483	100.0%

Traffic related incidents accounted for over 32,000 events and is 38% the total number of Officer initiated incidents.

The number of Officer initiated activities equals 43.3% of the number of community generated calls for service last year – this is within the lower than the approximately 50% range (of CFS) seen by the project team in other police studies. It may indicate that Officers do not have a reasonable amount of time available during their shift to conduct proactive enforcement activities, or that Officers may have the time

but are not initiating activities for various reasons. Some employees indicated that Officer initiated activity is lower than in previous years due to the increased public and internal scrutiny over the last several years. This may have led to reluctance to initiate traffic stops or other contact with persons. Other reasons could include a general lack of motivation, and the need for increased planning by Patrol Sergeants for directed patrol activities when proactive time is available during the shift. The PPB has taken some measures to address this through trend analysis and the creation of “NlLoc” (Neighborhood Involvement Location) calls where Officers are dispatched to a specific area to provide a visible police presence in the area for at least 15 minutes. These types of planned activities need continual updating, as crime trends, types, and locations of incidents are constantly changing.

The table on the following page show the level of Officer initiated activity for each precinct:

Officer Initiated Activity – Central Precinct

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total	Avg./ Hour
0000	498	409	301	271	300	409	440	2,628	7.2
0100	274	316	168	154	174	278	274	1,638	4.5
0200	221	201	126	125	147	215	248	1,283	3.5
0300	150	152	88	86	60	117	152	805	2.2
0400	109	120	70	44	38	100	115	596	1.6
0500	74	69	84	47	34	80	109	497	1.4
0600	95	78	65	43	50	74	86	491	1.3
0700	45	71	64	55	36	45	37	353	1.0
0800	59	82	66	84	65	53	61	470	1.3
0900	121	130	100	119	127	110	118	825	2.3
1000	109	131	114	129	133	145	135	896	2.5
1100	93	127	110	91	102	84	102	709	1.9
1200	78	89	89	86	78	101	76	597	1.6
1300	69	138	99	107	103	91	93	700	1.9
1400	67	121	109	105	121	99	100	722	2.0
1500	73	96	105	110	105	77	79	645	1.8
1600	178	127	124	120	142	143	198	1,032	2.8
1700	193	191	180	175	189	200	254	1,382	3.8
1800	221	220	240	223	304	240	263	1,711	4.7
1900	197	202	247	228	280	249	281	1,684	4.6
2000	196	202	198	192	250	237	215	1,490	4.1
2100	163	119	146	152	177	185	214	1,156	3.2
2200	306	205	235	218	345	384	362	2,055	5.6
2300	450	325	257	240	412	469	558	2,711	7.4
Total	4,039	3,921	3,385	3,204	3,772	4,185	4,570	27,076	
Avg./day	78	75	65	62	73	80	88	74	

As shown above, Patrol Officers initiated over 27,000 on-view incidents, an average of 74 events per day.

The following table shows the 15 most frequent Officer initiated incidents:

Most Frequent Incidents – Central Precinct

Type of Incident	Number	Percent
Traffic Stop	7,986	29%
Person Contact	3,932	15%
Person Contact (aircraft)	3,873	14%
Follow-Up	1,384	5%
Flag down	1,137	4%
Targeted Patrol	1,015	4%
Premise Check	846	3%
Area Check	799	3%
Suspicious Subj, Veh, or Circumstance	596	2%
Assist – Citizen Or Agency	568	2%
Parking Problem	494	2%
Welfare Check – Cold	491	2%
Warrant	405	1%
Disturbance – Priority	343	1%
Unwanted Person	333	1%
All Other Types	2,874	11%
Total	27,076	100%

Traffic related incidents accounted for almost 8,000 events and is 29% the total number of Officer initiated incidents. Traffic stops make up a significantly smaller percentage of events when compared to the other precincts – they were 39% of the total incidents in North Precinct and 43% in East Precinct.

Officer Initiated Activity – North Precinct

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total	Avg./ Hour
0000	489	367	357	333	370	472	533	2,921	8.0
0100	367	279	275	268	241	323	328	2,081	5.7
0200	300	251	253	227	187	230	252	1,700	4.7
0300	207	156	144	115	131	179	237	1,169	3.2
0400	129	104	117	81	64	85	157	737	2.0
0500	67	86	74	66	63	60	90	506	1.4
0600	27	37	29	35	32	33	38	231	0.6
0700	46	68	57	64	70	92	58	455	1.2
0800	55	78	79	103	102	121	91	629	1.7
0900	110	131	148	142	137	157	130	955	2.6
1000	117	130	132	143	159	187	148	1,016	2.8
1100	74	87	130	117	117	136	107	768	2.1
1200	91	77	106	122	112	122	91	721	2.0
1300	79	105	98	81	104	134	90	691	1.9
1400	65	87	84	88	82	101	98	605	1.7
1500	84	60	104	88	107	118	86	647	1.8
1600	106	88	111	84	139	123	138	789	2.2
1700	134	129	133	129	188	187	172	1,072	2.9
1800	201	176	159	180	223	228	213	1,380	3.8
1900	173	132	152	169	226	261	248	1,361	3.7
2000	157	120	143	167	180	237	183	1,187	3.3
2100	154	129	133	151	193	267	192	1,219	3.3
2200	380	320	242	273	336	430	424	2,405	6.6
2300	465	380	375	360	497	603	597	3,277	9.0
Total	4,077	3,577	3,635	3,586	4,060	4,886	4,701	28,522	
Avg./ day	78	69	70	69	78	94	90	78	

As shown above, Patrol Officers initiated 28,522 on-view incidents, an average of 78 events per day.

The following table shows the 15 most frequent Officer initiated incidents in North Precinct.

Most Frequent Incidents – North Precinct

Type of Incident	Number	Percent
Traffic Stop	11,149	39%
Person Contact	3,517	12%
Person Contact (aircraft)	3,217	11%
Follow-Up	2,116	7%
Suspicious Subj, Veh, or Circumstance	1,121	4%
Flag down	878	3%
Area Check	799	3%
Premise Check	757	3%
Warrant	654	2%
Assist – Citizen Or Agency	545	2%
Targeted Patrol	447	2%
Welfare Check – Cold	252	1%
Un-described Incident	223	1%
Lost/Found Property	222	1%
Hazardous Condition	207	1%
All Other Types	2,418	8%
Total	28,522	100%

Traffic related incidents accounted for over 11,000 events and is 39% the total number of Officer initiated incidents.

Officer Initiated Activity – East Precinct

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total	Avg./ Hour
0000	473	567	496	368	390	490	554	3,338	9.1
0100	324	394	315	261	264	360	335	2,253	6.2
0200	278	317	266	198	217	325	233	1,834	5.0
0300	178	233	198	156	126	216	214	1,321	3.6
0400	118	121	92	73	44	122	123	693	1.9
0500	46	55	72	38	25	61	47	344	0.9
0600	23	47	68	50	47	32	38	305	0.8
0700	34	103	83	80	62	51	42	455	1.2
0800	68	72	54	63	72	57	67	453	1.2
0900	110	153	169	188	211	130	137	1,098	3.0
1000	95	145	186	181	166	153	124	1,050	2.9
1100	85	99	153	132	136	125	113	843	2.3
1200	65	79	115	106	98	85	68	616	1.7
1300	69	103	132	136	108	96	77	721	2.0
1400	83	75	91	94	104	100	68	615	1.7
1500	80	104	118	125	105	90	80	702	1.9
1600	138	141	128	121	88	122	154	892	2.4
1700	208	166	174	146	126	201	224	1,245	3.4
1800	252	217	150	143	139	227	248	1,376	3.8
1900	226	181	149	157	153	254	247	1,367	3.7
2000	230	173	164	150	164	242	246	1,369	3.8
2100	195	225	165	140	144	251	247	1,367	3.7
2200	443	321	322	239	346	461	447	2,579	7.1
2300	634	483	430	441	528	598	592	3,706	10.2
Total	4,455	4,574	4,290	3,786	3,863	4,849	4,725	30,542	
Avg./ day	86	88	83	73	74	93	91	84	

As shown above, Patrol Officers initiated 30,543 on-view incidents, an average of 84 events per day.

The following table shows the 15 most frequent Officer initiated incidents:

Most Frequent Incidents – East Precinct

Type of Incident	Number	Percent
Traffic Stop	13,189	43%
Person Contact	3,908	13%
Person Contact (aircraft)	3,580	12%
Follow-Up	2,318	8%
Suspicious Subj, Veh, or Circumstance	1,064	3%
Warrant	802	3%
Flag down	777	3%
Targeted Patrol	643	2%
Assist – Citizen Or Agency	424	1%
Premise Check	346	1%
Area Check	342	1%
Vehicle Recovered	282	1%
Un-described Incident	228	1%
Welfare Check – Cold	186	1%
Theft – Cold	182	1%
All Other Types	2,271	7%
Total	30,542	100%

Traffic related incidents accounted for over 13,000 events and is 43% the total number of Officer initiated incidents.

Each precinct has the “targeted patrol” incident type in the top 15 Officer initiated list but it only makes up 2-4% of the total number of initiated incidents, which is 500 – 1,000 annually in each precinct. It is unknown how many of the traffic stops and person contacts resulted from a targeted enforcement, hot spot, or a NILoc dispatched, but measuring Officer initiated incidents directly related to targeted preventive patrol should be increased. Additionally this type of activity should be encouraged and managed at the watch commander and field supervisor level. Effective targeted patrol results from daily crime analysis, criminal suspect analysis and communicated to line level personnel so that they can be more effective in preventing crime and apprehending criminals when time is available to perform proactive tasks throughout their shifts.

Recommendation: Supervisors should actively manage Patrol Officers' proactive time with planned activities (using regularly updated crime trend information) and make proactive patrol assignments to address crime, crime trends, quality of life issues and community concerns.

(11) Determining an Appropriate Number of Precincts in Portland.

Several years ago the PPB operated out of five Precincts throughout the City. Budgetary reductions over the last several years resulted in the necessity to close two precincts. The current precincts are:

- Central – 1111 SW 2nd Avenue
- North – 449 NE Emerson Street
- East – 737 SE 106th Avenue

The PPB also operates out of two closed precinct buildings – the Traffic Division at the old North Precinct on N. Philadelphia Street and the old SE Precinct on E. Burnside Avenue. Currently, some of the East Precinct patrol details deploy out of the old SE facility as well as the K9 Unit and Burglary Unit of the Detective Division.

PPB believes that re-opening the SE Precinct would provide improved^[2] operational efficiency in providing services to the community, and increase needed resources, office space and parking for operations. The project team has visited all of the old and current precinct facilities, and agrees that reopening the SE Precinct would provide logistical advantages for PPB. However, it cannot be clearly demonstrated that it will provide improvement to the response times to calls for service, as Officers are deployed as mobile units throughout the City whether they are deployed from three or four Precinct buildings. The additional management staff costs for a Commander, Captain, three Lieutenants (only one new Lieutenant position would be required as the Traffic Division Lieutenant and one of the four Lieutenants at East Precinct could be re-

assigned), and clerical staff would result in over \$700,000 in salary and benefit costs for these positions. Although re-opening the SE Precinct would provide advantages for PPB, the additional cost does not provide sufficient benefits to warrant the expense.

Recommendation: The project team cannot recommend re-opening the fourth precinct on the grounds of cost effectiveness or service delivery at this time.

3. PATROL FIELD SERVICES PRINCIPLES AND BEST PRACTICES.

Philosophies regarding the deployment and use of field patrol resources in municipal law enforcement agencies has changed and evolved over the last 60 years. The historic law enforcement approach to field services involved a Police Officer who walked a particular beat or neighborhood. A traditional beat officer knew people in the area and was in a position to know potential problems before they occurred, or likely suspects for crimes committed on the Officer's beat. As cities grew and metropolitan areas spread, the motorized officer became the normal transportation mode to respond to calls for service. The Police Bureau's focus changed to one of responding quickly (i.e., in a patrol car) to all types of calls in a wider geographic area and overall, fewer officers assigned to foot or vehicle patrol duties. At the same time, society at large and city residents developed rising expectations of the services that would be provided by the Police Bureau, such as increased focus on domestic violence crimes and youth crimes. Over time, these factors resulted in a beat officer having less local neighborhood knowledge and less frequent contact with the residents in his or her service area, but with a higher expectations among the general public that the Police Bureau could address and solve neighborhood crime and quality of life problems.

Initiatives over the last four decades have attempted to once again provide policing services more tangible to the community. This law enforcement focus has been

under the general umbrella of “community policing” – a return to providing a wide range of services identified by citizens and more frequent contact with Officers and more proactive law enforcement in neighborhoods and schools. The project team supports local community policing efforts, especially ones that involve Patrol personnel when they have uncommitted “pro-active” time during their shift. These efforts should also involve the active participation of supervisors, managers and other specialty units (e.g., the Neighborhood Response Teams and School Resource Officers).

Over the course of several hundred police department studies, the Matrix Consulting Group has developed a list of key elements in the effective provision of field patrol services in a community, including the responsibility of Officers to be proactive during their shifts (to identify and resolve problems) and not just reactive in handling calls for service. These general policing elements are summarized on the next several pages:

Management Task	Comments
Reactive Patrol Requirements	<p>The primary mission of any law enforcement field patrol force. Responding to citizen requests (or calls) for service is the most critical element of successful patrol services.</p> <p>As staffing allows, the Bureau should have clearly defined areas of responsibility (beats).</p> <p>The Bureau should have clearly defined response policies in place; including prioritization of calls, response time targets for each priority and supervisor on scene policies.</p> <p>This reactive workload should make up between 50% and 70% of each Officer’s net available time per shift (on average). This includes time to write reports, and transport and book prisoners.</p>

Management Task	Comments
Proactive Patrol Requirements	<p>“Proactive time” is defined as all other activity not in response to a citizen generated call; it occurs during the shift when Officers are not handling calls and have completed other necessary tasks; it includes items such as traffic enforcement, directed patrol, bike and foot patrol. It is also sometimes referred to as “uncommitted” time but that is somewhat of a misnomer as it only means “not committed to handling community generated calls for service”.</p> <p>The Bureau should have clearly defined uses for “proactive time” – i.e. Officers should know what they are expected to do with their time when not responding to calls for service. This may include targeted preventive patrol for general visibility, traffic enforcement, developing relationships with members of the community, visiting schools or parks.</p> <p>The proactive element of field patrol should make up between 30% and 50% of an Officer’s day (on average).</p> <p>Research and experience has shown the 30-50% range to be reasonable “proactive time” levels:</p> <p>Less than 30-35% “proactive time” available to Officers typically does not allow for sufficient “bundling” of available time – time comes in intervals too short to be effectively utilized by law enforcement personnel for meaningful activity.</p> <p>“Proactive time” of more than 50% results in less efficient use of Officer resources as it is difficult to have sufficient meaningful work tasks and manage personnel whose time is so heavily weighted toward proactive activities.</p> <p>Some exceptions to this latter concern are units which are dedicated to handle certain types of activity, (e.g., traffic enforcement units, School Resource Officers, etc.) However, it should be noted that the Officers assigned to these units should respond to any call for service when needed/required.</p> <p>A level of 50% “proactive time” or higher is typically seen in smaller suburban or rural communities; a level of 35-40% is more common in larger cities.</p>
Problem Identification and Resolution	<p>Effective proactive patrol for municipal law enforcement requires the rapid identification of problems and issues, the development of an action plan to address issues as they arise, implementation of the potential solution and regular evaluations to determine if the approach successfully addressed the issue.</p> <p>This approach should be used on criminal, traffic and other quality of life problems reported to the Bureau or discovered by Officers during the course of their patrol duties.</p> <p>Officers have the primary role in accomplishing proactive tasks, field projects (e.g., Problem Oriented Policing), etc.</p> <p>Formal and informal mechanisms for capturing and evaluating information should be used. This should be primarily handled by Officers and supervisors, but managers must also have involvement and oversight.</p>

Management Task	Comments
Management of Patrol Resources	<p>Patrol supervisors and managers must take an active role in management of patrol. This includes developing and utilizing management reports that accurately depict the activity, response times to calls for service and the variety of current issues and problems being handled by patrol units. Resources must be geared to address actual workload and issues. This includes ensuring that patrol staffing is matched to workload, that patrol beats or sectors are designed to provide an even distribution of workload. This also includes matching resources to address issues in a proactive manner. This may include shifting beats to free staff to handle special assignments, assigning Officers to targeted patrols, assigning traffic enforcement issues, etc.</p> <p>Staffing should be related to providing effective field response to calls for service, provision of proactive activity and ensuring Officer and the safety of members of the public.</p> <p>Supervisors should be both an immediate resource to field Officers (for advice, training, back-up, and inter-personal skills) and field managers (handling basic administrative functions).</p>
Measurement of Success and Performance	<p>Data should be used to plan and manage work in Patrol and other field work units.</p> <p>Effective field patrol should be measured in multiple ways to ensure that the Bureau is successful in handling multiple tasks or functions. Examples of effective performance measurement include: response time, time on scene, number of calls handled by an Officer, back-up rate, citations/warnings issued, and the overall level of crime and clearance rate.</p> <p>Managers and supervisors should track and review performance measures on a regular basis to know what level of service is being provided to the community and for use as one of the tools to ensure that services are effective and efficient.</p>

The matrix above summarizes the basic elements of an effective patrol service in a community that provides both reactive field services (response to community generated calls for service) and proactive work by Patrol Officers. During these times of limited or decreasing budgetary resources, it becomes critically important for managers of the patrol function to make the best use of Officers' time to provide effective policing and to meet community expectations.

The following points summarize the key elements identified above in the effective provision of field patrol services:

- Effective municipal law enforcement requires a field patrol force, which is designed and managed to be flexible in providing both reactive and proactive response to law enforcement issues in the community.
- This requires that the Bureau balance personnel, resources and time to handle both reactive and proactive service elements. Between 50% and 70% of an officer's time should be spent handling all of the elements of reactive patrol. The remaining 30-50% should be spent specific proactive patrol activities, other self-initiated tasks and community policing activities. A lower percentage of proactive time may be reasonable when the agency has other work units (e.g., the Neighborhood Response Teams) that also conduct targeted proactive activities.
- When an Officer has time available (e.g., during a slow day) the activities planned/conducted during this time should be part of a Patrol plan and not left unstructured and random. Effectively addressing issues in the community requires tasks be accomplished as part of a plan – addressing specific problems in pre-determined ways. The plans should be overseen by management but planned and accomplished at the Officer, Sergeant or watch commander level.
- Any effective proactive approach to patrol requires that information be managed formally and that a formal effort be put into evaluating that information. This evaluation should lead to specific actions to address issues/problems in a community. In addition, attempts to address problems should be evaluated formally to determine if the efforts made have been effective.

These basic elements represent the essential ingredients of effective and efficient municipal field law enforcement in United States in the 21st century.

Patrol “proactivity” is a very important part of field operations in communities such as Portland, where the call for service volume can vary significantly during hours of the day and between winter and summer seasons. During certain hours and months, very little time may be available for proactive initiatives, while on other days significant time may be spent on directed and officer-initiated activity. Planning and establishing patrol goals and specific pro-activity targets are important for effective management of a patrol operations force and to ensure that patrol officers are being used to accomplish desired tasks in meeting established goals. In most communities, the expectations placed on the police department to ensure a safe and orderly community are relatively

high. Effectively managing proactive tasks of all field personnel is one significant method to demonstrate the department is taking the necessary steps toward the goal of creating and/or maintaining a safe community.

4. FACTORS THAT SHOULD BE CONSIDERED WHEN DETERMINING AN APPROPRIATE PATROL STAFFING LEVEL.

The project team uses an analytical approach to determine the staffing level required in a community such as Portland. The approach is characterized by several key factors that provide the basis for objective evaluation of a patrol force:

- Staffing should be examined based on the ability of current staff to handle the calls for service generated by the community (and the related work such as report writing and processing arrestees); as well as providing sufficient time for proactive activities such as directed patrol, traffic enforcement and addressing on-going issues/problems in a neighborhood.
- Staffing is dependent on the time officers are actually available to perform the work required of the patrol function. In this evaluation, leave hours usage and time dedicated to administrative functions are examined.
- The number of patrol staff deployed should be the result of policymakers (City leaders) selecting a level of policing that is desired by the community. Establishing a targeted average level of proactive, or uncommitted, time is an effective method to determine the policing level that will be provided and also gives guidance to the police chief.
- The project team's analysis does not include the utilization of ratios such as officers per thousand residents because it does not account for the unique characteristics of communities (e.g., demographics, workload, unique community needs, and deployment). Although these ratios are interesting, they do not provide a comprehensive measure of staffing needs for a specific community, nor should policymakers use them as a basis to make decisions regarding patrol staffing. The project team's approach is supported by the International Association of Chiefs of Police (IACP) that views officer per thousand ratios as "totally inappropriate as a basis for staffing decisions"¹³.

¹³ International Association of Chiefs of Police, Patrol Staffing and Deployment Study, 2004, document 7218.

Other significant factors for policymakers to consider when determining staffing levels include, but are not limited to, the following:

- The type, severity and volume of crime in a community.
- The ability of the Police Bureau to meet response time goals to calls for service and solve crime.
- The desired level of Police Bureau involvement in providing non-traditional police services such as neighborhood problem solving, graffiti removal, community meetings and events, and teaching/role modeling in the schools.
- The desired level of proactive efforts such as traffic safety and parking enforcement, narcotics enforcement, enforcement of vice crimes, such as prostitution and liquor laws.
- Providing for basic officer safety and risk management of a patrol force. In some police agencies, primarily smaller ones, the desired level of proactive time may not be the primary measure to determine the minimum number of patrol officer positions needed. It may be driven by officer safety concerns and the need to provide reasonable community coverage 24 hours a day, seven days a week. For example, a staffing level needed to meet basic officer safety concerns may result in a proactive time that may be significantly above the 50% level for a portion of the day (typically the early morning hours).

The following summary is provided in order to illustrate the implications of various proactive time levels:

- A proactive time level of 25% or less reflects a patrol staff that is essentially fully committed most of the time (except during the low CFS hours of the day). Estimating this level is fully committed is based on the fact that the CAD system does not capture all work tasks, functions and administrative duties that are performed by officers. At this high level of committed time (75%) the average travel times to high priority community-generated calls for service may be above eight or nine minutes and on-scene times may be below 30 minutes due to calls “stacking” and the need to respond to other incidents. This may not be enough time to conduct a thorough investigation of the incident or provide a high quality level of service.

At this level of proactive time, during most hours of the shift, Officers will be responding to CFS and will not have time for any consistent proactive or project-oriented activity. The blocks of time will be generally too short (less than 20 minutes) to allow meaningful targeted patrol, working on beat projects, or neighborhood issues.

- A 40% proactive time level is generally sufficient to provide blocks of time during most shifts when Officers can conduct targeted patrol and identified beat projects to address community issues. Average travel times to high priority community-generated calls for service should commonly be less than six minutes and on-scene times should commonly be above 30 minutes, sufficient to allow thorough investigations and sufficient time to provide a high quality level of service.
- A 50% proactive time level will allow a patrol force on most workdays to have several hours during their shift to conduct targeted patrol, work on specific projects to address community issues and perform other officer-initiated activities. Average travel times to high priority community-generated calls for service should commonly be less than five minutes and on-scene times should commonly be above 30 minutes, sufficient to allow thorough investigations and sufficient time to provide a high quality level of service.
- Proactive time levels above 50% may provide a challenge to supervisors to keep officers busy with meaningful work and engaged in the job. For communities that do have this high level of proactive time, it is important to plan for productive work and measure the results.

Each community can choose an appropriate target level of proactive time desired for its patrol staff based on its unique needs, available funding, and policing model. An overall average proactive time level of 40-50% is a reasonable target/goal for a community that desires a patrol force which can provide a consistent level of proactive services to the community. Policymakers should determine the policing level for their community and understand the impacts of higher and lower proactive time levels. Higher targeted proactive time levels will require more staff but also ensure that the police force is able to provide a higher level of service to the community through proactive policing and will also allow patrol officers to be more involved in issues/problems in the neighborhoods in which they serve.

Communities with a proactive time level above 50% have the luxury of patrol staff handling more community problems/issues and unique needs. However, in these situations, it is very important for patrol managers to plan the use of proactive time to

accomplish identified needs. This requires that Officers and Sergeants make good use of their available proactive time and have accountability measures in place for evaluation. Sergeants and Officers on a given shift should be involved in determining individual productivity goals, receive regular feedback from their supervisor, and measure accomplishment of those goals throughout the year as part of the department's performance evaluation and accountability system. With this system, supervisors should be provided regular (i.e., monthly) statistical reports showing each individual officer's productivity, such as reports written, investigations conducted, arrests made, field contacts (e.g., vehicle and pedestrian stops), citations or warnings issued, foot patrol, problems/issues addressed on their beat, community meetings attended, and the number of calls for service handled. This information can and should be part of the information used by the supervisor to evaluate an officer's overall performance for the month and year.

It is important to note that any evaluation of an officer's performance should not just be from quantitative statistical/productivity measures but also must include qualitative measures. Personnel accountability is important, but truly effective policing is achieved by developing engaged employees who have a positive attitude, build relationships with community members, project a positive image of the department, and provide other intangibles to the community resulting from their motivation to serve people.

Policymakers should use the above factors to determine appropriate staffing levels for all functions within the police department. The goal of a patrol staffing analysis is to ensure sufficient patrol resources on duty 24 hours per day and available to

providing a high level of service to the community. The ability of a police department to achieve a high level of service depends on knowing and evaluating the community demand workload – the number of community-generated calls for service, reports, and bookings of arrested persons. These are the factors used by the project team to evaluate the number of Patrol Officers needed in a community to achieve a staffing level that will provide the level of pro-activity desired by a community.

(1) Data Used to Conduct Staffing Calculations.

The project team calculates proactive time using a mixture of known data combined with several assumptions. The table below provides a brief description of the basis for this calculation:

Reactive Factor in Calculation of “Proactive Time”	Summary Discussion
Calls for Service	Actual call data obtained from the PPB CAD system allowed the project team to determine the number of community generated calls for service (reactive time of Patrol Officers).
Call Handling Time	Generally, an average call handling time of 30-40 minutes is needed to efficiently and effectively handle a community generated call for service. The handling time includes an Officer’s travel time and on-scene time, not including report writing time. A handling time that is higher than 40 minutes may indicate that Patrol Officers are not handling calls in a timely manner; possible errors in the CAD data or possibly that officers are completing all or a portion of their report while still logged on the call. A handling time lower than 30 minutes indicates Patrol Officers may not be providing an appropriate amount of attention to all calls for service.
Back-Up Frequency/ Number of Units per Call	An average of 1.4-1.6 patrol units responding to handle a community generated call for service.
Duration of Time On-Scene by Back-Up	An average of 75% (or less) of the primary/initial unit’s handling time for back-up officers is common and not excessive (Bureau policy/practice may impact this time factor).

Reactive Factor in Calculation of "Proactive Time"	Summary Discussion
Number of Reports	This number is based on the number of community-generated calls for service. For most incidents requiring a report, the Officer will gather preliminary information while on-scene handling the call and spend additional time later in the shift, at the end of the shift or the next day. The project team's experience with other municipal law enforcement agencies has found that some type of report is written to document the incident on approximately one-third of the community generated calls for service. For this project, the actual number of reports written by officers will be used.
Time to Complete a Report	An average of 45 minutes is used to determine the time required for completing incident reports resulting from a call for service or self-initiated activity; this time is included as part of reactive workload time. The actual report writing time is not captured by the CAD system.
Number of Arrests	The actual number of arrests for 2013 was used.
Time to Complete an Arrest	An average of the actual time it takes for an officer to book an arrestee at the PD or a nearby jail facility. In Portland, this time is included as part of the officer's "on scene" time documented in the CAD system. The project team used an additional 30 minutes per arrest to account for any undocumented time handling prisoners.
Available Time of Officers/Officers on Duty	This number used in the calculations is the average number of all leave hours (e.g., vacation, sick, long-term disability, military) used by patrol officers deducted from the total paid hours in a year to obtain the actual hours that an officer is working.
Availability of Supervisors to Handle Field Workloads	The staffing needs analysis determines the appropriate number of officers needed to handle the community-generated calls for service. Sergeants are not included as primary responders to calls for service. This is appropriate, as sergeants should primarily be responsible for supervision, oversight, and other tasks, and not primarily used for response to calls for service.

Using this data and targets, the project team calculated the current proactive time for the Bureau. This information provides managers and policymakers with an easily understood measure of the capability of the patrol workforce to provide proactive law enforcement (the time left over once calls for service and related workload, and administrative tasks have been handled). The detailed calculations of overall Patrol Officer committed time for various hours of the day are provided later in this report.

The use of this method avoids the problems in other comparative staffing models (e.g., "officers per thousand" ratio mentioned above) that do not take into consideration

the workload for Patrol Officers that is generated by a community being served by the law enforcement agency. This approach also provides a methodology that can easily keep pace with future growth that takes place in the city (by factoring in a percentage growth in call for service demand). Finally, this approach allows managers and policymakers to select a “proactive time” target that is desired (e.g., 40%, 45% or 50% proactive time level), and then basing total patrol staffing on a combination of the work that *must* be done (i.e., community generated calls for service) with the proactive time level that is desired. The model’s use and key analytical points are summarized below:

- The model makes specific provision for proactive time targets.
- The model can be used at any level of detail, (i.e., staffing levels can be calculated for specific times of day or for specific geographical areas).
- The model uses commonly available data:
 - Gross and net officer availability hours (“proactive time”).
 - Calls for service counts and the time committed to these calls.
 - Related additional workload, including report writing and time spent booking arrestees.
 - “Administrative” tasks, such as time spent in “briefing” at the beginning of a shift, breaks, vehicle maintenance, and other tasks during a shift.

The project team used this approach in conducting the staffing calculations from the call for service data.

(2) The CAD System Does Not Capture All Work Tasks Performed by Patrol Officers.

The use of CAD data is the most comprehensive method to calculate Patrol Officers’ work tasks, but the CAD record does not capture all of the duties and tasks performed by Officers during their shifts. The reasons for this include: 1) the fact that

sometimes Officers do not report a task they are doing to Communications so it will not be documented as a CAD incident, 2) human error (by Dispatchers and Officers) and 3) incomplete data in the CAD call for service records (e.g., missing time stamps and sometimes Dispatchers are not able to track all patrol tasks for all Officers). This is especially true in the first year of thoroughly reviewing the CAD call for service data and will be true for subsequent years unless the agency makes concerted and consistent efforts to correct mistakes and improve accuracy. This is not unique to Portland; the project team has found that this is very common in other law enforcement agencies' data. To account for work not captured by CAD the project team estimates an additional 10% should be added to the "committed time" percent. This additional percentage should be considered when determining the actual "committed time" level to obtain a more accurate percentage of Officers' overall workload.¹⁴

5. PATROL OPERATIONS COMMITTED AND PROACTIVE TIME IN 2013.

The workload required during various hours of the day (committed time) and the resulting proactive time level of a patrol staff is the most significant factor in determining the staffing needed to achieve the level of service desired by a City. However, fielding a minimum number of Officers to provide for basic safety of Officers while on patrol, and the ability of the Bureau to handle several critical incidents simultaneously are also significant factors to consider in the staffing and deployment of police resources.

It is important to have a clear understanding of what is included in the proactive time calculations. Proactive time is the amount of an Officer's work hours remaining

¹⁴ The 10% figure is applicable to Portland, but was not specifically derived from the Portland CAD data; it is a general number applicable to all police departments.

(expressed as a percentage of work hours) after handling the community generated workload demand – the time required to respond to and handle calls for service, make arrests, book arrestees and write reports.

(1) Assumptions Utilized in Calculating “Proactive Time”.

In the calculation and analysis of “proactive time” there were several analytical assumptions used:

- Actual community generated calls for service obtained from CAD data totaled 199,953. This number excludes all Officer initiated activities (such as traffic stops); multiple unit entries, administrative activities and calls cancelled prior to an Officer being dispatched.
- Meals and other breaks are taken evenly across all hours of a shift.
- The volume of calls for service throughout the day (expressed as a percentage for each four hour time period) was used to allocate the number of reports written.
- Personnel are available on an average hourly basis (i.e., in the model there are no heavy or light shift days).
- Officers are available for an average of 1,715 shift hours per year to provide all field services. This takes into account the average usage of leaves (e.g., vacation, sick) and training hours.

The resulting calculation shows the average level of an Officer’s “proactive”, or discretionary, time during a shift, when they are available to handle general proactive policing efforts in the field, targeted patrol to address a specific problem, traffic enforcement, walking patrol, and other tasks initiated by the Officer or directed by the Officer’s supervisor. Administrative tasks such as attending roll call, meal breaks, servicing the vehicle, or meeting with one’s supervisor are tasks that also must be done during these hours (estimated at 90 minutes per shift).

(2) The Percentage of Proactive Time Varies Throughout the Day.

This section shows the process used by the project team to determine the overall percentage for committed and proactive time in 2013; because the percentages vary significantly throughout the day, calculations are also shown in 4-hour time blocks. This clearly illustrates the availability or unavailability of patrol staff during various times of the day.

The average number of Patrol Officers actually on duty during a 24 hour period was taken from the “Actual Patrol Staffing” table presented earlier in this report. Administrative time is estimated at 90 minutes per shift. The table shows the estimated available staff time for Patrol Staff in 2013.

Committed and Proactive Time – Patrol Officers

Patrol Task	0000 - 0400	0400 - 0800	0800 - 1200	1200 - 1600	1600 - 2000	2000 – 2400	Total
Patrol Staff Allocation	19.3%	15.9%	13.1%	13.5%	17.6%	20.6%	100.0%
Hours Staffed (ST + OT)	126,908	104,246	86,182	88,940	115,281	135,119	656,872
Administrative Time	19,036	15,637	12,927	13,341	17,292	20,268	98,531
Available Work Hours	107,871	88,609	73,254	75,599	97,989	114,851	558,341
Calls for Service (CFS)	26,767	14,596	30,949	40,079	46,697	40,865	199,953
% of Total CFS	13.4%	7.3%	15.5%	20.0%	23.4%	20.4%	100%
1st Officer Minutes/CFS	34.9	34.9	34.9	34.9	34.9	34.9	34.9
1st Unit Hours	15,575	8,493	18,009	23,321	27,172	23,779	116,349
Back-Up Unit Responses	29,010	15,819	33,543	43,438	50,610	44,290	216,710
Back Up Minutes/CFS	19.8	19.8	19.8	19.8	19.8	19.8	19.8
Back Up Officer(s) Hours	9,573	5,220	11,069	14,334	16,701	14,616	71,514
Reports Written	12,426	6,776	14,367	18,606	21,678	18,971	92,824
Report Writing Time	7,911	4,314	9,147	11,846	13,802	12,078	59,098
Arrests	2,933	1,600	3,392	4,392	5,118	4,478	21,913
Prisoner Handling Time	1,467	800	1,696	2,196	2,559	2,239	10,957
Total Committed Hours	34,527	18,827	39,921	51,698	60,234	52,711	257,918
Total “Proactive” Hours	73,345	69,781	33,333	23,902	37,755	62,139	300,423
Committed Time Percent	32.0%	21.2%	54.5%	68.4%	61.5%	45.9%	46.2%
“Proactive Time” Percent	68.0%	78.8%	45.5%	31.6%	38.5%	54.1%	53.8%

These calculations show that In 2013 Patrol staff spent approximately 46% of their on duty hours handling community generated calls for service and the related workload; leaving an overall average of 54% of “proactive time”. As explained in the previous section, it is important to add an additional 10% to the committed time percentage for work not captured by CAD to these totals. This results in an overall daily average of approximately 56% committed time and 44% proactive time. This is a higher level of proactive time than normally seen in other law enforcement studies conducted by the project team.

(3) Proactive Time Must be Managed by Supervisors.

In most police agencies, the busiest hours of the day are from 8:00 a.m. and 8:00 p.m. This is true in Portland where 60.7% of the calls occur during these hours resulting in a higher committed time of 60.6% during this 12 hour period. The higher levels of “proactive time” from midnight to 8:00 a.m. is common in police agencies – a higher volume of daytime calls results in a higher level of committed time during the day. Correspondingly, a lower volume of nighttime calls results in a lower level of committed time and a higher level of proactive time.

Officer’s available time during the shift should be managed, especially during the highest proactive time levels between midnight and 8:00 a.m., so that Officers’ proactive time is used to conduct prescribed, productive tasks (as opposed to taking on random tasks without a plan or anticipated results). These planned activities should not be exclusively enforcement activities, but also qualitative tasks, such as visiting businesses, patrolling on foot, addressing specific beat problems/issues, and other

activities where Officers may reach out to and meet members of the community. Obviously, some of these proactive activities are limited by the hour of the day.

One recent tool employed by PPB is the initiation of a new program to reduce crime called NILoc (Neighborhood Involvement Locations). This is a computer based program that automatically dispatches Officers to “hot spot” areas that have been identified as areas of high incidents of crime, where crime is trending higher and where there are a high number of incidents reported to PPB and requiring police response (it is further explained in detail later in this report). This type of a program improves the use of Patrol Officers available time – focusing efforts to reduce crime by providing a police presence in identified areas of the City. NILoc is a new program, and will be revised to improve its effectiveness and integration with Precinct field supervisors by providing comprehensive and up to date data to Patrol Officers about crime related activity in their patrol Districts.

All Officers can benefit from this additional data and information but Patrol Officers working the busiest hours of the day will have significantly less time to respond to perform preventive patrol and other community policing activities. These tasks will only regularly be accomplished by specialty units that are on duty during these hours.

(4) Police Managers Have Limited Ability to Adjust Work Schedules to Balance Officer’s Proactive Time.

Ideally, police managers would deploy staff to provide an even balance between committed and proactive time for all hours of the day. However, Officers work a fixed ten hour shift with regularly scheduled days off. Frequently, it is not possible to match the staffing level to the workload, as workload can vary significantly throughout the day and by day of week. The fixed schedules used by all police departments do not allow a

police manager the ability to reduce the staffing level during a “slow” night or to routinely call in additional Officers to work if a shift becomes busy.

One of the reasons for high proactive time levels during the nighttime hours is the need for a minimum staffing level that reasonably meets officer safety requirements and is adhered to notwithstanding the workload demands of calls for service. An example is the establishment of a minimum staffing level for nighttime hours. Although the workload level is generally low and the proactive time level is very high (68-79% from midnight to 8:00 a.m.) a minimum number of Patrol Officers are required to be assigned to the night shift to provide adequate coverage for the city, meet officer safety needs, handle the average call workload, and have the ability to handle several critical incidents in the Precinct, each incident typically requiring four to six officers and a sergeant. Patrol must maintain the ability to handle several critical incidents with on duty staff as during the early morning hours no other police resources such as the Neighborhood Response Team, Traffic Units or Detectives are on duty to provide additional assistance quickly. If additional Officers are allocated to Patrol in the future they should primarily be deployed between noon and 8:00 p.m., as these are the hours of the day when the percentage of Officer proactive time is the lowest.

These workload calculations provide managers with very important information that is valuable when making staffing and deployment decisions. It is important to note that this is the first evaluation of Patrol workload and the project team recommends a second evaluation be conducted in 2015 which will establish a clear trend of the amount of committed and proactive time. As PPB employees become aware that the CAD data is being used to evaluate their workload it is likely that both Officers and Dispatchers will

improve the tracking of Officers' time in CAD. This will increase the accuracy of the data used to calculate field Officers workload calculations closely reflect the actual patrol workload time commitment.

Recommendations:

Review the CAD workload data for a second year to determine the level of Patrol Officer committed time and proactive time; continue annual reviews of Patrol workload.

Annually review patrol staff workload for each four hour time block to ensure that a reasonable number of proactive hours are available throughout the day.

Adopt a process to enhance delivery of patrol services during the periods when proactive time is available. The Patrol Lieutenants and Sergeants should coordinate the development of plans that identify specific tasks/projects that can be worked on or accomplished when proactive time is available during a shift.

6. DETERMINING PERSONNEL STAFFING REQUIREMENTS FOR PATROL.

The tables in the previous section described the current patrol staffing level and the number of hours required to handle the community-generated work (calls for service, reports, and bookings) in Portland, and the current level of proactive time overall and at various hours of the day.

This analysis in this section used the workload data to calculate the minimum number of Patrol Officers required at three different targeted proactive time levels – 50%, 45% and 40%. The results are shown on the following page:

1. Community Generated Workload	
Calls for Service (One Year)	199,953
Handling Time – First Unit from Dispatch until Clear	116,349
Handling Time – Backup Officer(s)	71,514
Number of Reports Written	92,824
Total Time for Report Writing	59,098
Number of Bookings	21,913
Time to Process Bookings	10,957
Total Hours	257,917
2. Additional Hours for Preventive Patrol & Officer Initiated Activity	
Proactive Time Target of 50%	257,917
Proactive Time Target of 45%	211,023
Proactive Time Target of 40%	171,945
3. Total Hours Required for Reactive & Proactive Work	
Proactive Time Target of 50%	515,835
Proactive Time Target of 45%	468,941
Proactive Time Target of 40%	429,862
4. Availability of Staff	
Annual Paid Work Hours	2,080
Leave Hours and On-Duty Training	(365)
Administrative Time (90 minutes per shift)	(262)
Net Available Hours	1,453
5. Officers Required to Handle Workload (10 Hour Shifts)	
Proactive Time Target of 50%	419
Proactive Time Target of 45%	381
Proactive Time Target of 40%	349
6. Officers Required to Handle Workload (7% Attrition Factor)	
Proactive Time Target of 50%	447
Proactive Time Target of 45%	407
Proactive Time Target of 40%	373

This table shows the minimum number of Officers required to handle the call for service workload and administrative tasks at three “proactive time” levels. A targeted overall average 40% “proactive time” will require a minimum of 373 Officers assigned to Patrol duties, a 45% “proactive time” target requires a minimum of 407 Patrol Officers and a targeted 50% goal will require 447 Patrol Officers. This is the minimum number of

authorized/funded positions needed to meet these proactive time goals. The higher proactive time targets will provide more time for Officers to conduct proactive patrol, address community identified issues on their beat, initiate contacts and enforcement stops and perform other assigned tasks (e.g., NILoc calls).

The project team believes that a targeted 45% proactive time level for street Patrol Officers is appropriate for the City of Portland and the Police Bureau. This will provide a good amount of available time for Officers to address needs in their assigned district and community needs. Additionally, in each precinct, several specialty units (such as the Neighborhood Enforcement Team) are tasked to reduce crime and address high call for service locations/problems in the Precinct.

Currently there are 408 Officer positions that are assigned to street patrol duties (not including Officers assigned to specialty units in the Precinct) and in 2013 this staffing level resulted in a proactive time level of approximately 54% (or 44% when deducting the estimated 10% of workload not captured by CAD). The current staffing level is appropriate to meet the current workload requirements and generally provide sufficient proactive time. However, as mentioned earlier in this report it is important to analyze a second year of workload data to determine if patrol workload is trending up or down or remaining about the same.

Additionally, this number is sufficient when the sworn separations are approximately 7%, or 37 separations annually¹⁵. When the attrition rate is higher than 7% the number of authorized Officer positions must increase to be able to field a workforce without the use of significant overtime. This is the current situation anticipated

¹⁵ Based on 529 total sworn personnel as of August 31, 2014

by PPB managers as the number of employees eligible and likely to retire between 2015 and 2019 may average 45 people annually. Organizational planning to forecast the number of likely separations should be regularly done and the staffing level appropriately adjusted to account for the increasing or decreasing number of separations.

This Patrol workload analysis from the CAD data provides police managers with valuable information regarding workload demand when making staffing and deployment decisions (as mentioned earlier a second and third year of CAD data analysis will provide valuable information and begin to reveal a historical trend and more reliable analytical workload data results).

In addition to this workload analysis, other factors also need to be evaluated when determining an appropriate staffing level – these factors include the desired and planned proactive tasks to be accomplished by Officers when on duty (e.g., traffic safety enforcement, security checks, foot patrol, addressing issues in their district, etc.), their involvement in community policing efforts, the size and geography of patrol areas (districts), the frequency of emergency calls of a serious nature, the number of critical incidents, the level of criminal activity, the number of new Officers in the field training program, general community safety perceptions/concerns, recommendations from staff based on their experience and prudent risk management, additional tasks that may be required of Patrol in the near future, and a staffing level throughout the day that reasonably meets officer safety requirements.

Patrol supervisors and managers should take steps to ensure that current Patrol staff is used effectively to handle the call for service workload and that proactive time is planned and managed to address identified needs in the community.

Recommendations:

Adopt a 45% average proactive time level goal for patrol operations. A workload analysis should be conducted annually to determine the actual level of proactive time in each Precinct.

Maintain the current level of Patrol Officer staffing in the Precincts.

Develop and regularly update organizational forecasting that includes the number of people eligible and likely to retire; correspondingly adjust the authorized staffing level.

7. EVALUATION OF THE PRECINCT SPECIALTY UNITS.

Each precinct is staffed with one or more specialty units that provide that provides a variety of traditional, and some non-traditional, police services in support of the precinct's operations.

Except for a few staff, all of the precinct specialty units are assigned to address problems and issues in the Precinct. East Precinct has two Officers (the VIN Inspector and an Officer who conducts computer forensics investigations) who have their offices at the East Precinct but who handle cases from throughout the City and support the entire Police Bureau. The Behavioral Health Unit, located in the Central Precinct, also handles cases related to persons with mental health problems throughout the city.

With these few exceptions, all specialty units are assigned at the discretion of the Precinct Commander. Some of these units have existed for years, and some are relatively new units created to address a specific problem in the precinct. For example, in the last few years, Patrol Officers in Central Precinct were spending an increasing

amount of time dealing with disturbances and fights related to a transient population who came to Portland for several weeks or longer during the warm weather months. Precinct managers decided to create the Summer Initiative Unit, staffed with a Sergeant and Officers from Central Precinct Patrol, to develop a strategy to mitigate this problem and reduce the amount of time that Patrol Officers were spending dealing with this group and handling the related calls for service. This unit assumed its duties in 2013 and operated again in 2014 as an experiment to evaluate the effectiveness of this specialty unit in dealing with this issue compared to these issues and calls for service being handled by Patrol Officers.

The task of Precinct Commanders in Portland is to determine an appropriate balance between the number of regular district Patrol Officers and the number of staff assigned to specialty units. There must be a sufficient number of Patrol Officers on duty each shift to handle the routine calls for service and also an appropriate number of Officers assigned to specialty units to effectively address longer term problems/issues that Patrol Officers are not equipped to handle or do not have the time during their shift. The current staffing and responsibilities of the specialty units vary among the Precincts and are explained in the following sections.

(1) Central Precinct Specialty Units.

Central Precinct has a total of seven (7) Sergeants and 37 Officers that are assigned to specialty units within the Precinct. This does not include the Behavioral Health Unit which will be discussed in the next section.

(1.1) Neighborhood Response Team (NRT) – One (1) Sergeant, Eight (8) Officers.

This unit is tasked with handling the incidents, crime problems and community problems that require a longer time than Patrol Officers have to handle and resolve. Patrol Officers often refer persons, locations and problems to NRT for follow up and resolution. The overall mission of this unit is to improve “neighborhood livability”.

Routine NRT tasks include:

- Prioritizing the locations and crime suspects in their Precinct, coordinate with Patrol on problem locations/areas.
- Review the locations receiving multiple calls for service responses by Patrol and determine strategies to address the problem/issue and reduce the number of calls.
- Handling neighborhood issues and problems such as neighbor conflicts and disputes, traffic complaints and issues, graffiti tagging and panhandlers harassing people.
- Conducting proactive targeted enforcement at the locations and looking for wanted suspects.
- Coordinate with Patrol on problem locations/areas.

One of the tasks of the NRT is to research and evaluate new problems and issues of any nature. The Neighborhood Response Team is a valuable resource for PPB in addressing core issues in Portland that can drain Patrol resources. The NRT is also intended to impact other crime related and quality of life issues in Portland. At the heart of these efforts is the goal of prevention and reduction of crime.

The project team believes the Neighborhood Response Team is a key work group that can provide the link between crime analysis / planning to implementation and success of crime prevention efforts. The Neighborhood Response Team mission and tasks should be clearly identified to coordinate these efforts and performance should be

measured to determine the success of the efforts and modified as necessary to adapt to changing circumstances.

(1.2) Street Crimes Unit (SCU) – One (1) Sergeant, Five (5) Officers.

This unit is assigned to address and mitigate significant crimes and crime trends that occur in the Precinct and also address longer term and persistent crime problems and community issues (e.g., safety in parks). Their tasks include being available to assist Patrol Officers as needed during the shift, providing proactive patrol of identified hot spot areas, enforcement of drug crimes, gang activity and other criminal activity in the precinct – this unit is enforcement oriented. They also provided assistance to the NRT in their precinct when requested. SCU personnel may also work special events in their precinct or other precincts and may also work with other SCUs when additional personnel are needed for an operation.

SCU personnel also receive requests from Detectives to conduct surveillance to develop information on a suspect in one of their cases and also sometimes to locate and arrest a suspect. They will also provide assistance to Detectives when they are conducting operations in the field.

(1.3) Mounted Unit – One (1) Sergeant, Four (4) Officers, Two (2) Civilian Stable Attendants.

The major tasks of this unit are to provide regular patrol, be ambassadors to the public and assist in crowd control duties as needed for parades and protests. They provide regular patrol on horseback during the daytime hours in support of patrol operations – approximately 5.5 hours each workday. Most of the daily patrol efforts have concentrated on chronic livability issues and nuisance street crimes in the Downtown Pedestrian Zone which encompasses the Old Town and downtown core

areas. From June 2013-June 2014 they made over 15,000 contacts, 248 arrests and additional sidewalk ordinance and trespass warnings/citations.

They are also goodwill ambassadors for the Bureau, and gave 48 tours of the horse barn last year to school groups, community service organizations, and retirement centers. They attended approximately 30 parades, festivals, walks/runs and other public events – including the Roses Parade, Veteran’s Day parade, National Night Out, Trailblazer fan fest, downtown entertainment district weekend events, Jamison Square Christmas tree lighting, PAL camp, and St. Patrick’s Day downtown. The crowd control events included training with PPB’s Rapid Response Team (RRT) and other agencies crowd control units, deployment at the N5 protest, million masked march, and May Day marches/rallies.

(1.4) Downtown Bicycle Security (PPI) – One (1) Sergeant, Six (6) Officers.

This unit is called the Portland Patrol Inc. or downtown bicycle unit. They provide a visible presence and security in the downtown business district and enforcement functions. Four of the Officers’ salaries are paid by contract with the downtown association.

(1.5) Special Events – One (1) Sergeant.

This Sergeant is responsible for all of the “static” special events, festivals, and protests in the City. This includes coordination with the event sponsor, planning, meetings, determining the necessary response by PPB, scheduling necessary personnel, paperwork processing and supervision at the event. The Sergeant closely coordinates with the Traffic Division as they have responsibility for the “moving” events in the City.

(1.6) Entertainment Detail – One (1) Sergeant, (4) Officers.

This unit was created in response to an increase in fights, disturbances and crime in the downtown area where there is a concentration of bars and nightclubs. The PPB worked with City officials to pass an ordinance that created a designated area to close streets to vehicle traffic and provide for special enforcement. This area is bounded by second St, Burnside Ave, 4th St and Everett St. and is the primary focus area for the Entertainment Detail. This unit works daytime hours on Wednesdays and Thursdays and visits businesses to ensure compliance with liquor laws and the requirements of their liquor license. On Friday and Saturday nights, they work 8:00 p.m. to 4:00 a.m. to provide a police presence in the area to maintain order and reduce the number of conflicts and fights.

To evaluate the effectiveness of this unit, a comparison between 2012 and 2013 was completed to show the difference in the number of dispatched calls for service, Officer initiated activity and crimes in the area. The number of dispatched calls dropped 30% (from 155 to 110) and the number of Officer Initiated incidents increased 50% (from 902 to 1,154). The number of crimes reported decreased 30% (from 276 to 194). This unit has clearly had an impact in reducing crime and improving the safety of persons coming to this area.

(1.7) Summer Initiative (Detail 9) – One (1) Sergeant, Ten (10) Officers

This unit was created to address a new problem noticed by PPB over the last several years of an increase in the number of fights, violence, homeless camps and graffiti in the downtown area and along the waterfront. This was occurring during the warm weather months and Officers discovered many of the people involved in the

violence were people from outside the area come to Portland and stay for a week or for several months. In response to this issue precinct managers surveyed over 400 businesses in the downtown area and over 200 businesses on the east side of the river to determine what they wanted from the PPB. Their requests included a reduction in the number of homeless camps (and the related problems), graffiti, and disturbances.

The Summer Initiative (also referred to as Detail 9) typically works from 2:00 p.m. to midnight from May through October (in the fall of 2014, it was determined to keep this unit deployed all year). The focus of this unit is not on citations and arrests but rather on contact with people, reduction in conflicts and resolution of the identified problems. Between March and July 2014 this unit has made contact with 1,063 people, 630 businesses and has (only) made 138 arrests. They have reduced the number of homeless camps on the east side of the river, which has been appreciated by the business owners.

(2) Behavioral Health Unit (BHU) – One (1) Lt., One (1) Sergeant, Five (5) Officers, Five (5) Civilians.

This unit was started in November 2012 to help PPB and the City improve the assistance provided to persons with mental health problems and drug addiction problems that have come to the attention of the police. It includes a Service Coordination Team (in existence since 2007) that focuses on people with drug addiction problems. The three new Mobile Crisis Units are two person teams (a trained police officer and civilian professional) that are teamed to respond to crisis situations, follow-up on referrals from Officers and also identify persons who are responsible for multiple calls for service. This is still a relatively new unit and function in the Bureau so the role and tasks are still evolving and changing. The goals of both work groups are to provide

needed assistance in obtaining treatment and housing and reduce the number of calls for service and time spent by PPB in these situations. From September to December 2013 the BHU handled 542 referrals and through July of 2014 has handled 418 referrals.

The BHU is also involved in providing basic and advance training to PPB personnel on handling contacts with persons with mental health problems. All Officers receive 40 hours of basic training and approximately 105 personnel have received an additional 40 hours of Enhanced Crisis Intervention Training (ECIT). The goal is to train 20-25% of the Bureau in ECIT.

The BHU has developed a multi-disciplinary working group to address a clear need in the Portland community and is a necessary component of policing in Portland. This unit is a work in progress, and is filling a gap in coordinating social services for the mentally ill that police organizations have not been tasked to do as a routine function. It is also providing a significant resource for line police personnel who in the past have not only been the first responders to incidents involving mentally ill persons, but also tasked with “solving the problem” to very difficult and long term situations. The BHU has broken new ground with these efforts and will be able to refine and improve their practices as they gain more experience in providing these non-traditional police services.

(3) North Precinct Specialty Units.

North Precinct has a total of three (3) Sergeants and 14 Officers that are assigned to specialty units within the precinct.

(3.1) Neighborhood Response Team (NRT) – One (1) Sergeant, Six (1) Officers.

This unit provides the same services as listed in the NRT section above.

(3.2) Street Crimes Unit (SCU) – 1 Sergeant, 5 Officers.

This unit provides the same services as listed in the SCU section above.

(3.3) New Columbia (Housing Project): 4 Officers.

This unit provides patrol and security for this large residential single family housing project in the northwestern area of this precinct. The salary for two (2) of the Officers is paid by contract with the housing authority. These Officers are supervised by the on-duty Patrol Sergeant that is assigned to this area of the North Precinct.

(4) East Precinct Specialty Units.

East Precinct has a total of two (2) Sergeants and 14 Officers that are assigned to specialty units within the precinct. This does not include the VIN Inspector and Computer Forensics Officer.

(4.1) Neighborhood Response Team (NRT) – One (1) Sergeant, Six (6) Officers.

This unit provides the same services as listed in the NRT section above. One additional significant issue in this precinct is the number of trespassers/squatters living in vacant and abandoned houses in the precinct.

(4.2) Street Crimes Unit (SCU) and Prostitution Coordination Team (PCT) – One (1) Sergeant, Eight (8) Officers.

The SCU in East Precinct performs the same tasks as the other Street Crimes Units but has the additional responsibility to address prostitution crimes. Although the units are separately identified there is one Sergeant that supervises both enforcement efforts. Most of the effort of this SCU is directed toward crime related gang activity. This includes surveillance, contact with gang members who are on parole or probation and looking for suspects in active current crime investigations. They work closely with

County Probation Officers. All of their work is proactive as they are not assigned follow-up investigations.

The PCT conducts undercover street prostitution sting operations, a problem that is primarily in the East Precinct. It includes enforcement action targeted against the prostituted person's "pimp" and also the person soliciting the prostituted person's services. A District Attorney is assigned to work with the PCT on these efforts, and has an office at the East Precinct. Additionally, the PCT attempts to help the prostituted person remove his or herself from the prostitution business, but may also take enforcement action as necessary. The PCT's primary mission is to address the problem of human sex trafficking. The PCT is the recipient of a federal grant of approximately \$110,000 that partially funds PPB's effort to identify and remove the victims from the sex trafficking business and into transitional housing, rehabilitation and job search assistance. The PCT works with a social service agency that provides this assistance.

The SCU and PCT are essentially two separate units with missions that are related to street crimes but for the Prostitution Coordination Team has a clear emphasis both on street prostitution and also on criminal suspects involved in sex crimes trafficking. It is reasonable to have one supervisor and one work unit to focus on street crimes, including prostitution, in the Precinct. However the additional focus on human sex crimes trafficking frequently involves state, national and international crime organizations. The identification and apprehension of these criminals, as well as rehabilitating the victims of these crimes, is a clear national law enforcement priority as evidenced by the grant funding provided to PPB. The project team supports a specific human sex crimes trafficking unit that is separate from, but works with the East Precinct

SCU. The new unit reasonably requires one Sergeant and four Officers, in addition to the prosecutor attached to the unit. Three of the four Officers could come from the PCT which would require one (1) new Sergeant position and one (1) new Officer position (this topic is also discussed in the Investigations section later in this report). The East Precinct SCU would still be staffed with one (1) Sergeant and five (5) Officers.

(4) Precinct Specialty Unit Provide Valuable Support to Precinct Operations.

The above sections summarize the current efforts of precinct Commanders to address the variety of crime problems and community problems in their precincts. All of the specialty units were created to address a specific problem or problems that district Patrol Officers were not able to effectively handle during the course of their work shift. A specialty unit tasked to deal with specific problem is able to develop a strategy to deal with the problem and also reduce the number of community generated calls for service that are responded to district Patrol Officers. These efforts are well intentioned, and have produced results that have addressed and resolved crime and community problems. The ability of the PPB to have work units that can plan the time to respond to identified community concerns and crime problems directly benefits the community. However, it is important to ensure that the focus of the unit is clearly identified, and in response to a problem identified internally by the PPB or through an identified community concern (e.g., trespassers living in vacant homes in the East Precinct). A clear mission, guidelines, operations plan and reporting of results must be components of the management and supervision for all specialty units. The mission and focus of these units should be analyzed and reviewed annually to determine if the mission is still

in keeping with the needs in the precinct^[3], or if the unit should be disbanded or reformed to address a new need that has been clearly identified.

Recommendation: Create a new human sex crimes trafficking unit of one (1) Sergeant and four (4) Officers (adding one (1) new Sergeant and one (1) new Officer and reassigning three (3) Officers from the Prostitution Coordination Team). This is dealt with again in the analysis of the Investigations Branch.

8. TRAFFIC DIVISION.

The Traffic Division is housed in North Portland at the old Precinct on N. Philadelphia Avenue. The Division is led by a Captain and a Lieutenant who provide overall management of the Division. Seven (7) Sergeants are also assigned to the Division to handle the day-to-day operations of the units, operate in the field, coordinate special events, coordinate the red light camera program, handle personnel issues, and conduct performance reviews.

The full-time units include the following six Details:

- Detail 1 – 1 Sergeant, 6 Officers; traffic safety and enforcement, special events; work Monday – Thursday 0700-1700 hours.
- Detail 2 – 1 Sergeant, 6 Officers; traffic safety and enforcement; work Tuesday – Friday 0700-1700 hours
- Detail 3 – 1 Sergeant, 8 Officers; traffic safety and enforcement; work Sunday – Wednesday 1700-0300 hours.
- Detail 4 – 1 Sergeant, 10 Officers; traffic safety and enforcement; work Wednesday – Saturday 1700-0300 hours.
- Detail 6 – 1 Sergeant, 5 Officers; traffic accident investigation of fatal/major injury accidents, follow-up on hit and run accidents; coordination of photo radar red light project; work Monday – Thursday or Tuesday – Friday 0700-1700 hours.
- Canine Unit – 2 Sergeants, 8 Officers; this unit primarily supports Patrol field units; work Sunday – Wednesday 1900-0500 hours or Tuesday – Friday 1600 – 0200 hours.

A total of 30 Officers (23 on motorcycles and seven (7) in cars) have the primary duty to provide traffic safety and enforcement services throughout the City and respond to traffic complaints made by members of the public. This includes public events such as parades, races, bike rodeos, safety fairs, and National Night Out. The current schedule provides coverage all hours of the week except from 3:00 a.m. to 7:00 a.m. on Saturday and Sunday.

There are five (5) Officers in the traffic accident investigation unit (Detail 6) and all of them have advanced accident investigation training and responded to fatal and major injury accidents or “trauma crashes” as part of the Major Crash Team (MCT). Three of the Officers have the primary responsibility of following up on hit and run accidents.

(1) The Traffic Unit and Canine Unit Workday Schedule Should be Evaluated.

PPB should review the workdays for the evening Traffic Detail 3 and the Canine Unit to determine if adjusting work days and hours of personnel would provide a better match of resources to service demand. PPB should evaluate if the Sunday evening workload is sufficient to deploy traffic units or if it would be a more effective use of resources to eliminate Sunday evening coverage and adjust the work days for Detail 3 from Sunday-Wednesday to Monday-Thursday. This would also result in two overlap days with Detail 3 (Tuesday and Wednesday) where the workload may be greater than Sunday evening. The project team believes that the current staffing level for the Accident Investigation Unit and Motor Unit is reasonable for a city the size of Portland.

The same evaluation should be completed for the Canine Unit to determine if there is a need for these services on Saturday nights (all units are off between 8:00 a.m.

Saturday until 7:00 a.m. Sunday) and if so, make an appropriate schedule adjustment. The project team suggests evaluation of workload to determine if changing the work week schedule for one Canine Detail to Monday-Thursday (from Sunday-Wednesday) and for the other Canine Detail to Wednesday-Saturday (from Tuesday-Friday) would be more effective than the current schedule in meeting the needs of Patrol. This adjusted schedule would provide Saturday night coverage, and change the two overlap days for the Canine Units from Tuesday and Wednesday to Wednesday and Thursday.

(2) Traffic Division Statistics – Citations Written and Traffic Accidents.

The Traffic Division provided the following statistics of the number of citations and warnings written as well as the number of accidents occurring in Portland:

Enforcement Activities – all PPB

Action Taken	2011	2012	2013
Warning ¹⁶	3,373	4,051	5,441
Moving Violation	34,723	26,786	27,510
All Other Violations	59,829	50,445	47,541
DUI Arrest	1,273	1,429	611

The Traffic Division wrote a significant portion of the warnings and citations, but specific statistics just for Traffic Officers are not tracked.

The number of traffic accidents reported in Portland over the last three years is shown in the following table:

¹⁶ To calculate the Traffic Enforcement Index the project team estimated that 50% of the warnings were issued for hazardous/moving violations.

Traffic Accidents

Action Taken	2011	2012	2013
Fatal	35	31	35
Injury	823	1,032	907
Property Damage Only	1,181	1,062	1,034
Total	2,039	2,125	1,976

One of the main goals of a traffic safety unit is to try and reduce the number of collisions and related injuries that occur. One measure used to evaluate traffic safety in a City is the Northwestern traffic enforcement index which can be used as a measure of the effectiveness of a law enforcement agencies' traffic safety program. The index uses the combined total of citations for hazardous violations and DUI arrests which is then divided by the number of fatal and injury accidents in the City. An agency that has an enforcement index in the 1:25 to 1:35 range is an indicator that the agency has an effective traffic safety program which results in a reduction in the number of accidents. The table below shows the calculations for Portland using 2013 data.

2013 Traffic Enforcement Index

Targeted Ratio	Target # of Citations	Actual Cites + DUI Arrests	Variance
1 (accident): 25 (citations)	23,550	30,842	7,292
1 (accident): 35 (citations)	32,970	30,842	(2,129)

Portland's Traffic Enforcement Index is a very good 1.32^[4] for calendar year 2013 as shown above. To achieve a 1:35 ratio PPB would need to increase the number of citations by 2,129 (or reduce the number of traffic accidents).

(3) Canine Unit.

The Canine Unit is also assigned to the Traffic Division. This unit is housed in the old SE Precinct on Burnside Avenue. When on duty the Officers are in the field most of the time. Handlers are not assigned a fixed beat but are deployed is larger areas of the

City by the Sergeant and respond to incidents citywide. Their primary role is to support the efforts of the Patrol Officers. Canine units will assist when requested and also respond to calls and incidents where a dog may be useful. This includes tracking suspects that have fled a crime scene, location evidence that may have been discarded, tracking and locating missing persons (at risk). The K9 Sergeants also have an assigned dog and respond to calls for service as well as supervise other dog handlers. The Sergeant also prepares the schedule, coordinates training and reviews use of force reports.

Since the work of the Canine Units is closely tied to Patrol Operations it is a better organizational fit to locate the Canine Unit in the East Precinct chain of command. With this move the Canine Sergeant's supervisor would be the same building (the old SE Precinct) rather than at the Traffic Division facility approximately 12 miles away. One East Precinct Lieutenant already has responsibility for patrol units deploying out of the old SE Precinct, and would be a logical choice to have responsibility for the Canine Unit.

Additionally, the current staffing level of eight Canine Officers is not sufficient to consistently provide canine coverage throughout the day. It takes approximately five Officers to staff one 24/7 hourly position¹⁷ so adding an additional two Canine Officers will provide more regular coverage during all hours of the week.

Recommendations:

Evaluate the Traffic Division for Detail 3 to determine if there is a need for a Traffic Division Detail to work on Sundays or if it is a more effective use of resources to change their schedule from Sunday-Wednesday to Monday-Thursday.

¹⁷ It requires 8,760 hours to fill one 24/7 position; the average actual work hours for a PPB Officer is 1,715 annually which requires 5.1 Officers for each 24/7 position.

Increase the number of Canine Officers from eight (8) to ten (10) to provide more complete and consistent canine coverage and patrol support throughout the day.

(4) Air Operations and the Special Emergency Response Team (SERT) Should be Moved to the Uniform Branch.

Currently Air Operations and SERT are part of the Tactical Division in the Investigations Branch. The primary role of these units is to support Patrol operations and incidents, planned and unplanned, occurring in the field. A logical location in Uniform Branch where these units could be assigned is the Traffic Division which has responsibility for all special events, festivals, parades, protests and demonstrations occurring in the city. If this occurs the Traffic Division should be appropriately renamed.

9. TRANSIT DIVISION.

The Commander in this Division oversees a regional police force that provides policing services on the TriMet (Tri-County Metropolitan Transportation District) bus and light rail system that serves Portland and other cities in three counties. This division is a cooperative effort funded by the TriMet and has a total of 62 sworn staff and one (1) civilian – Portland Police Bureau provides 16 sworn staff (one Commander, one Lieutenant, three Sergeants and 16 Officers) and one civilian; 15 other police jurisdictions in the region provide the other 44 sworn personnel. Personnel are assigned to work Day Shift, Afternoon shift, the Explosives Disposal Canine Team (EDC), or the Transient Response Team (TRT), which is a plainclothes detail.

There is approximately 580 miles of light rail track and bus lines served by TriMet and this Division is responsible for proactive patrol, security and investigation of crimes that occur on the light rail cars and busses as well as the bus stops and light rail

platforms (over 1,500) throughout the TriMet system. Transit Division provides coverage for 18 hours of the day.

The regional approach to providing police services is appropriate for TriMet, is efficient, and also involves the police agencies from each jurisdiction served by TriMet to be involved in the operations of the transportation system in the community. TriMet reimburses 100% of the salary for the personnel assigned to TriMet to agencies. There are challenges to managing a Division that has Officers from 16 different police agencies – all have variations in policies, procedures, training requirements, and employee benefits. An agency's participation in TriMet is voluntary, so it is important to educate the local agency regarding the regional need, the local benefits and maintain a good working relationship with all of the police chiefs.

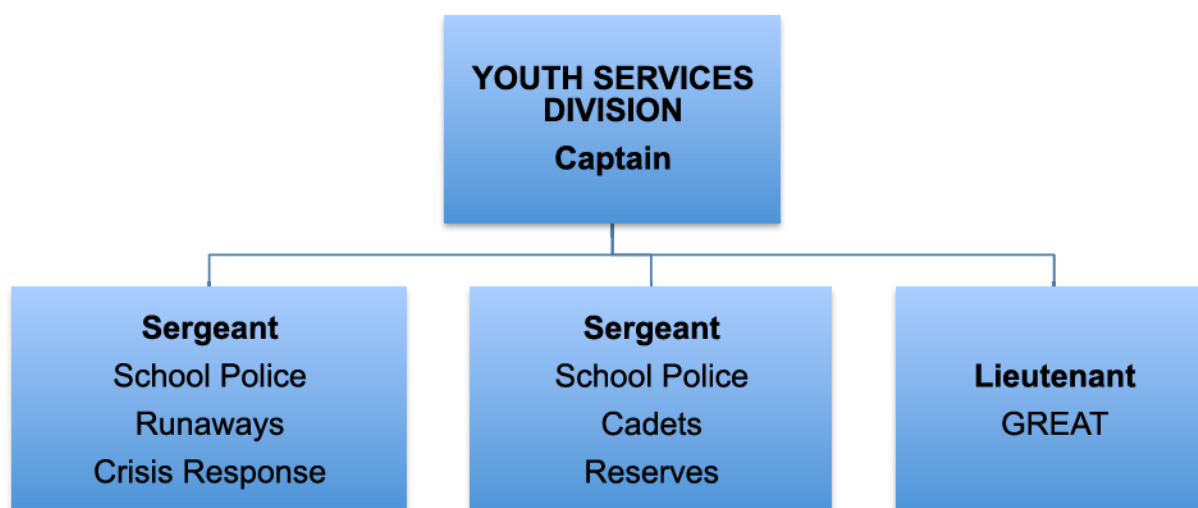
Officers spend approximately 70% of their time in the field or handling related field work such as writing reports, prisoner processing. Transit Officers made 3,452 arrests last year¹⁸ resulting from proactive contacts or calls for service. Officers also initiate contact with riders, explain proper behavior to young riders, assist persons in using the system, and take enforcement action for conduct violations.

The current staffing level provides a reasonable coverage for the transit system to meet current workloads (most of the Officer's work is self-initiated). However, when the new Orange line becomes operational, it will be reasonable to try and add additional Officers to provide coverage for this new transit line.

¹⁸ July 2013 – June 2014

10. YOUTH SERVICES DIVISION.

The Youth Services Division has two major regional functions – GREAT, Gang Resistance Education and Training, and School Police (School Resource Officers). There are also several minor functions in the Division – the Bureau Reserve and Cadet programs, runaway juvenile follow-up, and the youth oriented crisis response team. The chart below provides a general organization of these functions within the Youth Services Division:



The points below provide a general summary of these functions:

- **School Police**
 - Support 162 schools in Portland with two Sergeants and six (6) Police Officers each (12 total).
 - Work with school administrators, faculty, students, and parents.
 - Respond to a campus calls for service.
 - Also supports the school system with assistance on events, programs (e.g., sexting awareness) and student academies.
 - Recruit, train, supervise, support, and schedule school crossing guards.

- Develop school threat assessments and work with school staff to address.
- During summer months, officers will be assigned to cover vacation relief for other Bureau functions.

The school police were brought into the Bureau approximately ten (10) years ago when the City school district could not support it.

- **Gang Resistance Education and Training (GREAT)**

- A Lieutenant and an Officer teach curriculum associated with the GREAT program, a federally funded and supported school based, law enforcement officer instructed classroom curricula designed to delinquency, gang recruitment and personal support through resistance primarily at the Middle School level. There is extensive partnering with local organizations to achieve these goals.
- Currently, about 70% of funding comes from the federal government for this regional program (in the past it was 100%). The Lieutenant is a west region coordinator for GREAT.

The GREAT program is largely federally funded and regionally supported, but this funding and support has been vastly reduced in recent years.

- **Reserves and Cadets**

- Coordinate and supervise approximately 25 reserves for the Bureau, including supporting reserve academies, meetings, training, and scheduling.
- Reserves fulfill a variety of enforcement/security support as well as specialty administrative assignments.
- Cadets provide support to the Bureau and City – mainly for community events (roles such as crowd management), ride with police officers, etc. The Police Officer assigned provides support and training (weekly).
- Recruits cadets and reserves.

The issues the project team evaluated in this study are described in the subsections which follow.

(1) School Police

School Police, or School Resources Officers, have become an important part of the security and youth programming in most communities around the country. There are several reasons for this, including:

- School violence from the outside and inside of school campuses has led to demands from parents and school administrators for a closer presence on at least high school campuses which have presented the greater risk of violence in most communities.
- Because of the risk of violence in many forms, law enforcement personnel in most communities are involved in prevention and self-help programming, as it relates to campus armed violence, bullying, and other forms of violence.
- A wide variety of programs that benefit from officer delivery to students in classroom situations or in after school programs. These programs relate to drugs, legal issues associated with the use of social media or privacy and others.
- School administrators and staff as well as parents work with law enforcement on campus security, drug enforcement and other issues.
- Given that all schools represent a small defined geographical area of activity and risk the positive impact on field services staff cannot be overstated. Having assigned officers to at least the most significant campuses where activity is generated or risked reduces their time there to focus on other problems and priorities in the community.

The issue in Portland is that there are an insufficient number of Police Officers to staff each of the high schools in the City. There should be one Police Officer at each high school with shared responsibility for middle schools that feed into each high school. Staffing School Police at this level would require an additional three (3) Police Officers.

The City of Portland prior to the early 2000s had a separate school police force funded and operated by Portland Public Schools. Funding constraints in that economic recession led to the City taking over these campus services because the risk and value of the service was that strong. Since transferring responsibility to the City's Police

Bureau there has been no financial support from the Schools to the City for school security. Many municipal agencies around the country receive financial support for assigned police officers, overtime for school events (such as football games) and the vehicles and equipment used to provide service to campuses. The City should seek support from Portland Public Schools, at least to achieve the amount needed to fund one officer per high school.

Recommendations:

Authorize three (3) additional Police Officer positions to provide one officer per public high school (with shared responsibility for middle and other schools).

Seek financial support from Portland Public Schools to assist in meeting a benchmark of one School Police Officer at each public high school campus in the City.

(2) Gang Resistance Education and Training (GREAT)

Currently, this program in Portland is supported by a partially grant funded Lieutenant (70%) plus an administrative position to support the GREAT program. Within the national support allocation the Lieutenant coordinates and supports program efforts in the Western Region. The local responsibilities relate to curriculum development for the classrooms. The regional responsibilities include coordination among the programs for consistency as well as training and conferences.

The GREAT program has been in decline for several years. Like its drug counterpart, DARE, many communities have abandoned the program either of both because of grant funding loss and/or questions about effectiveness. Various studies have had mixed or limited results about the effectiveness of the GREAT program, for example:

- A 2012 study conducted by the University of Missouri, St. Louis, found that gang enlistment was 39% lower for youth who participated in the program; it 24% lower four years later.
- A 2011 study by the National Gang Center had similar results but these were contested in surveys.

Portland should re-evaluate this program. While its share of the funding is low, at 30%, much of the program has an external focus. With a decline in funding, the City should reconsider this commitment.

Recommendation: The City and Police Bureau should re-evaluate the need and effectiveness of the GREAT program in the schools if grant funding is eliminated or significantly reduced from current levels. This would eliminate a grant funded Lieutenant position.

(3) Reserves and Cadets

Both the reserves and cadets programs are and can continue to be valuable to the City. Many communities have used both programs for a variety of cost effective assistance to sworn officers in the field as well as internally within their departments. These roles include the following:

- In many communities, including Portland, Reserves are second persons in units, assist at special events, and provide specialized services at major incidents or for the agency generally (e.g., legal advice, psychological assistance, etc.).
- Cadets in many communities can be a recruitment pool for an agency and a chance to evaluate potential staff in a pre-employment setting. Roles can be akin to “community service officers” assisting in special events (as they do now in Portland), administrative help, functional interns in a variety of settings, etc.

These roles are not only cost effective, they can provide valuable assistance within the agency for situations that may be low in frequency but high in urgency (such as in critical incidents).

The roles that could be or are performed by cadets include:

-

- Perimeter control of crime scenes
- Traffic and parking direction and control (current PPB role)
- Assistance at major events (current PPB role)
- Assistance at reception desks at precincts

The roles that are currently performed by reserves in the Portland Police Bureau include the following:

- Second person in patrol units to reduce the need for back up
- Traffic and parking direction and control
- Assistance at major events
- Dignitary protection
- Senior citizen programs
- Crime prevention activities
- Special roles depending on professional skills

There are currently approximately 68 cadets in the Portland program who perform assistance mostly at special events. Many agencies have compensated cadets to increase their use. Cadets should be assigned to precincts to perform wider duties. A Bureau-wide committee should be established to determine what roles they could perform, a supervisory/mentoring approach and, if necessary, compensation provided commensurate to the duties performed.

The issue with Reserves is their number – while 200 are authorized, only between 20-25 reserve positions are filled. In Oregon, requirements to be a Reserve are subject to basic backgrounding standards relating to drug use, excessive traffic problems, history of misrepresentation, and certain other disqualifiers.

A more concerted effort should be made to secure trained reserves, even in cooperation with other regional law enforcement agencies.

Recommendations:

More uses should be evaluated for cadets as appropriate in the Bureau. A Bureau wide committee should be established to determine the roles appropriate for a reserve in Portland.

Greater efforts need to be made to secure the services of Reserves in the Portland Police Bureau, perhaps in conjunction with other regional police agencies.

Transferring responsibility for the recruitment, training, and supervision of cadets and reserves should be considered. The Training or Personnel Divisions could be considered.

3. ANALYSIS OF THE INVESTIGATIONS BRANCH

This chapter is focused on the various investigative functions of the Portland Police Bureau. These functions include the Detectives Division, Drugs and Vice Division, Tactical Operations Division, Family Services Division, Property and Evidence Division and Forensic Evidence Division.

The chapter is broken down into a number of sections, each focusing on a major area of investigative service delivery. In each case, the project team evaluated staffing and any management issues that were discovered as part of the study. The first section summarizes the allocation of responsibility among investigative units.

1. THE PORTLAND POLICE BUREAU OF HAS CLEAR LINES OF RESPONSIBILITY FOR THE INVESTIGATION OF CASES.

The Portland Police Bureau has clearly developed policies and procedures for how criminal cases requiring further investigation are distributed among the various investigative units. The table that follows provides a breakdown of the cases (by type) that are assigned to each unit:

Unit	Cases Assigned
Crimes Against Persons	<ul style="list-style-type: none">• Aggravated Assaults• Kidnapping• Robbery• Sex Crimes• Homicide• Human Trafficking• Suspicious Deaths• Officer Involved Shootings• Internal Criminal Investigations
Crimes Against Property	<ul style="list-style-type: none">• Residential Burglaries• Commercial Burglaries• White Collar Crimes• Pawn Shops

Unit	Cases Assigned
Drugs and Vice	<ul style="list-style-type: none">• Narcotic Trafficking• High Level Drug Dealing• Drug Houses• Surveillance• Asset Forfeiture
Family Services	<ul style="list-style-type: none">• Child Abuse• Domestic Violence• Elder Abuse
Gang Task Force	<ul style="list-style-type: none">• Gang Related Assaults
Gun Task Force	<ul style="list-style-type: none">• Found Weapons• Violent Felony Gun Possession

The Police Bureau's records management system currently routes cases to the proper unit depending on the way in which they are classified. The section that follows provides the project team's evaluation of the workload and staffing requirements of the investigative units.

2. INVESTIGATIVE EFFECTIVENESS IS EVALUATED DIFFERENTLY THAN FIELD OPERATIONS.

The evaluation of staffing levels required by criminal investigations is more difficult than evaluating patrol staffing levels because, unlike field services, subjective and qualitative determinants of workload and work practices are more important. Factors making comparative analyses difficult include:

- Approaches used to screen, assign, and monitor cases are different among law enforcement agencies.
- What is actually investigated varies by agency. The extent to which agencies assign misdemeanor level property crime cases to detectives varies. Also, the extent to which patrol performs preliminary investigation varies widely and impacts detective caseloads.
- Work practices vary tremendously among agencies, relating to interviewing techniques, mix of telephone and in-person interviews, use of computer technologies, and the time devoted to clerical tasks.

- The nature of the caseload is also a critical factor to consider when examining quantitative factors relating to investigative activity. Each case is different in terms of leads, suspect description, and other available information. The way information in a single case combines with information on other cases also impacts investigative actions.
- Finally, the nature of the community itself is a factor in evaluating investigative workload and staffing needs. Citizen expectations translate into service levels impacting detectives in terms of what is investigated and how investigations are conducted.

Collectively, these factors portray a different type of workload compared to Patrol workload. In Patrol, workload can be characterized broadly by the following factors:

- High volume/fast turnaround work.
- Work oriented not toward solution of a complex case, but oriented toward documenting available evidence at a crime scene and initiating contacts with victims and witnesses.
- Deployment practices designed to result in a rapid response of personnel.

Therefore, unlike Patrol, investigative workload cannot be converted into quantitative methodologies to arrive at required staffing levels. Investigative staffing requirements need to be examined from a variety of perspectives in order to obtain an overall portrait of staffing issues, case handling issues and philosophies having an impact on staffing needs. The perspectives we employed in our study of investigative staffing include the following:

- The project team reviewed case management practices through interviews with staff and obtained caseload data for each of the units, where available. The primary data source is the computerized databases used by the investigative units.
- The project team examined other measures of workload as well as effectiveness of investigative services.

It should be noted that caseload and workload data availability varies between agencies and the analytical methods used are improved by automated case

management systems that accurately report investigator workloads and work progress. The Portland Police Bureau has developed records management system (RMS) that is not fully integrated with investigations. Many of the investigative units have developed their own systems for case assignment and management. The various systems are used widely by Unit Sergeants who are knowledgeable in caseload management and tracking of investigator progress and productivity.

The next section provides a brief summary of the allocation of these cases by type between the various units within Investigations.

3. THE STAFFING AND WORKLOAD FIGURES WERE DEVELOPED USING AVAILABLE REPORTS THAT WERE THEN COMPARED BENCHMARK STANDARDS.

The Matrix Consulting Group has analyzed a significant number of investigative agencies over the years. Each of these agencies has different methods of collecting and reporting investigative caseload data. In this case, the PPB maintained caseload investigative data for each investigative unit that was provided to the project team. This data was provided for a one year period and compared to investigators who were assigned to the unit for the majority of the year

To analyze the staffing and workload for the primary investigative units, the project team obtained the reports developed by the PPB in order to produce estimated caseload figures for each units' detectives/investigators, which was then compared to benchmark standards, as summarized by the following points:

- The project team first identified the total number of ASSIGNED cases over a 12 month time period. The timeframe chosen included cases from September 1, 2013 through August 31, 2014 because it identified the current workload of the investigative units.

- The project team used the data to develop an estimated ACTIVE or OPEN caseload volume. “Open” caseload data for the time period ending in August 2014 was used to develop a ratio for an estimated number of “active” cases. “Active” cases are those cases that have been actively worked within the last 30-45 days.
- Finally, the project team compared the PPB detectives to benchmark standards for detective “active” caseloads. From this, the project team was able to assess staffing need for each investigative unit by calculating the variance with the “low” and “high” benchmark standards. The final recommended staffing additions or reductions were based on the average staffing variance between the “low” and “high.” These caseload ranges were:
 - 5 cases annually as a lead investigator in Homicides. 1 additional case assigned per month for the other cases investigated by the Unit.
 - 8-12 cases assigned per month for the detectives in the Assault Investigation Unit.
 - 6-8 cases per month assigned to the detectives in the Robbery Unit.
 - 5-7 cases per month assigned to the detectives in the Sex Crimes Unit.
 - 10-15 cases per month assigned to the detectives in the Burglary Unit.
 - 6-8 cases per month assigned to the detectives in the White Collar Unit.
 - 6-8 cases per month assigned to detectives in the Gang Unit as they typically work crimes against persons.

Using the above approaches, the project team analyzed each unit, as presented in this chapter. Overall, for each investigative unit, the analysis is organized as follows:

- Brief profile of the unit (i.e., staffing and area of responsibility).
- Caseload information utilizing the previously noted reports.
- Caseload analysis using the reported data and comparative information.
- Staffing recommendation.

The sections that follow provide the project team’s assessment of the staffing and workload of Investigations.

4. INDIVIDUAL INVESTIGATIVE UNITS HAVE MIXED RESULTS WHEN COMPARED TO BENCHMARK STANDARDS – SOME UNITS ARE AT THE HIGH END OF ACTIVE CASELOAD RANGES WHILE OTHERS ARE LOWER.

The following subsections describe the case workload for each investigative unit, using the analytical approaches discussed in the previous section of the report.

(1) Homicide Unit

This unit is comprised of 12 detectives and two (2) sergeants. Detectives (ten (10) in Homicide and two (2) in Missing Persons) working in teams, who are responsible for investigating homicides, officer involved shootings, suspicious suicides, internal criminal activity, and high profile cases. During the one-year period, the Homicide Unit investigated 140 cases.

The following table identifies the Homicide Unit's raw data for reported case assignment information for the period between September 1, 2013 and August 31, 2014. These totals do not include cases assigned to Missing Person detectives:

September 1, 2013 – August 31, 2014 Unit Workload Data Analysis

HOMICIDE UNIT

Name	Assigned	Cleared	Pending
A	15	9	6
B	9	4	5
C	11	8	3
D	16	14	2
E	15	8	3
F	13	11	2
G	17	15	2
H	21	12	9
I	12	9	3
J	11	7	4
Unit Total	140	97	39
Average Annual Cases	14		
Case Clearance Rate 69%			

MISSING PERSONS

Name	Assigned	Cleared	Pending
A	243	239	1
B	217	186	4
Unit Total	490	455	5
Average Annual Cases	230		
Case Clearance Rate 93%			

The data shown above was used for the one-year period to identify the cases used in the table below (Actual Assigned Cases). The annualized data is shown in the following table:

Unit	# of Detectives (excl. cold case)	Actual Assigned Cases (excl. duplicates)	Average Annual Assigned Cases per Detective	Estimated Active Caseload per Detective	Estimated Annual Caseload per Detective
Homicide	10	140	14	4.0	14.0

The following points highlight the information above:

- The actual number of unique cases assigned in the Unit was 140, or 14 cases assigned per detective during the one-year period. This equates to 1.2 cases per month where a homicide detective is assigned as the lead investigator.
- Overall, the Homicide Unit has a clearance rate of 69% for case closures.
- Estimated “active” or “open” caseloads based upon an analysis of open cases during the latest 45 day time period indicates that there are 4.0 active cases per detective.
- The Missing Persons Detectives are able to effectively work and clear their caseload with a clearance rate of 93% and only 5.0 cases pending.

Overall, the Homicide Unit is within the per-detective workload for active cases and the number of cases that should be assigned to the detectives, based on the current workloads. The Homicide Unit also has the resources of the Missing Person Unit to draw upon in the event of a spike in caseload. Therefore, the project team concludes that current caseload is appropriate for this unit.

Recommendation: Maintain the current staffing of two (2) Sergeants and 12 Detectives in the Homicide Unit, with ten (10) Detectives assigned primarily to homicides and two (2) to missing persons.

(2) Assault Unit

This unit is comprised of one (1) Sergeant and six (6) Detectives and one (1) Polygraph Detective) who are responsible for investigating all major assaults, bias crime, criminal internal investigations, and special investigations as required. During the one-year period from September 1, 2013-August 31, 2014, the Assault Unit investigated a total of 332 assigned cases. The following table summarizes the case data presented in the Department’s data:

ASSAULT UNIT

Name	Assigned	Cleared	Pending
A	69	61	5
B	65	48	5
C	55	42	5
D	54	35	11
E	49	33	7
Unit Total	332	240	41
Average Annual Cases	58.4		
Case Clearance Rate 72%			

The raw data shown above was used for the one-year period to identify the cases used in the table below (Actual Assigned Cases). The annualized data is shown in the following table:

Unit	# of Detectives	Actual Assigned Cases (excl. duplicates)	Average Annual Assigned Cases per Detective	Estimated Active Caseload per Detective	Estimated Annual Caseload per Detective
Assault	5	332	58.4	8.0	66.4

The following points highlight the information above.

- The actual number of unique cases assigned during the year was 332. This equates to 5.5 cases assigned per month, per investigator in the Unit.
- Overall, the Assault Unit has a clearance rate of 72% for case closures.
- Estimated “active” or “open” caseloads based upon an analysis of open cases indicates that there are eight (8) active cases per detective.

Overall, the Assault Unit is within the range in terms of the per-detective workload for active cases, when compared to benchmark targets.

Recommendation: Maintain the existing level of staffing in the Assault Unit of one (1) Sergeant and six (6) Detectives in Assault.

(3) Sex Crimes Unit

This unit comprises one (1) sergeant and ten (10) detectives. Detectives investigate and follow-up on all felony sex-related crimes. The unit also has three (3) officers assigned to ensure compliance of registered sex offenders. During the one-year period from September 1, 2013-August 31, 2014, the Sex Crimes Unit reported the following workload statistics:

SEX CRIMES UNIT

Name	Assigned	Cleared	Pending
A	48	38	1
B	44	20	17
C	42	8	20
D	51	18	21
E	56	13	23
Unit Total	692	139	142
Average Annual Cases	62.9		
Case Clearance Rate 37%			

The data shown above was used for the one-year period to identify the cases used in the table below (Actual Assigned Cases). The annualized data is shown in the following table:

Unit	# of Detectives	Actual Assigned Cases (excl. duplicates)	Average Annual Assigned Cases per Detective	Estimated Active Caseload per Detective	Estimated Annual Active Caseload per Detective
Sex Crimes	11	692	62.9	13	63

The following points highlight the information above.

- The actual number of unique cases was 692 cases assigned during the one-year period. Due to the high caseloads 311 cases were assigned to the Victims' Advocates in support of this unit. This equates to 16.6 sex crimes cases assigned per month.

- Estimated “active” or “open” caseloads based upon an analysis of open cases during the latest time period indicates that there are approximately 13 active cases per detective.
- When compared to benchmark targets, the Sex Crime Unit Detectives are slightly above what a Sex Crimes detective should have for average active cases.
- When compared to the benchmark target, the PPB would need 12 detectives to have a caseload of five (5) cases assigned per month per detective, meaning an increase of one (1) detective to meet the target.
- The resulting span of control for the Sex Crimes Unit Sergeant would be 1:15, which is too broad. An additional Sergeant should be added to the staffing in the Sex Crimes Unit, creating two (2) six person teams. SORD staffing should remain at three (3) officers.

It should be noted that this unit was the subject of an audit by the City Auditor in 2007, which found the unit lacking in victims’ support and case management. A 2014 update found that many of these issues have been addressed.

Overall, the Sex Crimes Unit is slightly above the per-detective workload for active cases, when compared to benchmark targets.

Recommendation: Increase staffing in the Sex Crimes Unit by one (1) Sergeant and two (2) Detectives, bringing the total staffing of the Unit to two (2) Sergeants, 12 Detectives and three (3) SORD officers.

(4) Robbery Unit

This unit is comprised of one (1) Sergeant and seven (7) detectives who are responsible for investigating cases involving robberies to banks, businesses, individuals, sudden snatchings and home invasions. The unit has one (1) additional detective assigned to a FBI task force. During the one-year period from September 1, 2013 -August 31, 2014 there were 400 robbery cases assigned to the Detectives in the Robbery Unit.

The following table identifies the Robbery Unit's data for reported case assignment information for the one-year period:

ROBBERY UNIT

Name	Assigned	Cleared	Pending
A	64	30	32
B	65	41	24
C	34	20	2
D	52	22	30
E	43	26	17
F	52	16	13
Unit Total	400	199	159
Average Annual Cases	51.6		
Case Clearance Rate 50%			

The data shown above was used for the one-year period to identify the cases used in the table below (Actual Assigned Cases). The annualized data is shown in the following table:

Unit	# of Detectives	Actual Assigned Cases (excl. duplicates)	Average Annual Assigned Cases per Detective	Estimated Active Caseload per Detective	Estimated Annual Caseload per Detective
Robbery	7	400	51.6	22.7	52

The following points highlight the information above.

- The actual number of unique cases was 400 or 52 cases assigned per detective during the one-year period. This equates to an average of 4.3 cases assigned per month per detective.
- Estimated "active" or "open" caseloads based upon an analysis of open cases during the latest 45 day time period indicates that there are 22.7 active cases per detective.
- When compared to benchmark targets, the Robbery Unit Detectives are slightly below what a Robbery detective should have for average active cases.

- When compared to the benchmark target, the PPB would need six (6) detectives to have a caseload of six (6) cases assigned per month per detective, meaning an decrease of one (1) detective to meet the target.

Overall, the Robbery Unit is significantly below the benchmark in terms of the per-detective workload for active cases, when compared to caseload targets.

Recommendation: Decrease staffing in the Robbery Unit by one (1) Detective, resulting in a staff of one (1) Sergeant and seven (7) Detectives, including one Detective remaining assigned to the FBI Task Force.

(5) Burglary Unit

This unit is comprised of two (2) sergeants and 11 detectives. Detectives investigate both residential and commercial burglaries. There is also one Detective assigned to investigate pawnshops. During the one-year period from September 1, 2013-August 31, 2014, the Burglary investigated 606 cases. The Unit reported the following workload statistics:

BURGLARY UNIT

Name	Assigned	Cleared	Pending
A	25	10	3
B	59	19	31
C	42	21	7
D	37	15	4
E	83	75	3
F	50	30	5
G	32	12	6
H	118	106	1
I	48	19	14
J	36	5	5
K	11	1	4
Unit Total	606	352	93
Average Annual Cases	49.2		
Case Clearance Rate 58%			

The data shown above was used for the one-year period to identify the cases used in the table below (Actual Assigned Cases). The annualized data is shown in the following table:

Unit	# of Detectives	Actual Assigned Cases (excl. duplicates)	Average Annual Assigned Cases per Detective	Estimated Active Caseload per Detective	Estimated Annual Caseload per Detective
Burglary	12	606	49.2	7.8	50

The following points highlight the information above:

- The actual number of unique cases was 606, or 49.2 cases assigned per detective during the one-year period. This equates to an average of 4.1 cases assigned per month per detective.
- Estimated “active” or “open” caseloads based upon an analysis of open cases during the latest 45 day time period indicates that there are 8 active cases per detective.
- When compared to benchmark targets, the Burglary Unit Detectives are well below what a Burglary detective should have for average active cases.
- When compared to the benchmark target, the PPB would need 2 Sergeants and 10 detectives to have a caseload of ten (10) cases assigned per month per detective, meaning a decrease of two (2) detectives to meet the target.

Overall, the Burglary Unit is below the per-detective workload for active cases, when compared to benchmark targets.

Recommendation: Decrease the staffing in the Burglary Unit to two (2) Sergeants and ten (10) Detectives assigned to Burglary. Continue to staff one (1) Detective to pawn shops.

(6) White Collar Crimes

This unit comprises one (1) sergeant and five (5) detectives. There is an additional Detective assigned to the unit to investigate computer crimes. Detectives investigate embezzlement and large check fraud, with a typical case value of \$25,000 or higher. During the one-year period from September 1, 2013-August 31, 2014, the White Collar Crime Unit had the following workload statistics:

WHITE COLLAR CRIMES (FRAUD)

Name	Assigned	Cleared	Pending
A	21	5	3
B	27	3	6
C	31	17	8
D	18	8	6
Unit Total	104	34	29
Average Annual Cases	24.3		
Case Clearance Rate 33%			

The data shown above was used for the one-year period to identify the cases used in the table below (Actual Assigned Cases). The annualized data is shown in the following table:

Unit	# of Detectives	Actual Assigned Cases (excl. duplicates)	Average Annual Assigned Cases per Detective	Estimated Active Caseload per Detective	Estimated Annual Caseload per Detective
White Collar Crimes	6	104	24.3	5	25

The following points highlight the information above.

- The actual number of unique cases was 104, or 24.3 cases assigned per detective during the one-year period. This equates to an average of two (2) cases assigned per month per detective.
- Estimated “active” or “open” caseloads based upon an analysis of open cases during the latest 45 day time period indicates that there are 5 active cases per detective.
- When compared to benchmark targets, the White Collar Unit Detectives are well below what a White Collar Detective should have for average active cases.
- When compared to the benchmark target, the PPB would need one (1) Sergeant and three (3) detectives to have a caseload of six (6) cases assigned per month per detective, meaning a decrease of three (3) detectives to meet the target.

Overall, the White Collar Crimes Unit is well below the per-detective workload for active cases, when compared to benchmark targets.

Recommendation: Decrease the staffing in the White Collar Crimes Unit to one (1) Sergeant and three (3) Detectives assigned to White Collar and one (1) Detective assigned to Computer Crimes.

(7) Human Trafficking Unit

This unit comprises one (1) sergeant and four (4) detectives. Detectives in this unit investigate primarily human trafficking associated with the sex industry and have a particular focus on minor victim sex trafficking. During the one-year period from September 1, 2013-August 31, 2014, the Human Trafficking Unit had the following workload statistics:

HUMAN TRAFFICKING

Name	Assigned	Cleared	Pending
A	13	8	3
B	18	6	5
C	18	13	4
Unit Total	49	27	12
Average Annual Cases	16.3		
Case Clearance Rate 55%			

The data shown above was used for the one-year period to identify the cases used in the table below (Actual Assigned Cases). The annualized data is shown in the following table:

Unit	# of Detectives	Actual Assigned Cases (excl. duplicates)	Average Annual Assigned Cases per Detective	Estimated Active Caseload per Detective	Estimated Annual Caseload per Detective
Human Trafficking	4	49	16.3	3	17

The following points highlight the information above.

- The actual number of unique cases was 49, or 16.3 cases assigned per detective during the one-year period. This equates to an average of 1.4 cases assigned per month per detective.

- Estimated “active” or “open” caseloads based upon an analysis of open cases during the latest 45 day time period indicates that there are three (3) active cases per detective.
- When compared to benchmark targets, the Human Trafficking Detectives are below what a Human Trafficking Detective should have for average active cases.
- When compared to the benchmark target, the PPB would need one (1) Sergeant and three (3) detectives to have a caseload of five (5) cases assigned per month per detective, meaning a decrease of one (1) detective to meet the target.

Overall, the Human Trafficking Unit is below the per-detective workload for active cases, when compared to benchmark targets.

Recommendation: Decrease the staffing in the Human Trafficking Unit by one (1) Detective to bring the staffing of the Unit to one (1) Sergeant and three (3) Detectives assigned to Human Trafficking.

5. CASE MANAGEMENT PRACTICES IN THE INVESTIGATIVE UNITS CAN BE IMPROVED.

The current records management system (RMS) in use by the Portland Police Bureau is being replaced by a regional system (RegJIN) to allow crime information data to be shared by law enforcement agencies in the Portland metropolitan area. The current RMS does not possess an effective case management system to allow supervisors in the investigative units to effectively screen and manage cases using the RMS. This has led to the units developing in-house systems for case management, which results in a lack of standardized case screening and case management in the investigative units.

The RegJIN system has a case screening and case management component as part of the RMS and when rolled out should be used by all the investigative units in the PPB. The PPB should develop case screening and case management policies requiring the use of the RegJIN RMS for initial case assignment and case management.

Recommendation: Develop a policy requiring the use of RegJIN to standardize case assignment and management by the investigative units in the PPB.

6. THE PPB CAN IMPROVE THE COORDINATION OF INVESTIGATION OF CASES AT THE PRECINCT LEVEL.

Currently there are two (2) Detectives assigned to each of the three precincts that are supervised by a single sergeant in the Investigations branch. This group is known as the Coordination Team and is responsible for the investigation of property crimes and mentoring patrol officers on cases that do not meet the criteria for one of the centralized investigative units to investigate. This team of Detectives used to be assigned to the precincts, but were centralized to improve management and case consistency. The investigators in this unit currently average 5.2 case assignments per month per investigator, which is well below the recommended caseload for a generalist property crime detective.

While centralization impacted investigative consistency, there is a lack of actual coordination between the precinct commanders and the Coordination Team Sergeant to ensure the Detectives are conducting appropriate follow-up investigations for crimes of importance at the precinct level.

The Coordination Team should be decentralized again and the detectives moved back to the precincts, reporting to the appropriate shift Lieutenant for case assignment and follow-up. The detectives should be staffed on both the day and afternoon shifts, with two (2) Detectives assigned to each shift. This will improve the ability of the detectives to mentor officers on their case assignments and allow a greater number of follow-up investigations to occur at the precinct level. The Lieutenant should ensure that each Detective is assigned between 12-15 cases per month for follow-up.

Recommendation: Move the Detectives assigned to the Coordination team into each of the precincts. Assign an additional six (6) Detectives to the precincts to have investigator coverage on the day and afternoon shifts. Eliminate the current Sergeant position in the Coordination Team.

7. THERE ARE A NUMBER OF SERIOUS CASE TYPES THAT ARE NOT BEING INVESTIGATED BY THE PORTLAND POLICE BUREAU.

As shown earlier, the mission, goals and objectives of the investigative units are clearly defined and followed. During the project team's review of the types of cases being assigned and investigated, it was noted that auto thefts and cybercrimes are not receiving any investigative assignment in the units. These are two areas where a large metropolitan police agency should have investigators assigned. The Portland Police Bureau should create an Auto Theft Unit and a Computer Crimes Unit to begin investigating these types of crimes occurring in the City.

The Auto Theft Unit should be staffed with a Sergeant and four (4) Detectives. This unit should be assigned cases related to auto theft, vehicle burglaries and scrap metal investigations. The detectives should be assigned between 12-15 cases each per month for follow-up investigation.

The Computer Crimes Unit should be staffed with one (1) Sergeant and four (4) Detectives. This unit should be tasked with providing technology forensics on computers, cell phones, tablets, and digital images collected at crime scenes from security and surveillance cameras. The Detectives should also conduct proactive investigations for cybercrimes occurring in Portland by actively working Internet sites where criminal activity occurs. The Detectives in this unit should be assigned between 5-8 projects per month to support the investigation of the use of computers and other electronics devices in criminal acts.

Recommendation: Form an Auto Theft Unit that is staffed with one (1) Sergeant and four (4) Detectives.

Recommendation: Form a Computer Crimes Unit that is staffed with one (1) Sergeant and four (4) Detectives.

8. THE INVESTIGATION BRANCH LACKS EFFECTIVE CRIME ANALYSIS SUPPORT TO ASSIST IN THE INVESTIGATION OF CRIMES IN PORTLAND.

The Investigations Branch currently does not have a dedicated crime analyst to assist with the investigation of crimes in Portland. There should be an analyst assigned to look at review and mine data to provide intelligence information on crime trends, hot spots and other variables to assist in the investigation of crimes in Portland.

The crime analyst should be a civilian position reporting to the ASII to ensure the types of data and crimes being analyzed are appropriate and focused on important crime issues facing the City as determined by the Investigation Branch Commander.

Recommendation: Assign a civilian Crime Analyst to the Investigation Branch that reports to the Commander through the ASII.

9. THE GANG ENFORCEMENT TEAM DETECTIVES HAVE LOW CASELOADS.

The Gang Enforcement Team (GET) is organized into three functional groups.

- Detectives: Responsible for the investigation of Measure 11 Gang Crimes (stabblings, shootings, beatings, etc.).
- Daytime Officers: Plain clothes officers conducting surveillance, search warrants and tactical takedowns of gang members.
- Afternoon Officers: Uniformed officers developing intelligence on gang members by conducting vehicle stops, field interviews and conducting drug interdiction efforts.

The proactive nature of the work conducted by the daytime and afternoon officers makes the development of staffing related to their work difficult. These positions exist to improve the quality of life in Portland and minimize the impact that gang activity has on

residents and those visiting the City. Their role in the overall mission of the PPB is important and should continue.

The GET Detectives are assigned cases in the same manner as the other investigative units, however their cases only involve crimes committed by known gang members. The current staffing of the GET Detectives is one (1) Sergeant and six (6) Detectives. The Detectives are assigned approximately 180 cases per year or 2.5 cases per month per investigator. This is an extremely low caseload for detectives focused on crimes against persons. As shown earlier, an effective caseload for detectives focused on person's crimes is 6-8 cases per month. To achieve this caseload, the GET Detectives should be staffed with one (1) Sergeant and four (4) Detectives.

Recommendation: Reduce the staffing in the GET Detectives by two (2) Detectives, bringing the staffing to one (1) Sergeant and four (4) Detectives.

10. THE DRUGS AND VICE DIVISION IS APPROPRIATELY STAFFED.

A Captain and Lieutenant manage the Drugs and Vice Division. The Division is staffed with five (5) Sergeants, 22 officers, one (1) DVD analyst, one (1) Drug House Coordinator, three (3) PASS and seven (7) personnel from outside the PPB (Amtrak, Postal, DEA, National Guard, IRS, and State Police).

The Division has four functional areas. These areas are shown below along with the respective 2013 workload data for each function where it was available.

- **Administration:** Liquor permits and investigations, State Lottery sales locations, Drug House Coordination, case research, K-9 units, and confidential informant coordination.

2013 Administration Workload Statistics

Function	Count
Training Hours	236
PPB Deployment	778
Outside Agency Deployments	62
Liquor License Investigations	221
Lottery/Gaming Investigations	6
Liquor/Gaming Applications	451
Drug Complaint Investigations	1,122
Arrest Forfeiture Packets	19
Chronic Nuisance Warnings	3
Other	25
Total	2,687

- **Technology:** Building and deploying covert surveillance, overtime tracking for Drug Task Force, coordinate Meth Lab Response Team, maintain active informant information, operate and maintain covert cameras.

2013 Technology Workload Statistics

Function	Count
Body Wire	12
Drop Car	38
Pole Camera	407
GPS	59
L-Site	12
Pen Register	2
900 Alarms	15
Site Survey	177
Shop Work	29
Search Warrants / Court Order	48
Other	45
Total	844

- **Narcotics:** There are two narcotics details responsible for conducting undercover operations, building informants, undercover surveillance, specialized investigations, and coordination with GET and State and Federal investigators.

2013 Narcotics Workload Statistics

Function	Count
Search Warrants	81
Consent Searches	163
Investigative Drug Buys	56
Buy/Bust/Hot Pops	17
Drug Interdictions	285
Meth Labs	1
Marijuana Grows	23
Overdoes Death investigations	21
Drug Arrests	152
Other Arrests	40
Total	839
Drug Value Seized	\$10,381,799
Non Cash Assets Seized	\$196,877

- **High Intensity Drug Trafficking Area (HIDTA):** This is a multi-jurisdictional team focused on high intensity drug targets and drug interdiction. The major focus is linking runners to large drug supply locations and coordination with postal, airport, Amtrak and the Port of Portland to provide special focus on the delivery of drugs through these areas.

The following table illustrates the known drug trafficking organizations operating in the Oregon HIDTA in 2013:

Known Drug Trafficking Organizations CY 2013

Organization Type	DTO Characteristic*	Operational Scope
Drug Trafficking 81	Mexican /Hispanic 46	Local 36
Money Laundering 3	Caucasian 26	Multi-State 40
	Asian 4	International 8
	African – American 2	
	Multi-Ethnic 4	
	Eurasian 2	
	Cuban 1	
	Native American 3	
	Unknown 2	

*Note: Drug Trafficking Organizations (DTO) may have more than one ethnicity assigned.

According to a June 2014 report released by the Oregon HIDTA, heroin use and trafficking has increased in Oregon and reflects the state's greatest drug threat, followed by methamphetamine, marijuana, controlled prescription drugs, cocaine, and designer drugs. During 2013, the Oregon HIDTA participating agencies identified 81 Drug

Trafficking Organizations and three (3) Money Laundering Organizations with foreign and domestic connections that were actively operating in the HIDTA region. According to the HIDTA report all drug trafficking organizations in Oregon engage in money laundering to transfer drug revenues into, through and out of Oregon.

As shown above, the individual functions of the DVD are producing good output measures of work and provided a needed focus on the investigation of high-level drug activity in the City of Portland as defined by the HIDTA.

Recommendation: Continue the current staffing in the Drugs and Vice Division.

11. THERE ARE OPPORTUNITIES TO IMPROVE THE MANAGEMENT AND OVERSIGHT OF THE PROACTIVE INVESTIGATIVE UNITS.

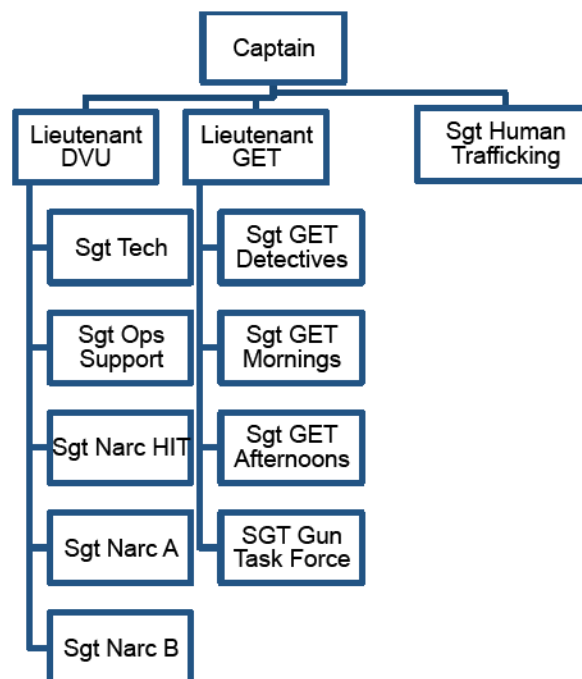
The PPB currently has three units focused on the proactive investigation of crime in the City. These are the Drugs and Vice Division (DVD), the Gang Enforcement Team (GET), and Human Trafficking Unit.

The Drugs and Vice Division is focused on the investigation of high-level drug trafficking in Portland. The Gang Enforcement Team investigates Measure 11 gang crimes, conducts surveillance and develops intelligence on gang members. The Human Trafficking Unit is focused on Human Trafficking and people forced into the sex trade – particularly minors. Each of these investigative functions deal with organized criminal activity and have overlap into each of the other respective areas. By locating these units in a single Division, the managerial oversight and coordinated effort toward enforcing and investigating crimes related to drugs, gangs, and human trafficking would be greatly improved. This will also correct the current 1:1 reporting relationship that exists in the Drugs and Vice Division, as the Captain would be tasked with the overall management of the newly created Organized Crime Division.

The Organized Crime Division should have the following units assigned:

- Drugs and Vice Unit (DVU)
- Gang Enforcement Team (GET)
- Human Trafficking Unit

The following chart illustrates the proposed organizational structure of the Organized Crime Division:



Each of the units should be organized and staffed as recommended previously in the report.

Recommendation: Rename the Drugs and Vice Division “Organized Crime Division” and staff the Division with the Drugs and Vice Unit, Gang Enforcement Team, and Human Trafficking Unit.

12. FAMILY SERVICES DIVISION

The Family Services Division is a specialized investigative and services division co-located with other local, regional, state, and federal justice and family services functions at the Gateway Center (on East Burnside Street) for purposes of coordinating

intake, investigations, prosecution, and programmatic support in a setting away from other justice system functions. Units dedicated to domestic violence, including domestic violence reduction, and child abuse work in multi-disciplinary teams. Other programs include Women's Strength, Girl's Strength, and Boys Strength which are awareness and empowerment programs and participation in Northwest CARES to stop child abuse and neglect through multi-disciplinary prevention, medical evaluation and treatment.

The Division also has organized within it the Bureau's Employee Assistance Program (EAP).

A summary of the programs and services within each of these units is provided below:

- **Domestic Violence**
 - Multi-agency units (including MCSO and other agencies) to investigate domestic violence cases and to support victims of domestic violence with immediate welfare and safety needs.
 - An MCSO Deputy and Coordinator
 - Six (6) Advocates funding externally and include Volunteers of America
 - DVRU also has two (2) outside agency Advocates in addition to the staff portrayed in the previous table.
 - Supervisor and staff use a "lethality index", developed by Portland State University, to assist in prioritization of cases for potential severity and recidivism.
- **Elder Crimes**
 - Investigate all aspects of elder related crime – including abuse and neglect as well as robbery, theft and various kinds of fraud.
 - Work with other person and property crime as well as Family Services units on cases, as necessary.

- Work with various external local, volunteer (e.g., Elders in Action) and state agencies.
- **Child Abuse**
 - Two (2) units working closely with the co-located State Department of Health Services, detectives in the Child Abuse Team follow up all crimes against children.
 - A dedicated District Attorney Unit is also on site for focus exclusively on these crimes.
 - Staff respond to and investigate referrals from 911, various telephone hot lines, day care centers and schools, local, regional and state entities.
 - Work closely on responses to victims of child abuse crime with Northwest CARES with medical and psychological staff who perform forensic interviews and examinations of suspected child victims. A PPB Officer is assigned to NW CARES.
 - One detective is assigned to the FBI's RCFL task force which focuses on computer crime involving children; this is a multi-agency unit that includes other regional law enforcement agencies.

The project team evaluated several issues with respect to the units within the Family Services Division. These assessments are provided in the following subsections.

(1) Case Management and Caseloads

The project team interviewed each unit supervisor in the Family Services Division, in addition to the Division Captain and Lieutenant. The focus of these interviews was background on each of the functional areas as well as to understand the processes for evaluating, assigning and monitoring caseloads to assigned Detectives. Elements of the case management systems that are common to all of the units include the following:

- Cases and potential cases come into a unit from a variety of sources including the Bureau's Operations Branch, State or County agencies, the medical community, educational institutions, elder care centers or victims, family members or other interested parties.

- A unit supervisor makes a determination of the characteristics of the case and assigns the case to a Detective based on relative workloads within the unit or any informal specialization within each unit.
- The case is investigated depending on the circumstances and a follow up is made to the unit supervisor after the initial investigations are complete.
- In the Domestic Violence Reduction Unit a “lethality index” developed by Portland State University is utilized to help assist in the prioritization of cases and how the case is followed up on. This is a predictive tool for use by Detectives.
- Besides the case handling responsibilities Detectives and their supervisors work with the other assigned private non-profit, health and social services agencies and other justice agencies located at the Gateway Center or elsewhere in the City and County.

The project team was able to obtain case trend and caseload information for the first half of the year. The results of this data assessment compared to caseload standards developed by the project team are provided below:

- **Domestic Violence**
 - DVRU had 329 cases assigned in the 2014 through June (or an average of 47 per detective 7.8 per detective per month).
 - Cleared cases totaled 216 in the first six months (a 66% clearance rate compared to cases assigned in 2014).
 - There were 87 arrests made by unit officers in the first six months of the year.
- **Elder Abuse**
 - Through June 2014 detectives (and one officer) had 101 cases assigned (or 20 cases per investigator).
 - Cases cleared include 57 against 2014 assigned cases, for a 56% clearance rate.
 - Total open cases in the unit as of the end of June 2014 were 44 – an average of 9 per investigator (ranging from 2 to 13).
- **Child Abuse**

- Through May 2014 detectives assigned to CAT totaled 130, or 13 per detective.
- Through May 2014 detectives cleared 114 cases, or 88% compared to 2014 assigned cases.
- There were 195 intakes reviewed through May 2014.
- There were 23 NW CARES evaluations attended through May 2014.
- There were a total of 68 cases open at the end of May 2014, 6.8 per assigned detective and ranging from 1-12 cases per detective.

The project team has developed caseload standards for every investigative specialty. For Family Services Division functions, compared to most other investigative disciplines, caseload standards are for relatively low caseloads, generally between five and ten cases per Detective. The reasons for this include the following:

- The victims, who are children and other people at risk.
- The characteristics of the cases, which are mostly violent and of great concern to the community.
- The investigative skills required, which can be more painstaking than many other investigations.
- The need to work with other stakeholders in the justice and health and social services communities, which is a key reason for their co-location at the Gateway Center.

Recommendation: The results of the caseload analysis, then, is that staffing levels are in line with assigned and expected workloads. As a result, no changes to staffing levels or case management practices are warranted or recommended.

(2) Management of the Division

The Family Services Division is headed by a Captain and a Lieutenant, the latter supervising four (4) unit Sergeants assigned and supervising the Employee Assistance Program Officer. This represents a one-over-one span of control which the project team

counsels most of our clients to avoid. This instance, however, is relatively unique and the Captain/Lieutenant management should be retained for the following reasons:

- The Lieutenant is the operational (i.e., day-to-day) manager of the Division responsible for supervising the four Sergeants (soon to be five (5) Sergeants with the creation of a unit to serve restraining orders), for quality control of cases and case management, resolving issues which arise, operational policies and procedures, handling complaints, callouts, and overtime.
- The Captain, while providing overall management to the Division and its budget, takes the lead in the coordination with the external justice, County and State agencies, the medical community and other stakeholders with which the Family Services Division interacts on a daily basis. There are many inter-agency meetings.

As a result, two (2) managers are needed to the oversight and inter-relationships associated with the Family Services Division. This management relationship is more parallel than it is linear.

Recommendation: Retain the management structure of a Captain and a Lieutenant in the Family Services Division with the Captain taking the lead for external relations and the Lieutenant taking the lead in daily operations.

(3) Employee Assistance Program

The Employee Assistance Program (EAP) is assigned to the Family Services Division. The reason for this is that a previous command position had responsibility for this function and brought it to the Division. When that command position was re-assigned to another function, the Employee Assistance program remained. There is no functional reason for the EAP to be placed within the Family Services Division. The program and the Officer and PASS should be reassigned to the Personnel Division.

Recommendations:

Reassign the Police Officer and PASS assigned to the EAP (Employee Assistance Program) in the Family Services Division to the Personnel Division.

13. FORENSICS EVIDENCE DIVISION

The Forensics Evidence Division is responsible has two distinct sets of responsibilities:

- **Criminalists:** Field evidence collection and forensics relating to crime scenes and development of crime scene data (principally finger prints and photographs) in the Lab at Portland Police Bureau's Headquarters; and
- **Identification:** Services relating to booking at the Multnomah County Detention Center.

This section describes and evaluates these two sets of roles for the City as well as for Multnomah County as it relates to the Detention Center.

(1) Criminalists

Criminalists in the Portland Police Bureau perform field evidence collection roles (e.g., crime scene processing and reconstructions, processing fingerprints and photography). Crime scene capabilities also include DNA collection, drug ID and rape kits. Formerly a 24/7 unit, this unit now covers 22 hours per day (does not cover between 4:00 a.m. and 6:00 a.m.), but seven days per week. Staff are called out on all major person crimes and residential burglaries.

Staff perform other roles which are not common for units of this type. For example, staff provide burglary prevention talks for citizens; a Home Security Specialist provides lock installation services for senior victims.

The Criminalists Unit is staffed by a Sergeant and fifteen (15) Identification Technicians who are themselves classified as Detectives, which in Portland are compensated at the level of Sergeants. Other staff include two (2) Photo Reproduction Specialists and a Home Security Specialists, who are all civilian positions.

In 2013, Criminalists handled the following major workloads:

- Responded to 3,874 calls for service in 2013 – almost 11 each day.
- Processed 639 latent prints of value in 2013 and 130 palm prints of which 256 latent fingerprints led to identification (33%).
- The photo lab processed over 2,200 requests in 2013 (with 907 requested from the District Attorney and 211 from other sources). Photo specialists also responded in the field 229 times in 2013.
- 237 lock replacement / installations and other services were provided to seniors in 2013 by the Home Security Specialist, about one each work day.

The Criminalists meet several “best practices” relating to these services, including the following:

- Criminalists measure, monitor and report many performance measures on its output and outcomes of work performed.
- Staff are available 22 hours per day which minimizes overtime call outs. However, if and as needed staff are available for major crime scenes.

In spite of these significant positive attributes, the project team evaluated several issues during the course of this study. These are described in the following subsections.

(1.1) Civilianization of Criminalists

In the Portland Police Bureau, Criminalists are sworn, even senior personnel – equivalent to the rank of Sergeants. This field is becoming rapidly civilianized around the country; the role is increasingly being given to “civilians” with scientific, rather than law enforcement, expertise. Comparatively, civilian criminalists go by many names, including crime scene investigators, evidence technicians, crime scene technicians, forensic investigators, crime scene analysts, criminalistics officers, and more. The American Academy of Forensic Sciences supports this industry as a multi-disciplinary professional organization providing leadership, training, standards, and policies to advance science and its application to the legal system.

Around the country, civilianization of field evidence staff is becoming common, even in larger agencies, as the following list attests:

Aurora, CO	Los Angeles, CA	Miami, FL
Austin, TX	Louisville, KY	Philadelphia, PA
Dallas, TX	Mesa, AZ	San Antonio, TX

Typical experience includes an Associates or Bachelor's degree in forensic science or comparable physical science with specialized post degree experience and training in forensics. Certifications are also available through professional organizations such as the American Academy of Forensic Sciences and many community colleges around the country. Typical compensation for civilianized forensic specialists is in the \$40,000-\$60,000 range without public safety fringe benefits, or about two-thirds the compensation of a sergeant-level staff position.

Civilianization of field evidence collection staff, criminalists, is a viable alternative to the current approach in Portland. Civilianization has the potential for significant savings of up to \$400,000 per year at current staffing levels without loss of professionalism as has been demonstrated in many agencies around the country.

Recommendation: Civilianize Criminalists in the Portland Police Bureau. This is a collective bargaining issue, but because of the prevalence of civilian criminalists in large agencies across the country, this should be considered.

(1.2) Evidence Collection by Field Units

At current response levels, Criminalists in Portland are relatively highly utilized when both response and post response workloads are considered. Moreover, Portland has a relatively high level of matches of prints to individuals.

However, many responses are not warranted based on the assessment of evidence by field patrol personnel. In many situations, victims receive a false sense of solvability of their crime based on the response of field evidence collectors. The

Operations Branch together with the Forensics Evidence Section should strengthen controls over response policies to reduce unnecessary responses by specialist units. Over time, this could reduce the need for field evidence staff.

Another strategy would be to equip field staff with digital cameras and print kits.

Recommendation: Take steps to reduce call outs through policy and equipping field patrol staff with elementary evidence collection tools and training.

(2) Identification

The Identification Unit is comprised of non-sworn staff working 24 hours 7 days a week in the Multnomah County Detention Center printing and identifying arrestees being booked. Staff also work in the ID Office in the Portland Police Bureau's headquarters managing identification records. Staff process prints in the automated print database, IBIS and work with outside agencies that also have access to the IBIS system. Staff also process juvenile holds, including taking photos, who are either released or transferred to the Juvenile Corrections Center. Finally, Identification staff also process internal and other agency (e.g., BOEC) employment applications and background requests,

Recent workloads for the Identification Unit include the following:

- Processed over 38,000 bookings at the Multnomah County Detention Center in 2013 (22,865 were Portland's own bookings).
- Processed 444 applicant prints and searches in 2013 for background investigations and others (e.g., BOEC, DA's Office).

Through an inter-local agreement with the Multnomah County Sheriff's Office the County reimburses the City for the equivalent of 2.7 FTE Identification staff. This roughly corresponds to the proportion of identification processes associated with

booking or other processes by County agencies (with over 60% of the processes the responsibility of the City of Portland).

Recommendation: The agreement between the City and the County is dated 2001. It should be updated and evaluated every year for purposes of cost allocation among agencies requiring identification services associated with booking or other processes.

12. ANALYSIS OF THE TACTICAL OPERATIONS DIVISION.

The Tactical Operations Division managed by a Captain, who oversees two (2) Lieutenants and one (1) Sergeant. This Division consists of a Crisis Negotiation Team (CNT), Special Emergency Reaction Team (SERT), Explosive Device Disposal Unit, Air Support Unit, Gang Enforcement Team (GET) and Gun Task Force. The Division also interacts with the Metro Gang Task Force, which has one (1) Lieutenant, one (1) Sergeant and one (1) Officer detached from the Bureau working in the Task Force.

Analysis of the Division is based on staff interviews, collection of data for specific section operations, comparative diagnostic evaluation of services, and information abstracted from data collected in the conduct of the study.

(1) Analysis of the Special Emergency Reaction Team.

This section presents the project team's analysis of the operations of the Special Emergency Reaction Team (SERT). The SERT is currently staffed with two (2) full-time Sergeants. The remaining members of the Team are detached and work in other areas to the PPB, these include 24 operators, 15 fire medics, four (4) K-9 officers and five (5) intelligence officers. All team members are subject to call-outs 24 hours a day. Duties related to the SERT include:

- High Risk Arrests and Search Warrants - Unit members serve high-risk search and arrest warrants for other units within the PPB and outside agencies (A.T.F.,

F.B.I., U. S. Marshall's Office, etc.) for suspects that are known to be violent or have a tendency to flee.

- Dignitary Protection Services

(1.1) SERT Team Members are Pulled From Their Regular Duties to Train, Develop Mission Plans and Conduct Operations.

In the current approach to staffing SERT, the two (2) Sergeants each oversee a team of 12 detached officers and develop the training schedule, find training locations, maintain training records and conduct post incident analysis and team debriefing. When a high-risk warrant or other mission is assigned to the Team, a minimum of four (4) officers will be pulled from their regular duties to develop the mission plan. Then based on the complexity of the mission and required personnel, additional Team members are requested to conduct the mission. During 2013, SERT averaged 1.3 activations per week. This number could increase if the Team was utilized to assist GET and DVD in the execution of their warrants.

Members of SERT are required to attend 500 hours of training annually, requiring them to be away from their primary assignment to attend training drills. The focus of the training drills is to ensure proficiency of team members to best practices and to develop the skills required to resolve incidents in a negotiated fashion whenever possible. This approach is a positive one as it reduces the liability on the PPB when force is required.

The schedule for the Sergeants is normally four, ten-hour days with either a Monday-Thursday or Tuesday-Friday schedule. Hours of the units are frequently adjusted to meet agency needs and the mission schedules.

(1.2) The Establishment of a Full-Time Specialized Emergency Response Team Would Benefit PPB.

With the current focus on decreasing the use of force in the PPB, the establishment of a full-time SERT team would be a positive step in ensuring warrants are served using the minimal amount of force necessary. Having a core team available to plan and execute basic warrants would also lessen the impact on other operational units in the PPB, which are called upon on a weekly basis to provide personnel to plan and conduct SERT missions. Currently, to limit the impact on SERT having to call-out members, the Gang Enforcement Team and Drug and Vice Division are serving their own search and arrest warrants. The establishment of a full-time team would ensure these missions could also be conducted by SERT and therefore improve the consistency of high-risk warrant service in the PPB.

The SERT should continue to utilize detached personnel to staff the team during vacancies and large missions. As the major focus of this Team is to provide operational support to the Operations Branch, SERT should be redeployed to be part of the Operations Branch.

Recommendations:

Assign one (1) Sergeant and six (6) Officers and one (1) Medic on a full-time basis to SERT to allow immediate planning and response capabilities.

Staff SERT with two (2) detached Sergeants, 18 officers and 14 medics to be available as needed to fill vacancies and to execute large missions.

Once a full-time Team is created, begin coordinating with GET and DVD for the execution of their high-risk warrants.

Redeploy SERT to become part of the Operations Branch.

(2) The Performance of the Gun Task Force Should be Tracked and Monitored.

The Gun Task Force was with the main objective of attacking illegal firearms supply channels through enhanced investigation and prosecution activities. The Unit targets felony gun possession and ex-convicts possessing firearms. This mission is accomplished through the use of informants and the operation of tip line for the public to call in information related to the illegal guns in the City. The Unit also oversees the “Touch DNA” program to determine if DNA evidence can be obtained from weapons used during criminal acts. The Unit is on call 24 hours per day to respond to any gun related issues.

There are currently no reporting or performance requirements established for the Gun Task Force. As their work is proactive in nature, the development of performance measures and reporting requirements should be established to allow the PPB to evaluate the effectiveness and continued need for the Task Force.

Recommendation: Although proactive in nature, the PPB should develop performance measures and reporting requirements to track the effectiveness of the Gun Task Force and ensure the Task Force needs to continue in the future.

(3) Air Support Unit.

This section deals with the Air Support Unit of the PPB. The Unit was established in 1990 and provides fixed wing air support to all units within the PPB. The Unit is also available to provide service to surrounding agencies on a limited basis for law enforcement, search and rescue and fire support. The Air Support Unit (ASU) is staffed with five (5) detached pilots and 14 detached flight observers. Four (4) of the pilots are PPB employees and one (1) works for Clark County.

In 2013 the ASU flew 171 missions, totaling 487 hours. The goal of the ASU is to respond to deploy the aircraft and be on scene within one hour of the request to deploy. In addition, the ASU is scheduled to provide air support dignitary visits and crowd control situations.

The primary function of the Air Support Unit is to provide support for the Operations Branch it should be redeployed to become part of the Operations Branch.

Recommendation: Redeploy the ASU to become part of the Operations Branch.

(4) Crisis Negotiation Team.

The Crisis Negotiation Team (CNT) is staffed with one (1) full-time Sergeant. There are 23 additional detached members authorized for the team. This includes:

- Two (2) Lieutenants (Team Commanders)
- Two (2) Sergeants
- 14 Negotiators
- Three (3) Technical Officers
- Two (2) Mental Health Advisors

The team maintains an on-call assignment, which has half the team on-call at all times. Typically the CNT responds to approximately 30 incidents per year. The Sergeant responds to all CNT activations and teaches courses related to dealing with people in crisis, in addition to serving as the central point of contact for the Team, ensuring the operational readiness of the van and equipment used by the CNT and administering two intelligence databases used to conduct intelligence for CNT and SERT missions.

Due to the low frequency of events requiring the activation of the team, all negotiators and Sergeants work the suicide hotline four hours each month to keep their skills up. The team also trains eight hours per month with an additional three-day (24 hour) drill conducted each September.

Recommendation: The current approach to provide Crisis Intervention services in Portland is working well. The PPB should continue to staff and operate the CNT, as it currently exists.

3. ANALYSIS OF THE SERVICES BRANCH

This chapter is focused on the many administrative and other forms of support in the Services Branch of the Portland Police Bureau. These functions include – the Fiscal Division (finance, payroll, inventory, alarms program, facilities and fleet), the Personnel Division (recruitments and background investigations, personnel support), the Records Division, the Information Technology Division, the Strategic Services Division (Police Reform/DOJ compliance, Emergency Management, Statistical Analysis and Crime Analysis), the Professional Standards Division (internal affairs and inspections) and the Training Division (academy, field and in service training).

In this chapter of the report, the project team assesses one function organized in the Office of the Chief – the Communications Unit. This is because it is largely an “administrative” function.

1. FISCAL DIVISION

This section provides the following information regarding the Fiscal Division: A Division Overview, Staffing Analysis and Recommendations, and Best Management Practice Findings and Recommendations.

(1) Fiscal Division Overview

The Fiscal Division exists is to ensure effective management of the Bureau’s financial and physical resources. The Division carries out typical finance functions such as accounting, budgeting, financial analysis, timekeeping and payroll, grants management, asset management, procurement, and contracts. The Bureau has an annual operating budget of \$175,000,000 and 1,171 full time equivalent employees.

Portland citywide bureaus exist for Budget, Finance, Procurement, Facilities, and Fleet. Fiscal Division staff are not employees of the citywide Bureaus; instead they are employees of the Police Bureau. The uniqueness of police operations necessitates dedicated fiscal staff. The operations of the Fiscal Division must dovetail with citywide systems and practices.

The PPB Fiscal Division consists of the following units:

- **Fiscal Management:** Responsible for facilitating effective use of the Bureau's financial and physical resources including budget development and compliance, accounting, payroll, grant administration, purchasing, alarms management, and asset management.
- **Alarms Program:** Administers the program that requires any Portland business or residence with a security alarm to obtain an alarm permit.
- **Business Operations:** Conducts day to day activities of budgeting, accounting, financial reporting, financial analysis, grant administration, ordinance preparation, as well as purchasing and contracts.
- **Management Services for Facilities, Fleet, Quartermaster:** Purchases, maintains, and accounts for facility, fleet, and police equipment.
- **Payroll:** Pays Bureau employees according to hours worked consistent with police labor contracts and city compensation plans.
- **Portland Police Association:** The positions of President and Secretary/Treasurer of the Portland Police Association are included in this division for accounting purposes, but do not report to the Fiscal Manager.

The August, 2014 staffing allocation for the Fiscal Division is summarized in the following table:

Unit	Admin (Title/#)	
Fiscal Management	Sr. Business Operations Manager	1
	Financial Analyst, Principal	1
	Business Operations Manager	1
	Sr. PASS	1
	Sr. Business Systems Analyst	1
Alarms Program	Alarm Program Coordinator	1
	Customer Accounts Specialist I	1
	Police Administrative Support Specialist	1
Business Operations	Accountant 1	2
	Financial Analyst, Assistant	1
	Management Analyst	2
	Management Assistant	2
Management Svcs.		
Fleet	Officer[s]	1
Quartermaster	Management Analyst	1
Facilities	Management Analyst	1
Payroll	Accountant I	4
	Accountant II	1
Portland Police Association	President*	1
	Secretary/Treasurer*	1
Total FTEs		25

(2) Staffing Analysis

This section contains the project team's staffing analysis and recommendations for the Fiscal Division.

(2.1) Civilianize the Fleet Coordinator Position

All Fiscal Division positions are civilian except for the full-time Fleet Management Services analyst (not including Portland Police Association positions placed within Fiscal for reporting purposes). This staffing study examined areas in which the Bureau could civilianize positions where the use of a sworn officer is not required to effectively perform the duties associated with that function. The primary function of the Fleet Analyst position is administrative in nature, involving asset tracking and management. With the imminent retirement of the current fleet coordinator, a sworn officer, the next Division hire for this position should be an individual who has expertise in police vehicle

requirements, selection, procurement, outfitting, and maintenance, as well as expertise in asset management and tracking.

During this assessment, the Fiscal Division was not able to provide essential management information for the Bureau's fleet assets, including an accurate inventory (essential for proper billing), fleet service availability, safety records, and fleet cost-effectiveness analysis. Employment of an experienced civilian fleet coordinator capable of effectively soliciting and applying input from sworn officers could reduce overall program costs, meet officers' needs, and ensure effective program administration. Employment of an individual with this expertise would ensure continued customer satisfaction as well as improve overall program administration and cost-effectiveness. It would help to ensure consistent oversight of important Bureau assets.

Recommendation: For the next fleet coordinator hire, the Fiscal Division should fill the position with a civilian individual who is skilled in both the vehicle and administrative aspects of the job to ensure customer satisfaction, as well as implementation of essential asset management practices.

(2.2) Implement Essential Facilities Asset Management Practices

The Fiscal Division was not able to demonstrate that the following essential management practices for the Bureau's facility assets are in place: regular inspections of facilities and equipment to track inventory and identify maintenance needs, preventive maintenance, facility cost-comparisons, long-range capital planning that reflects the life-cycle costs of equipment and facilities, full utilization of the annual capital maintenance budget, use of technology to manage facility assets/schedules/projects, and effective management of communications equipment and key controls. The Division also appears to have emphasized major capital projects and maintenance at the expense of preventive and life-cycle maintenance.

Recommendation: The Fiscal Division should implement essential facilities asset management practices.

(2.3) Implement Essential Facilities Asset Management Practices

Training for personnel to pursue grant income opportunities is limited. Although grant resources are scarce in some areas, funding is increasingly available in others. Because grant income has the potential to cover Bureau expenses in high priority areas, such as emergency preparedness, grant training for targeted personnel could secure critical additional revenue for the Bureau. Grant income should more than offset Bureau support for the grant position. Existing grant personnel would continue to focus on grant compliance and administration.

Recommendation: The PPB should test the viability of adding a part-time FTE to work with PPB personnel to secure desirable grant income. Grant income should more than offset Bureau support for the grant position.

(3) Management

The project team conducted interviews with Fiscal Division staff to assess current operations. This section highlights observed areas of excellence and concern.

(3.1) Areas of Excellence

To improve its overall contribution to the Bureau, the Fiscal Division has successfully implemented critical financial system upgrades over the past few years. Through extensive knowledge of SAP and Bureau labor contracts Fiscal payroll staff are able to optimize Bureau payroll timeliness and accuracy. The Alarms Program administered in the Fiscal Division has achieved a multiple year decline in false alarms. The program also collects sufficient fees to cover the cost of program staff and officer alarm response expenses.

(3.2) 2015-2020 PPB Strategic Plan

The Bureau's last strategic plan was adopted in 2007. In addition, recent Bureau financial forecasts are only for two years. The purpose of a strategic plan is to allow the Bureau to respond to anticipated changes and to chart its course among several potential futures. In turn, a long term financial forecast aligns the organization's chosen direction with available and needed resources. The strategic plan, supported by the long term financial forecast, then becomes a critical means of communicating the agency's desired direction and the course it has charted to get there.

Beginning in January 2015, the Bureau plans to develop a 2015-2020 strategic plan with fiscal staff leading the effort. In light of the fiscal division's limited experience in strategic planning, the project team recommends that the Bureau contract with an experienced strategic planning expert for the plan. Fiscal could facilitate the contract, prepare a supporting long term ten-year financial forecast for the plan, and integrate the strategic plan into the overall budgets and operating plans of the Bureau.

Recommendation: The PPB should contract with an experienced strategic planning expert for its 2015-2020 strategic plan. Fiscal should prepare a supporting long term ten year financial forecast and develop supporting budget and other financial plans.

2. RECORDS DIVISION

This section provides the following information regarding the Records Division: A Division Overview, Staffing Analysis and Recommendations, and Best Management Practice Findings and Recommendations.

(1) Records Division Overview

The Records Division is a 24/7, 365 days a year service center that exists for two purposes. First, 40% of the division's efforts involve creating and managing an official electronic data record of all Portland police officer crime reports. The division receives an average of 460 police reports each day. Upon receiving the crime reports, specialists validate report information and align it with legal requirements specified in a multitude of Bureau policies and local, state, and national laws.

The other 60% of the division's work involves releasing crime record information to Bureau personnel, other law enforcement jurisdictions and the public as allowed by law. The division receives an average of 46 public records requests each day. The division responds to records requests from a wide array of customers (police officers investigating a crime, prosecutors, defense attorneys, drivers with towed vehicles, probation and parole officers, Bureau crime analysts, insurance companies, potential employers, other law enforcement agencies, the media, etc.). Records information is also used extensively by many other entities to report on city, state, regional, and national crime.

The Records Division reports to the Bureau's Services Branch director, is managed by a police captain, employs 64 civilian staff, and is housed almost entirely in a portion of the eleventh floor of the downtown Portland Police Bureau building (the Justice Center). The division operates three shifts: day (50% of total FTE), afternoon (30%), and evening (20%).

Currently the division maintains all police report data in the Portland Police Data System (PPDS). The Bureau plans to go live to a comprehensive new Regional Justice

Information Network Records Management System (RegJIN RMS) in April, 2015. The new system is regional in scope and will share information with potentially over 40 law enforcement agencies that operate within the Portland metropolitan area. As part of this transition, Division staff will ensure that records comply with the new National Incident Based Reporting (NIBR) instead of old Uniform Crime Reporting (UCR) requirements.

The Records Division consists of the following units:

- **Supervisory Staff:** The division's captain and three shift supervisors ensure timely and legal access to accurate police record information, maintain a full contingent of trained employees, organize division work, provide policies and processes for division operations, ensure adequate information systems, respond to stakeholder and customer concerns, and continuously improve division deliverables.
- **Training Coordinators:** Nine training coordinators (covering three different shifts) provide extensive one-on-one desk training to new records specialist hires. No class training is provided. It takes nine months to train specialists in all fundamentals.
- **Records Specialists and Senior PASS:** 40% of specialist work involves processing police officer reports (digital or paper) into the division's records management system; most data elements in a police report are subject to editing, coding, and validation. The other 60% of specialist work involves providing records data to a huge array of customers. Records specialists are the public's access point for crime incident report information. Specialists must be able to use many data systems to access public records: DIMS, PPDS, TRIM MuSWIS, LEDS, NCIC, etc.
- **Management Analyst:** Supplies division operational and performance data including monthly and ad hoc reports, interprets PPDS data, keeps current with legal changes affecting division data systems, makes major and minor changes and corrections to both manual and digital division systems. Also manages new employee hiring processes, sealed records, records archival, training billing, and selected division expenditures.
- **Senior Program Specialist:** Provides technology and training support for division information systems including PPDS/RegJIN, Kofax, and TRIM. Makes major and minor changes to manual and digital divisions systems to ensure accuracy, assists with system updates and data collection requests. Also develops and supports other systems applications in the Bureau.

The August, 2014 staffing allocation for the Records Division is summarized in the following table:

Unit	Admin (Title / #)	
Records Division	Captain*	1
	Management Analyst	1
	Sr. PASS	1
	Sr. Police Program Specialist	1
	Police Records Specialist	49
	Police Records Supervisor	3
	Police Records Training Coordinator	9
Total FTEs		65**

*Sworn Position

** 65 positions are authorized for the Records Division in the 2014-2015 budget. However, three (3) FTEs are spending almost fulltime on RegJIN (Sr. Police Program Specialist, Management Analyst, and Police Records Training Coordinator) leaving an actual FTE force of 62.

(2) Staffing Analysis

This section contains the project team's staffing analysis and recommendations for the Records Division.

(2.1) Civilianize Division Manager Position

All Records Division positions are civilian except for the manager of the division who is a police captain. This staffing study recommends the Bureau civilianize positions where the use of a sworn officer is not required to effectively perform the duties. The primary function of the Records Division manager is administrative in nature, requiring a triple expertise in public administration, 24/7 crime records management, and customer service. This situation also requires demonstrated expertise effecting organizational turnarounds.

The Records Division is not meeting critical needs of the Bureau. At present, it takes an average of 21 days to process a crime report into the records management system, and six weeks to respond to a public information request. National benchmarks

for these deliverables are 24 hours. Delay in Records means delay in every subsequent aspect of the public safety and criminal justice system.

In addition to these fundamental performance expectations, there are multiple signs that more effective management is needed: multiple authorized staff positions have remained open for months or longer, an implementation plan for the new RegJIN RMS system does not exist, and the Division does not have a strategic plan, manage for results, assess customer and stakeholder satisfaction, employ continuous improvement methods, or implement other essential management strategies.

The Division's turnover of captains has certainly contributed to this problem (records has had six sworn captains in charge of the division during the past five years). The division is not on course and requires an administrator with the knowledge and expertise in public administration and 24/7 records management to address the scope of the current problems. This is especially urgent given the imminent implementation of RegJIN RMS.

Recommendation: The PPB should civilianize the Records Division Manager position with a professional administrative manager with current expertise in 24/7 public safety records management, and with change management and customer service expertise. Hire with an expectation to stay at least a four to five year tenure.

(2.2) Determine Budget Source for RegJIN RMS Project Positions

Since the summer of 2013 2.8 FTE from the Records Division have been deployed to implement RegJIN RMS. No one was hired to backfill the Records Division positions. In addition, the Records Division budget continued to pay for the redeployed positions. This effectively reduced the Records Division staffing by 2.8 FTE, or almost 5%. This, in a division that had seen staff reductions for several years running. One of

these 2.8 FTE is expected to continue permanently as a member of the RegJIN RMS Project Team post go-live. The Records Division budget should not continue to pay for this position.

Recommendation: The PPB should determine the proper budget source for the one Records Division FTE that will be permanently redeployed to the RegJIN RMS project after go-live.

(2.3) Full Division Staffing Assessment in One Year

A variety of circumstances make it virtually impossible to assess the staffing needs of the Records Division at this time: an implementation plan for the new RegJIN RMS system has not been prepared, changes in work processes and tasks under the new systems have not been identified, division staffing levels have been under authorized budget levels for some time, and staff turnover is high requiring extensive hours for training, and so forth.

The project team recommends an analysis of appropriate staffing needs of the Records Division one year from the date a professional records administrator is hired, or from the RegJIN RMS April 2015 go-live date – whichever is later. It will take an experienced manager time to assess the situation, understand the new systems requirements as well as staff interests and capabilities, determine appropriate staff deployment, implement and test process changes, set customer service standards, among many other tasks. The new information systems will take away some tasks and add others. It will also take time to learn the new systems and address kinks.

Recommendation: The Records Division should conduct a full staffing assessment one year from the hiring of a professional administrator or the April, 2015 RegJIN/RMS go live date, whichever is later.

(3) Management

The project team conducted interviews with Records Division staff to assess current operations. This section highlights areas of excellence and as well as areas of concern.

(3.1) Areas of Excellence

The Bureau is scheduled to go-live April 2015 with a new and up-to-date records management system (RMS). The Records Division places a high priority on record accuracy. All staff meet LED and UCR certification requirements and the division recently passed a LED audit. The Division recovers the actual cost of providing copies of public records and tow releases and updates its fee schedule regularly. The greatest number of staff are deployed during day shift to meet the highest demand time for customer service.

(3.2) Prepare a Division RegJIN RMS Implementation Plan Immediately

April 2015 is the go-live date for RegJIN RMS. As mentioned previously, although three of the Records Division FTE were redeployed by the Bureau almost fulltime to the RegJIN RMS project, the Records Division as of August 2014 does not have a RegJIN RMS implementation plan in place for the division. RegJIN RMS training for division personnel is scheduled for November 2014 and March 2015.

A new information system can be expected to affect every aspect of Records operations. It will change work processes and task assignments for all Division personnel. It will also change handoffs within the Bureau, and because it is a regional program, it will affect working arrangements with the forty RegJIN RMS participating jurisdictions who will be using the system and system data. The Portland Police Bureau,

as the largest participating jurisdiction, will be expected to lead the way for other smaller records departments.

Of greatest concern, the top four Records Division managers have had little influence on the development of the new system which is vital for their work.

Recommendation: The PPB should require the RegJIN project team to work with Records Division leadership to immediately develop a division-specific RegJIN RMS implementation plan that will equip the division to effectively implement RegJIN RMS when it goes live April 2015.

(3.3) Institute Customer Service Standards and Measures

While the Division places a high emphasis on data accuracy, it lacks a strong view of itself as a customer service organization. The Division should clearly identify its deliverables, its customers, their expectations, and division service delivery standards. And the division should report its performance against those standards. 60% of the Division's work is providing crime information to the public. The other 40% is processing crime records so they will be useable, timely and accurate for a variety of customers. The Division is all about serving customers.

Recommendation: As part of the Division's RegJIN RMS implementation plan the Division should identify core deliverables and customers and establish preliminary customer service standards and measurement plans. A more thorough update should occur after RegJIN RMS is implemented.

(3.4) Institute Work Process Management Methods

The RegJIN RMS project team indicates they have developed pre and post RegJIN RMS Records Division work process maps. These will be extremely helpful in developing the Records Division RegJIN RMS implementation plan. As the Records Division moves forward, the Division should maintain current process maps and use

them as training tools. The Division should also develop a capability of using work process improvement methods to continuously improve work processes.

Recommendation: As part of the RegJIN RMS Implementation plan the Records Division should develop up to date process maps, use them for training, keep them current, and institute work process continuous improvement methods.

(3.5) Modify the Scope of Division Positions

As currently approached, a new records specialist must receive nine full months of one-on-one training by a Records Division training coordinator to know the minimum requirements of the records specialist position. This situation occurs because all 49 records specialists on all three shifts are expected to be able to perform any records specialist duty in the Division. This approach to job assignments requires massive training before a specialist is proficient in the basics. At present over one-third of division staff are either providing training or being trained and the minimum training period is nine months (nine (9) records specialists and nine (9) training coordinators). Current job configuration also gives staff little ownership of the results of a given work product and encourages errors and poor performance.

The Division should examine opportunities to change the scope of division positions under RegJIN RMS so that smaller groups of staff can take responsibility for finite deliverables and customers. This approach would also reduce the training period for new specialists from nine months to something less, and offer diverse and advancement opportunities within a large division.

Recommendation: As part of the RegJIN RMS implementation plan redefine Division positions to create smaller staffing units with responsibility for finite Division deliverables and customers, clear work process handoffs, and reduced training startup periods.

(3.6) Lengthy Hiring Process Exacerbates Division Backlogs

The Records Division has experienced regular reductions in staff for several years running. Even in the face of this situation the Division has been unable to fill authorized positions. In 2013-2014, the Division averaged five vacancies for authorized positions, and presently has nine. A full staffing contingent is required to process an average of 460 crime reports and 46 public records requests each day. When staff is not in place, work backs up. Crime reports and public information request backlogs have been steadily increasing for months. (RegJIN RMS training will further increase these backlogs.) Records delays then have a ripple effective on Bureau investigations and other subsequent aspects of the criminal justice process. At present, temporary staff cannot be hired to address backlogs because of the very high training requirements for records specialists.

Most organizations when given the opportunity to hire people do so. Especially organizations that have backlogged work. Two factors have severely impacted the Division's ability to fill available positions are: 1) A recent citywide hiring freeze, and 2) Bureau policy that prohibits advertising positions until they are vacant. The Division, along with the rest of the city, was unable to hire for a long period due to a citywide hiring freeze. That freeze is now lifted. More significantly, for some time now, it has taken a full year or more from the time Records requests a new hire to fill the position. Given the number of open positions and predictable turnovers in the Division, Records requires a steady supply of potential new hires to meet its staffing needs. A Bureau hiring policy that would allow continuous open posting of Records positions would provide a steady source of potential applicants for the Division.

Recommendation: The PPB should modify its hiring processes to ensure a ready pipeline for Records Division vacancies.

(3.7) Police Report Quality

Records managers report that a large percent of crime reports received from officers are inaccurate and incomplete. As a result, they take significantly more time for the Records Division to process. In these situations records specialists must take extra time to validate names, identify correct addresses, verify vehicle ownership, classify information, confirm business names, etc. Some degree of this is to be expected, but the quantity of reports that are incomplete and inaccurate is reported to be significant.

Recommendation: The Records Division should quantify the greatest sources of crime report inaccuracy and work with patrol managers to continuously improve officer report accuracy. The Bureau should also reinforce quality expectations for police reports as needed.

3. STRATEGIC SERVICES DIVISION

The Strategic Services Division is responsible for a wide range of functions that affect virtually every area of the Police Bureau. Although a significant portion of the Division's workload focuses on maintaining the accuracy and quality of the data collected by the Bureau, it is also responsible for a number of other roles, serving both internal and external customers. In cooperation with Information Technology, staff assigned to the Strategic Services Division perform vehicle equipment installations and updates as part of the RegJIN project implementation. Additionally, the Division is the primary point of contact for statistical information requests for both civilian and intergovernmental customers. Other roles performed by the Division include sitting on intergovernmental data maintenance boards, participating in and conducting

comparative surveys with other law enforcement agencies, and producing regular statistical reports, among others.

The findings of the recent U.S. Department of Justice report on the Portland Police Bureau have changed the work of the Division more significantly than many other areas of the organization. The Bureau must now maintain and report more detailed statistics across a number of police activity, with a strengthened focus being placed on community engagement and problem-oriented policing. The workload added by these requirements results in a significant net increase in the number of tasks that must be regularly performed by the Division's staff. In order to be able to achieve these directives, in addition to maintaining the level of service currently being provided by the Division, additional staffing resources are necessary.

Recommendation: Allocate two (2) additional full-time civilian Crime Analyst positions to the Strategic Services Division, tasked with completing the additional reporting and analytical requirements mandated by the recent U.S. Department of Justice report.

Given the wide range of work products completed by the Strategic Services Division, it is particularly important for their workload to be managed and prioritized in an efficient manner. The Division has been effective in this regard, primarily through the specialization of the roles of staff assigned.

Additionally, as a result of the evolving workload of the Division, and in part due to the DOJ-mandated reporting requirements – as well as the Division's involvement in the RegJIN project – it is important for supervisory and management staff to coordinate and plan for the future. Because the RegJIN system will likely expand the capabilities of the Division to gather data and conduct research, prioritization of the Division's various work areas take into account its long-term objectives and service level expectations.

Recommendation: Create a strategic action plan that outlines the core services, long-term objectives, and priorities of the Strategic Services Division following the full implementation of the RegJIN project.

(1) Crime Analysis

Crime Analysis is responsible for developing analytical products for all levels of the Bureau's organization, providing enhanced insight into patterns of crime and disorder within the City. The resources produced by the unit enable crime prevention and field deployment strategies to be planned more effectively through the use of evidence-based, targeted approaches. Other responsibilities of the Unit include the participation and facilitation of research projects in cooperation with external organizations, in addition to internally developed long-form reports that focus extensively on specific issues and topics.

Staff assigned to the Strategic Services Division maintain a high level of technical expertise, with cross-training being facilitated through the co-location of staff at the Bureau headquarters. While this somewhat recent move has improved issues relating to expertise silos among staff, significant gaps in knowledge and proficiency remain for a number of analytical applications. For instance, only a few analysts have achieved an adept level of proficiency with the core analytical tool SPSS. There are also not enough ArcGIS software licenses for all analysts to be able to use the program. Given the central importance of geographic analysis to the Bureau, it is essential that there are sufficient ArcGIS licenses for all crime analysts to have access to the program.

Recommendation: Purchase additional ArcGIS licenses in order to enable access to the program for all crime analysts, and ensure that staff have received adequate training to be able to produce all core analytical products that involve geospatial analysis.

A significant portion of the work completed by crime analysts is made up of

analytical products that are requested as needed by precinct command staff and the Gang Enforcement Team. These work products vary significantly in both analytical approach, as well as the workload required for the request to be completed. Each crime analyst is matched with a precinct, providing a single point of contact for precinct command staff to request analytical products. As a result of this practice, developing an existing working relationship between precinct command staff and crime analysis personnel is a clear benefit – without sacrificing the advantages gained through the co-location analyst staff. For an agency the size of the Portland Police Bureau, this is an effective organization of these services, particularly due to the facilitation of cross-training through the co-location of staff.

However, it is clear that given existing staffing levels, the emphasis placed on maintaining the high level of service to the precincts has overshadowed the other analytical products that Crime Analysis has traditionally been responsible for. This is evidenced by the fact that the unit no longer produces hot spot analysis reports, or any other regular analytical products designed for field personnel. Overall, the workload of Crime Analysis has shifted towards a request-driven model, as external demands have in many ways prevented staff from focusing on intelligence-led analysis. Given that both types of crime analysis products are essential to the core objectives, it is important for staffing levels to reflect a realistic ability to provide these services. To accomplish this, an additional full-time civilian Crime Analyst position should be created. Unlike the Division's other crime analysts, the newly created position would not be matched with a specific precinct or unit, and instead focus on proactive, intelligence-led analytical products that are useful to patrol officers in the field, as well as to management staff.

Recommendations

Allocate one (1) additional full-time civilian Crime Analyst position. The newly created position should be primarily responsible for providing proactive, intelligence-led analytical products designed to improve the effectiveness of patrol unit proactivity.

In coordination with management staff, the Strategic Services Division should develop a strategic plan that outlines the specific objectives and overall mission moving forward, identifying priorities within the various services provided by the unit.

(2) Directives Management Unit

The Directives Management Unit reports to the Strategic Services Division Captain. It is staffed with one (1) Senior Policy Analyst (Directives Manager) who is responsible for research and interpretation of policies that comply with laws, rules and orders, and federal mandates as well as best practices that meet national standards.

The Directives Manager is the primary source for policy and procedure management for the Portland Police Bureau. This is a Limited-Term Senior Management Analyst position. This position is funded by the Department of Justice.

The following points provide a summary of some of the strengths noted the Directives Manager's role:

- This position oversees more than 200 policies and directives that exist in the Bureau.
- 25 directives have been written for approval in the last two months, compared to 29 completed in the five years prior to the creation of this position.
- New procedures have been put in place to ensure proper feedback from employees regarding new policies and directives.

The creation of this position has allowed the Bureau to focus on the process of policy development so that it is credible and efficient and meets the required mandates of the DOJ.

Recommendation: Current staffing of this unit appears to be adequate. However, if the Unit acquires additional duties as mandated by the DOJ, staffing requirements should be revisited.

(3) Police Reform / DOJ Unit

The Police Reform / DOJ Unit reports to the Strategic Services Division Captain. It is staffed with one (1) Senior Policy Analyst, the Police Reform Manager, who identifies the responsibilities of each unit in the Bureau as required by the DOJ to ensure complete compliance with the settlement agreement.

The Police Reform Manager is not only responsible for collecting, analyzing, and reporting data that is pertinent to the DOJ Settlement Agreement, but also meets with affected units in the Bureau and various partners in the community. The manager is responsible for developing a Community Engagement Plan for the Bureau.

Recommendation: Current staffing of this unit appears to be adequate, however, if the unit acquires additional duties as mandated by the DOJ, staffing requirements should be revisited.

4. INFORMATION TECHNOLOGY DIVISION

Although the Information Technology Division is embedded within the Police Bureau, the Division is formally organized under the City of Portland's Bureau of Technology Services. ITD is subdivided into two functional areas comprising a total staffing allocation of 16.0 full-time positions. Among a number of other duties, the Network Operations component of the Division is responsible for supporting the technology needs of the Bureau and maintaining network infrastructure, as well as the upkeep and installation of all major hardware and software components used by the Bureau. Programming and Application Support staff are responsible for the remediation of information systems components to ensure compatibility and likability with the

RegJIN system, supporting the RegJIN training process as needed, in addition to various other duties. Additionally, the Division plays an important role in the intake and implementation of emerging technologies, and is often in the process of evaluating multiple products in order to choose the most effective option for the Bureau. The RegJIN project team is also formally organized under ITD, although unlike other staff within the Division, not all members of the RegJIN team are employees of the Portland Bureau of Technology Services.

The organizational model of embedding of the City's Information Technology staff within the Police Bureau itself has proved to be an effective method of providing IT services. To this point, there are compelling reasons to organize police information technology services separately from other municipal IT staff, as demonstrated by the City of Portland. Law enforcement agencies require more extensive network and technology infrastructure than other city agencies, given the logistical environment of police work, as well as the additional – and in many cases, legally mandated – security requirements that police agencies must follow. However, the arrangement is not without complications and inconveniences. Although the staff assigned to the Division work exclusively within the Police Bureau, the Division must also follow the policies and procedures of the Bureau of Technology Services. This causes some overlap in areas of responsibility, as evidenced by the change adaptation processes that ITD must follow. In addition to following the procedures of the Police Bureau, the Division must also present their proposals to the change review board of the Bureau of Technology Services.

Among the core functions provided by the Network Operations section of the

Division, which include the upkeep of the Bureau's network and the maintenance of information systems, ITD provides a high level of service and reliability. The Bureau's network, for instance, maintains an uptime of at least 99% – well above the industry benchmark. It is also worth noting that throughout the process of the study, including the employee survey conducted by the project team, the ability of the Division's staff to resolve help support tickets was largely not raised as an issue. Overall, as identified by the best management practices section of the report, the Division meets a number of the standards considered by the project team as essential for a police information technology service.

While ITD support staff are able to effectively handle help tickets from officers during their normal business hours, they have no capability of resolving problems after they leave work. Because many of the technical issues encountered by officers in the field are critical and time-sensitive, the mantle of responding to these tickets is placed upon the project officers within the Strategic Services Division's Statistical Analysis Unit. While this adds additional workload to SSD staff, the overall ticket resolution process is also altered. In the case of support tickets that are handled partially by a project officer outside of ITD's working hours, and are then completed by ITD staff the next day, the workload involved in understanding the nature of the issue – which may require additional communication with the writer of the ticket – has been duplicated, diminishing the quality of service experience by the ticket-writing customer.

Recommendation: Establish a rotating on-call system that enables help tickets to be resolved by Information Technology Division staff outside of normal business hours. The Division should be able to provide these services prior to the full implementation of the RegJIN project.

Given that the organization of the RegJIN project spans across multiple divisions

of the Police Bureau, in addition to a long list of partner agencies, it is essential for the roles and responsibilities of each team to be coordinated effectively for the project to remain on schedule. Following the start of the project's implementation phase, the Bureau has been able to put the necessary management personnel in place for this process to be facilitated. As a result, significant strides have been made in the organization of the various components and timelines involved in the project.

5. EMERGENCY MANAGEMENT

This section provides the following information regarding the Strategic Services Division – Emergency Management Unit: Unit Overview, Staffing Analysis and Recommendations, and Best Management Practice Findings and Recommendations.

(1) Emergency Management Unit Overview

The Emergency Management Unit reports to the Strategic Services Division Manager. This unit of almost two was established in 2004 or 2005 in response to the 2003 Directive No. 5 from the President of the United States establishing a National Incident Management System (NIMS). The NIMS gives first responder entities throughout the nation a template for responding across multiple jurisdictions to a natural or manmade emergency, thus the name, national incident management system. The most basic aim of NIMS is to give all jurisdictions a way to talk the same language and use the same protocols in an emergency.

The first purpose of the Bureau's EMU is to equip the Bureau to respond effectively using NIMS approaches. The second and equally important purpose of the EMU is to coordinate within the city and with regional partners to implement NIMS procedures across agencies.

The duties of the Emergency Management Unit include the following:

- Define and direct the mission and goals of the EMU.
- Equip the PPB to be NIMS compliant so that the Bureau is able to respond effectively to an emergency and qualify for federal grants for the EMU. Recruit and train PPB NIMS incident responders.
- Apply for grants to support the Bureau in a regional response.
- Be the Bureau's representative to and coordinate with state, local, and federal partners to develop multi-jurisdictional 24/7 NIMS capabilities.
- Be the Bureau's point of contact for other city bureaus and regional partners in a qualifying emergency.
- Upon request, lead the Bureau's NIMS response to a specific qualifying emergency in the City's Emergency Coordination Center.
- Oversee a mask fit-test for all Bureau personnel.
- Coordinate and staff community fairs related to emergency management.

The August, 2014 staffing allocation for the Emergency Management Unit is summarized in the following table:

Unit	Admin (Title/#)	
Emergency Management	Sergeant*	1
	Officer*	.5-.8**
Total FTEs		1.5 – 1.8**

*Sworn Position

**The EMU Officer is also a member of the Bureau's SWAT team.

(2) Staffing Analysis

This section contains the project team's staffing analysis and recommendations for the Emergency Management Unit.

(2.1) Adopt and Implement a NIMS Compliant PPB Emergency Management Directive.

The EMU has drafted a NIMS compliant directive outlining Bureau-wide emergency management policies, roles and procedures. As of August, 2014, the Bureau has yet to adopt a directive. In the event of a man-made or natural disaster automatic roles and NIMS-compliant procedures are not pre-specified or understood within the Bureau.

Recommendation: The PPB should adopt a NIMS compliant directive outlining Bureau-wide emergency management policies, roles, and procedures, and should activate changes needed to implement the directive.

(2.2) Establish 2020 Capability Targets and a Strategic Implementation Plan to Develop Bureau Emergency Response Capabilities.

The PPB's emergency response capability of the future can look like periodic coordinating meetings with other entities. Or, at the other extreme, the kind of multiple jurisdiction terrorist response seen in action in Boston in 2013; or, somewhere in between. In order to achieve the kind of emergency response capability the Bureau desires, it must be defined. As part of the PPB's 2015-2020 strategic planning effort, the EMU should present a range of emergency response capability options along with the advantages and disadvantages of each. With these options in view, the leaders of the Bureau can define the kind of emergency response capability it wants in place five years from now, or for example, when a major Oregon earthquake happens.

Recommendation: The EMU should offer the Bureau various NIMS capability alternatives for the future. As part of the PPB's 2015-2020 strategic plan, the PPB should define emergency response approaches and capabilities expected to be in place within the Bureau by 2020. The strategic plan should also specify implementation strategies and tasks.

(2.3) Assess Emergency Management Unit Staffing Needs In Support of the Adopted Bureau Directive and 2020 Strategic Targets.

Other than an authorized Sergeant and part-time Officer, the Unit does not have an operating budget to respond to a natural disaster, terrorist attack, or other regional public safety incident using 2004 “national incident management response” protocols is no small task. The work to be done must be defined, performed, and evaluated. The required tasks are extensive and include:

- Successful NIMS implementation strategies pursued by more experienced agencies must be researched. Bureau specific NIMS protocols and operating procedures, such as a Bureau directive and Bureau specific incident action plans, must be developed and communicated.
- The Bureau’s roles and procedures for carrying out a citywide evacuation must be defined.
- Precinct preparedness drills must be developed and implemented. Certifications must be obtained.
- Bureau incident response personnel must be recruited and trained to follow new multi-jurisdictional rules and use new terminology.
- Bureau and citywide public safety preparedness for emergency events must be developed. The City’s Disaster Policy Council, chaired by the Mayor and involving city business leaders, needs to be consulted. The Bureau’s Continuity of Operations plan must be updated.
- The Bureau’s approach to NIMS implementation must be coordinated with other City Bureaus and regional agencies.
- The Bureau must weigh in on the mass casualty and shelter plan under development by Multnomah County.
- Governing mechanisms for cross-Bureau and cross-agency decision making must be developed. Funds must be secured.
- Necessary equipment must be purchased.
- Cross-agency communications equipment and capabilities must be secured and tested.

- The Bureau's incident command plans at the City's Emergency Coordination Center need to be developed and adequately resourced. Input must be provided to the Center's logistics working group.
- Terrorist detection strategies need to be integrated into Bureau operations. Bureau command staff need to be on the same page to set priorities.

These tasks require more than 1 – 1.5 / 1.8 FTE and a non-existent operating budget. Major tasks of leadership, research, strategic planning, change management, internal communications, external communications, incident plans, recruitment, training exercises, equipment preparedness, citywide liaison, and regional liaison all require dedicated personnel.

Without an adopted NIMS compliant Bureau directive and clear response capability targets, it is difficult to assess the number and kind of personnel required. Once a directive has been adopted and 2020 incident response capability targets are identified, the Bureau should conduct a full staffing assessment for the Emergency Management Unit. The proper placement of the Unit with the Bureau's organizational structure should also be assessed.

Recommendation: After adopting a NIMS compliant Bureau directive and 2020 incident response capability targets the Bureau should conduct a full staffing assessment and identify an appropriate organizational reporting location for the Emergency Management Unit.

(3) Management

The EMU Sergeant serves as the Bureau's representative on the regional Emergency Management Steering Committee and also represents the Bureau in city-wide emergency preparedness efforts. EMU has worked with regional partners to share strategies and secure regional grants. The EMU also equipped and was in command of the Bureau's operations at the City's new Emergency Coordination Center during

Occupy Portland in 2011. The EMU has recruited and trained thirty NIMS emergency responders within the PPB and has carried out training exercises for this cadre. Rather than relying on appointments for recruits, the EMU has sought out personnel specifically interested in emergency preparedness.

6. PERSONNEL DIVISION

The Personnel Division is managed by a non-sworn administrator and is responsible for recruitment, background investigations and hiring of all new employees in the Police Bureau. The Personnel Division also coordinates assignments for members needing temporary light duty work through the Operations Support Unit. The Division also works closely with the Bureau of Human Resources to ensure compliance with local and federal labor law and contracts. A total of 20 personnel are assigned to the Division however personnel are assigned temporarily based on individual and/or bureau business needs.

The project team's review of the organizational and functional structure of the Personnel Division revealed the following:

- Spans of control in the current organizational level are acceptable. Current spans of control are:

Position	Span of Control
HR Manager	1:5
Lieutenant	1:2
Sergeant (Background)	1:10
Sergeant (OSU)	1:15 (approx.)

- Staffing of the Personnel Division is adequate at the present level.
- Staff have placed a strong emphasis on maintaining compliance with OSHA and other federal and state workplace safety regulations.

- The Bureau has recently implemented a performance evaluation system for sworn personnel after a comprehensive review of 80 different systems throughout the U.S. (including PERF and IACP).
- Staff provides advice and input to supervisors regarding policies and procedures regarding officer discipline.
- Promotional processes are designed to ensure the most qualified and skilled individuals are selected for promotions.
- Recruitment and selection efforts for sworn personnel are centralized in the division.
- Recruitment is proactive and considers demographics of the community.
- The selection process for sworn and non-sworn is comprehensive.
- Testing components of the hiring process are providing high quality recruits.
- Community representatives sit on assessment panels for new applicants both sworn and higher level non-sworn personnel.
- Sworn positions, per 1,000 population, went from 1.94 in 2003 to 1.68 in 2012.

	2010	2011	2012
Terminations	3	2	0
Demotions	0	0	1
Resignation/Retirement with Investigation Pending	5	3	3
Letter of Reprimand	5	5	15
Command Counseling	7	6	13

The following sections of this chapter outline the review and analysis of these areas, including recommendations for improvement.

The Manager's Office is responsible for the management and operations of the Personnel Division including the setting of policies and procedures to be used. The office oversees the hiring process of all new employees for the Bureau in conjunction with the Bureau of Human Resources, drug testing monitoring, coordination of assessment centers for the promotion process, and management of the Bureau's Family Medical Leave Program. The HR manager reports to the Services Branch

Assistant Chief and collaterally to the HR Bureau. The office staffing includes the HR manager, one HR technician, one senior administration specialist, and one administrative assistant.

(1) Job Classifications Should Be Reviewed and Evaluated Every Five Years to Ensure Compliance with FLSA Requirements.

Classified positions are not reviewed periodically. This is necessary to maintain job descriptions and applicability to the Bureau's needs. Also, positions must meet FLSA requirements regarding exempt and non-exempt status.

Recommendations:

Create automated notification for classifications that need review. All classifications should be reviewed on a comprehensive basis every five years.

Positions should be evaluated every five years to ensure continued compliance with the FLSA requirements regarding exempt versus non-exempt positions.

(2) Salary Surveys Should Be Performed to Maintain the Bureau Pay Plan's External Equity.

The Bureau competes nationally for sworn positions, as well as higher level non-sworn personnel. In order to maintain a competitive balance and to compensate Bureau employees fairly, annual salary surveys should be performed.

Recommendation: Conduct annual salary surveys of benchmark positions to ensure the external equity of the Bureau's pay plan.

(3) Exit Interviews Are Not Conducted; a Form Is Emailed to Each Employee for Voluntary Submission.

Voluntary written exit interviews only capture a small portion of the available information. While all exit interviews should be voluntary, the employee should be given an opportunity to speak face-to-face with a representative of management. In this way, positive and negative perceptions of the Bureau can be obtained.

Recommendation: All personnel who are leaving the Bureau's employment should be given an opportunity for a face-to-face interview with a member of the administration.

7. BACKGROUNDS AND HIRING UNIT

The Backgrounds and Hiring Unit is responsible for the recruitment and background investigations of all new officers. The Unit is staffed with one sergeant, eight background investigators (officers), and two senior police administrative support specialists.

The Unit is responsible for approximately 500 background investigations per year resulting in approximately 25-60 new officers hired.

The Backgrounds and Hiring Unit is adequately staffed to handle 500 background investigations per year (approximately five per month for each investigator). The Bureau recognizes that an inordinately long hiring process may result in the loss of qualified recruits to other agencies and has implemented a process to bring applicants on board early while waiting for the State of Oregon police academy to begin. This does not, however, alleviate the problem caused by long background investigations. In many cases the Bureau is at the mercy of other agencies that provide the necessary information. It is still imperative that the Bureau analyze any bottlenecks on a regular basis to reduce the hiring time.

Recommendation: The Background and Hiring Unit supervisor, in conjunction with the Personnel lieutenant, should conduct a regular review of background methods and procedures to reduce time for completion.

8. OPERATIONS SUPPORT UNIT

The Operations Support Unit (OSU) is responsible for handling telephone reports from citizens. The Unit is staffed with one sergeant and two officers full-time. It is also

staffed with part-time positions filled by light duty officers. The number of light duty officers assigned to the unit varies from six (6) to 20 personnel. There are restrictions on the number of on-duty injured personnel who may be assigned (10). There are no restrictions on the number of pregnant officers who may be assigned to OSU. No off-duty injured personnel are assigned to the unit.

OSU serves a necessary function in that it provides a telephone report process for the community. Normally a unit such as this would be assigned to the Records Division or similar entity. However, OSU serves a secondary function as a “warehouse” for light duty personnel. In the past, light duty officers would work in various assignments with little or no oversight. By assigning the OSU to Personnel Division, that direct oversight by HR personnel is accomplished. The issue, however, is that the focus of the unit appears to be to provide a central location for light duty personnel. The focus should be on providing proper services to the community. The personnel assigned to OSU because of their status (e.g., injury, pregnancy, other reasons employees may not be able to be assigned to police functions) may not have the interest and desire to effectively provide the necessary services.

Recommendation: Consideration should be given to reassigning the OSU to another function, such as the Records Division. Instead of the focus being placed on a location to assign light duty officers, it should be on the function of the Unit and the services provided to the community. Personnel Division can still maintain oversight through regular contact with direct supervisors who manage the Unit.

9. PROFESSIONAL STANDARDS DIVISION

The Professional Standards Division (PSD) is responsible for promoting organizational accountability, conducting unbiased investigations into allegations of misconduct, and promoting the highest standards by identifying and evaluating

programs, practices, and policies that accomplish these goals. The division is divided into three units, Professional Standards & Accountability, Inspector (Force Inspector), and Internal Affairs, all commanded by lieutenants. The Professional Standards and Accountability Unit is responsible for reviewing all policies, practices, and programs to ensure compliance with Bureau goals and the law. The Inspector is a new position added in response to the Department of Justice recommendations, and is responsible for reviewing and analyzing use of force by PPB officers. The Internal Affairs Unit investigates all allegations of misconduct by PPB personnel. Professional Standards and Internal Affairs were separate divisions until 2010, when they were combined under the command of one captain. A total of 20 personnel are assigned to the Division.

The project team's review of the organizational and functional structure of the Professional Standards Division revealed the following strengths:

- Spans of control in the current organizational level are acceptable. Current spans of control are:

Position	Span of Control
Captain	1:4
Lieutenant (SAU)	1:1
Lieutenant (Inspector)	1:1
Lieutenant (IA)	1:1
Sergeant (SAU)	1:3
Sergeant (IA)	1:9

Spans of control are normal for this type of function. The assignment of ranking personnel (lieutenants and sergeants) in professional standards is necessary to ensure they have the authority and status to handle the various critical duties assigned to the division.

- The Bureau engages in a community survey as well as on-going participation in a number of community-based committees.
- Reporting on officer performance related to Professional Standards is formalized.

- The PPB has comprehensive documented policies and procedures to address complaints.
- The PPB is exceptionally proactive in recording all complaints against the agency and its personnel. This includes complaints that, at the onset, are obviously without merit.
- The Professional Standards commander reports directly to the Chief of Police.
- PPB policy stipulates a reasonable time limit for investigations that meets DOJ requirements.
- Internal affairs investigations are conducted professionally and the process is transparent.
- PPB uses an Employee System (EIS) software program to track officer conduct at various levels. Random checks of individuals are not conducted.
- The PPB has created the new position of Force Inspector, who resides in the Professional Standards Division. This position is responsible for review and analysis of force incidents.

	2010	2011	2012
% Cases referred to IA	30	27	20
Total Cases	128	116	120
Service Improvement	67	66	65
Investigation	28	33	40
Declined	33	17	15
Findings			
Not sustained	12	25	21
Sustained	7	9	17
Community Complaints	385	426	413
In-Custody Deaths		1	
Officer Involved Shootings	6	4	6
Use of Force Allegations	42	63	56

(1) Standards and Accountability

The Standards and Accountability Unit is responsible for reviewing all claims received that may have training, policy, or equipment issues. SAU manages the Employee Information System that monitors employee performance, attends Collision Review Board meetings, and reviews civil law suits including civil rights accusations.

SAU staffing includes one (1) Lieutenant, one (1) Sergeant, one (1) Administrative Support Specialist, one (1) Program Specialist, and one (1) Senior Claims Analyst.

(2) Inspector (Force)

The Inspector is a new position mandated by the DOJ. The Inspector is responsible for reviewing and analyzing use of force incidents by officers. Much of the responsibility of this position includes quality assurance of data so that various incidents are categorized properly. The Inspector responds to all officer-involved shootings. The Unit is staffed with one (1) Lieutenant and one (1) Crime Analyst.

(3) Internal Affairs

The Internal Affairs Unit receives and investigates complaints lodged against Bureau personnel. IA is staffed with one (1) Lieutenant, one (1) Sergeant, seven (7) Investigators (officers), one (1) Senior Administrative Support Specialist, and one (1) Administrative Support Specialist. The Unit handles approximately 400 complaints annually, of which 70% have no significant merit.

10. TRAINING DIVISION

The Training Division is responsible for developing and maintaining the skills of all PPB members and to track member training for adherence to Oregon State standards. The Training Division is divided into three units: In-Service Training, Advanced Academy, and Field Training, and Evaluation Program. The Division is also responsible for the Reserves, the new Training Facility, Special Weapons Training, and the Armory. New officers are assigned to the Training Division but attend the State Academy for 16 weeks. Once they return, they attend a 12-week Advanced Academy

followed by a Field Training and Evaluation Program (FTEP). Officers are on probation for 18 months. A total of 35 personnel are assigned to the Division.

The Training Division has four personnel assigned to conduct training needs analysis on a regular basis. This is a DOJ requirement.

The project team's review of the organizational and functional structure of the Personnel Division revealed the following information:

- Training Development Analysts have been hired to conduct needs assessment as a result of the DOJ recommendations.
- Provide eight hours of training for all officers per year in use of force pertaining to firearms and defensive tactics.
- Provide 60 hours of training for all officers every three years in various training topics.
- Provide 16 weeks of Basic Academy training for all new officers (through the State police academy).
- Provide four weeks of Post Academy training for all new officers.
- Provide 12 weeks of Advanced Academy training for all new officers.
- Facilitate FTEP training and monitor 18 month probation period for all new officers.
- Attrition rate of new officers in the FTEP is 10% or less.
- Span of control is top heavy.

Position	Span of Control
Captain	1:5
Lieutenant (FTEP)	1:4
Lieutenant (Advanced Academy)	1:2
Lieutenant (Tenure/VPU)	1:3
Sergeant (FTEP)	1:3
Sergeant (AA)	1:5
Sergeant (Audit)	1:0
Sergeant (In-Service)	1:4

(1) Tenure/VPU

The Tenure/Video Production Unit is responsible for all in-service training as well as the production of training videos for the Bureau. This unit is staffed with one (1) Lieutenant, one (1) Sergeant, four (4) Officers, one (1) Video Production Person, and one (1) Police Administrative Support Specialist.

(2) AA/Reserves/Facility

The Advanced Academy/Reserves/Facility Unit is responsible for additional training for new officers graduating from the state police academy, training of reserve officers, and management of the new training facility. This Unit is staffed with one (1) Lieutenant, one (1) Sergeant, five (5) Officers, one (1) PASS and one police desk clerk.

(3) The AA/Reserves/Facility Function Does Not Need to Be the Sole Function for a Lieutenant's Position.

This function is primarily responsible for the advanced academy that trainees attend upon graduation of the state police academy. The reserve police officer training and facility responsibilities do not seem to be enough to warrant a full time lieutenant's position. The new facility will need to have the presence of PPB personnel at all times that it is in use. This would include when outside agencies are using the facility as well, which would need someone to bill these agencies for facility use. This does not require a sworn lieutenant, but rather a non-sworn position created to handle these duties.

Recommendations:

Move the AA/Reserves/Facility function to the Tenure/VPU Lieutenant's area of responsibility. This would allow for a reduction of one Lieutenant position, or a transfer of that position to another area within the Bureau if needed.

Create a non-sworn Facility Manager position to oversee the new training facility, which will need oversight for maintenance, use, and billing of outside agencies.

(4) FTEP/Armory/Special Weapons

The FTEP/Armory/Special Weapons Unit is responsible for the post-academy field training of all new officers as well as management of the armory and special weapons. This Unit is staffed with one (1) Lieutenant, two (2) Sergeants, three (3) Officers, and one (1) PASS. A sergeant's position has been added as a full time auditor, which is a DOJ requirement.

This Unit has several responsibilities, the largest of which is the Field Training and Evaluation Program (FTEP). One (1) Sergeant and three (3) Officers are assigned to oversee the field training of officers, which is training conducted in the Patrol Division for officers who have recently graduated from the police academy and advanced academy training. The training is conducted by patrol personnel. The FTEP personnel in the Training Division monitor the program (one assigned to each precinct).

Recommendation: The staffing for this function is adequate given that 25-60 officers go through the program each year. The FTEP function must have adequate supervision and oversight because of the cross-division functionality inherent in the program.

11. CHIEF'S OFFICE – THE COMMUNICATIONS UNIT

This section provides the following information regarding the Communications Unit within the Office of the Chief – Unit Overview, Staffing Analysis and Recommendations, and Best Management Practice Findings and Recommendations.

(1) Communications Unit Overview

The Communications Unit reports to the Chief of Police. The Unit serves as the official voice of the Bureau both externally and internally concerning Portland crime, public safety, and other Bureau information. This office issues press releases, reports and bulletins; and it's where the media calls for public safety information. The region's

media includes four major television stations, one daily newspaper, three weekly newspapers and three radio stations, in addition to small newspapers and independent radio stations. The Unit communicates daily in a variety of ways with and for the Chief regarding Bureau matters. The Unit's five person team develops and implements an annual Bureau strategy to externally communicate the mission of the Bureau: to reduce crime and fear of crime. Recent strategies include a billboard campaign and a reality TV show to share the role of police in the community.

The duties of the Communications Unit include the following:

- **Adjutant:** The Adjutant is responsible to ensure effective and efficient Bureau external and internal communications. The Adjutant interfaces with the Chief, elected officials, external groups, PPB personnel, and other Portland Bureau personnel regarding a large variety of matters ranging from strategic issues to daily events that affect Bureau operations.
- **Public Information Officer:** The Public Information Officer (PIO) is the Bureau's point of contact for all media regarding Bureau matters. The PIO (or in limited instances a backup) is available 24/7/365 to the media for all active crime incidents requiring immediate public protection. The PIO supervises three staff to manage the Bureau's intranet/social media communications, video productions, and all Bureau information materials.
- **Crime Stoppers:** Crime Stoppers is a mechanism for volunteer community members to offer crime tips to the police via a phone message number. The PIO passes the tips on to investigating officers.

The August, 2014 staffing allocation for the Communications Unit is summarized in the following table:

Unit	Admin (Title/#)	
Communications	Adjutant*	1
	Public Information Officer*	1
	Application Analyst	1
	Community Outreach & Information Representative	1
	Community Outreach Specialist	1
Total FTEs		5

*Sworn Position

(2) Staffing Analysis

This section contains the project team's staffing analysis and recommendations for the Communications Unit.

(2.1) Spread Media Response Duties

For the past several years the PPB has relied on a single Public Information Officer (PIO) to respond to media requests for information at crime incidents of immediate public concern. Coverage is provided 365 days a year on a 24/7 basis. This staffing approach resulted in \$42,351 of paid overtime in 2012-2013. To reduce this expense the Communications Unit employed two new strategies: 1) limiting the types of crime events that will be given a PIO presence, and 2) a Sergeant in the Strategic Services Division began to provide some backup in late 2013. This reduced overtime expenses to \$40,853 in 2013-2014.

In an organization as large as the PPB, media response is typically coordinated and vetted through a single PIO, however, media response duties are shared with other Bureau personnel trained for this task.

Recommendation: The PPB is too large to rely on very little more than one FTE to provide 24/7/365 media response coverage. To create additional media response capability and reduce PIO overtime the Communications Unit should train other personnel to respond to the media during active crime incidents of public concern. The Communications Unit should still coordinate and establish protocols.

(3) Management Analysis

(3.1) Areas of Excellence

The Communications Unit within the Office of the Chief of Police has realized that it need no longer rely solely on traditional media to communicate with the public. It has a well-developed external website and boasts at least 30,000 Twitter followers. Recognizing the need to make officers approachable to the general public, the Unit's communications strategies include a billboard campaign.

(3.2) Seek Customer Feedback

The primary audiences of the PIO are the public, media outlets, and organizational personnel. In recent years, organizations have obtained customer feedback as a way to improve service delivery. Customers are asked to evaluate both positive and negative aspects of the Bureau's service provision. The Bureau's Communications Unit does not have an established mechanism for testing the effectiveness of its communication strategies with the people who receive the communications. Standard feedback tools the Communications Unit could employ include surveys and focus groups.

Recommendation: The Communications Unit should seek feedback from its customer audiences to continuously improve communication delivery.

(3.2) Evaluate and Adopt Internal Communication Best Practices

In recent years, organizations have begun to see the organization's personnel as a unique audience for which an annual communications plan is needed. The goal of internal communications has morphed from a tool to inform to a tool that informs to promote action. The organization starts with its strategic plan to identify and prioritize messages most important to communicate organization-wide or to targeted internal

groups. Communications are then planned to focus not just on developing information that needs to be shared, but also says what the organization wants to achieve, why, and the behaviors and ethos it wants observed in doing so. Information is then delivered in a way that encourages not only consumption but action. For example: using the sign-off of the organization-wide emails for an uninterrupted period (e.g., 90 days) to promote a specific message.

Forward-looking organizations recognize that investment in employee engagement is not an after-thought but rather a business necessity that offers substantial return in terms of commitment and motivation. Internal communications have also become a two-way forum with reader-generated content as well as writer-generated content.

Metrics have also become an integral part of an internal communications strategy. Organizational leaders are finding it useful to know the percent of employees who have read at least one article on the Bureau's intranet during the week, the percent of employees that understand compensation changes, or the percent of employees who are aware of critical organizational strategies.

Recommendation: The Communications Unit should evaluate and adopt emerging internal communication best practices.

5. ANALYSIS OF THE ORGANIZATION OF THE BUREAU

This chapter of the report provides the project team's assessment of the overall organizational structure of the Portland Police Bureau and its top management staffing. Internal operations management issues and organizational issues within branches are not dealt with in this chapter, rather they are subject to the project team's analysis in the part of PPB in which they occur. Top level management issues affecting the entire Bureau are also dealt with in this chapter.

1. WHY EFFECTIVE ORGANIZATIONAL STRUCTURE IS IMPORTANT

The focus of discussion in this chapter includes issues central to the efficient and effective operation to any entity. This issue is of critical importance given the Portland Police Bureau's position at a crossroads in the past couple of years – following external (i.e., Department of Justice) and local scrutiny. This, together with a new Police Chief and other members of the top management team, provide the opportunity to assess the organization of police services in the City. Finally, all public organizations today need to assure the public that they are "lean" and cost effective in terms of management staffing. Public safety organizations are not immune to this. A recent *Span of Control Study* in the City demonstrates this need.

The appropriate organizational and management staffing structure is necessary in order to function effectively for any organization, but for one in the midst of change, it is essential. As organizations reflect the desired functioning of any group of people

working together toward a common cause, they must also reflect the abilities and interests of the people within it.

2. BY WHAT PRINCIPLES SHOULD THE STRUCTURE OF PORTLAND'S POLICE BUREAU BE ORGANIZED?

Any organization, whether law enforcement or not, must balance internal and community needs in order to function at the highest level of efficiency and effectiveness, as they are composed of human beings who each bring their own strengths and weaknesses into play. Successful law enforcement organizations optimize the management and control of the organization while furthering the goal of providing a high level of service to the community. As a paramilitary organization centered on the concept of security, as well as being a community service, this balance is more difficult than for other types of complex organizations. However, in common with all complex organizations, an analysis of organizational structure needs to focus on functional alignment, spans of control, unit and individual performance criteria. No organization can be effective without some balance in these areas.

Portland's Police Bureau is at a particularly important moment in its history. It will be under new leadership, with new and greater expectations from the community for a more responsive service and from the City for a more accountable service. While change does not happen easily in any organization, especially in ones as large and complex as Portland's Police Bureau, it is nonetheless required for the following reasons:

- The new Chief will want to ensure that the Bureau will continue to be community focused, responsive, and proactive, while functioning internally at a high level of accountability.

- The community is changing socioeconomically and demographically, and the delivery of law enforcement and related services need to change along with it.
- The City is demanding that all of its municipal functions operate at a peak of efficiency and cost effectiveness. They, too, require higher levels of accountability in the management of services.
- The City has external factors which provide yet another layer of focus and accountability. The Department of Justice's oversight is far reaching for the Bureau and requires resources and management focus to ensure that it not only meets but proactively exceeds the requirements of the settlement.

Three factors come together as preconditions to change in a large complex organization. These factors are:

- The **leadership** to guide and direct change and provide the message that it is important. In general, but with respect to Portland's situation, the leadership factor includes:
 - A change agent in the form of a new Chief.
 - Organizational acceptance to change and a commitment to change from within – including management and staff.
 - Organizational support from the City and from within the Bureau.
 - A degree of control to ensure that change can occur.
- The **organizational structure** to facilitate change by breaking down functional barriers to the cooperation and coordination of staff and units. The organizational structure factor includes the following:
 - Complementary functions learn to not function within "silos".
 - There are mechanisms in place to ensure that there is cooperation and coordination between and among functions in the organization.
 - Organizational levels do not act as a deterrent to change by creating bureaucratic opposition measures that threaten their existence.
- The **management systems** to support the planning of new and re-oriented services and ability to monitor the direction and achievement of the plan's objectives.
 - There is a plan for where the organization desires to go.

- The organization is “self-reflective” in terms of its analytical and management systems in place to make staff accountable for desired performance.
- There is a performance management system in place to monitor the actions of individuals and functional units in the achievement of planned services.

There are a number of structural, functional, and span of control criteria that should be examined in an analysis of the organization of the Portland Police Bureau. The following paragraphs provide the project team’s description of these organizational factors for any law enforcement organization:

Organizational Criteria	Explanation/Issues
Complementarity of Functions	Are functions grouped consistently with periodic interaction, common planning and scheduling approaches, to deliver services that are linked in some way, etc.?
Coordination Requirements	This factor concerns the relationships within and among functions. Many functions need close or indirect alignment in order to maximize efficiency and/or effectiveness.
Accountability	While this criteria overlaps with the management systems utilized, the organizational structure itself can facilitate or impede the performance of an organization.
Organizational Risk	Generally, higher risk functions are close in contact with top management staff. For example, internal affairs presents a relatively high organizational risk.
Management Responsibilities	To what extent do management roles relate to functional oversight versus management and administrative support of the organization?
Centralization/Decentralization	Greater decentralization, more managers are required. Greater centralization, requires more management responsiveness to citizens.
Spans of Control	Within a functional type, are there similar or varying spans of control among managers and supervisors? Are spans of control for all managers and supervisors manageable?

The sections that follow provide the project team’s evaluation of the organization of the Portland’s Police Service against these organizational goals and objectives.

3. THE CURRENT OVERALL ORGANIZATIONAL STRUCTURE OF THE PORTLAND POLICE BUREAU.

The current structure of the overall organization of functions and top management staffing of Portland Police Bureau is shown in the chart below. A summary of how Portland Police Bureau is organized follows the chart^[6]:



- Reporting directly to the Chief of Police are two (2) Lieutenants – an Adjutant largely responsible for special projects and communications (i.e., PIO), and a Lieutenant in charge of criminal intelligence (including dignitary protection).
- There are three (3) Assistant Chiefs in the Bureau, each in charge of a major set of functions and direct reports, including:
 - **Operations Branch:** The City is divided into five major functions, including area Precinct Commands, as follows:
 - **Central Precinct**, which includes downtown, headed by a Commander and a Captain plus shift Lieutenants.
 - **East Precinct**, also headed by a Commander and a Captain plus shift Lieutenants.

- **North Precinct**, also headed by a Commander and a Captain plus shift Lieutenants.
- **Transit Police**, a regional effort involving counties and cities in the region, headed by a Commander and shift Lieutenants.
- **Traffic Division**, headed by a Captain and a Lieutenant with shift Sergeants.
- **Youth Services Division**, headed by a Captain, a Lieutenant and two Sergeants in charge of programs and the school police.

It should be noted that there were two additional Precincts which were closed as a cost reduction measure during the recession.

- **Investigations Branch**: which includes responsibility for case handling and proactive investigations, as follows:
 - **Detective Division**, responsible for follow-up investigations of major crime in the City, headed by a Commander with three (3) Lieutenants in charge of 2-4 unity Sergeants.
 - **Drug and Vice Division**, most of the proactive investigations in the City, headed by a Captain and a Lieutenant plus four (4) Sergeants supervising different investigative functions (e.g., technical services, investigations, administration).
 - **Tactical Operations Division**, providing investigative and field support roles, is headed by a Captain plus three Lieutenants and Sergeants with different scopes of responsibility.
 - **Forensic Evidence**, headed by a Captain and two (2) shift Sergeants.
 - **Property and Evidence**, headed by a civilian manager and two civilian supervisors.
 - **Family Services Division**, which works cross functionally in the City and County in follow-up of child and elder abuse/neglect cases as other forms of domestic violence is headed by a Captain and a Lieutenant plus four (4) Sergeants supervising different investigative functions (e.g., child abuse, elder abuse, domestic violence).

- **Services Branch:** has responsibility for all of the Bureaus internal and administrative services functions, as follows:
 - **Fiscal Division**, headed by a civilian manager.
 - **Personnel Division**, headed by a municipal civilian manager; the Division includes a sworn Lieutenant.
 - **Records Division**, headed by a Captain.
 - **Information Technology Division**, headed by a civilian manager.
 - **Strategic Services Division**, which includes analytical units dedicated to crime/statistical analysis, emergency management and support for 'change management' (i.e., DOJ, policies, etc.), headed by a Captain with two Sergeants and civilian supervisors.
 - **Professional Standards Division**, which includes internal affairs, standards and inspections is headed by a Captain with three Lieutenants over each section.
 - **Training Division**, which includes academy and in-service training is headed by a Captain with three Lieutenants over each section.

While individual units have been re-organized in the Portland Police Bureau, the current organizational structure has been in effect for several years.

The Police Bureau's organization can be placed in the perspective of the organizational criteria outlined in the beginning of this chapter. The table below summarizes this assessment:

Organizational Criteria	Operations	Investigations	Services
Complementarity of Functions	Several non-core functions organized in Operations (e.g., Youth Services, Emergency Management).	Issue associated with creating a structure mostly based on spans of control.	√
Coordination Requirements	Issues associated with the centralization of 'general' crime detectives (mostly minor property crimes).	Issues associated with proactive investigative units organized in different sections and the Office of the Chief.	√

Organizational Criteria	Operations	Investigations	Services
Accountability	√	√	√
Organizational Risk	√	√	Because this Branch has responsibility for DOJ interface and internal affairs, these functions have high level management.
Management Responsibilities	Potential dilution of focus because of how functions are organized in Operations.	Potential dilution of focus because of how functions are organized in Investigations.	√
Centralization / Decentralization	As noted above the centralization of detectives and several ancillary units impact.	As noted above several ancillary units impact.	√
Spans of Control	Narrow spans of control among certain mid managers	Narrow spans of control among certain mid managers	√

The table above reflects the project team’s assessment of how effectively the Portland Police Bureau meets the organizational guidelines which were chosen at the beginning of this chapter. While most organizational criteria are met, there are issues with the number of mid managers as well as the organization of certain functions in the Bureau.

First, it is important to recognize that there are several important strengths associated with Portland’s approach to organizing the Bureau. These include the following:

- In a three “division” structure, the Branches in the Portland Police Bureau are functionally related at a high level under field services, investigations and administrative support.
- Many functional management responsibilities and authority have been pushed down to mid-level managers – in Portland, this represents the ranks of Lieutenant, Captain and Commander.

- Each Branch has administrative and analytical support in the form of an Executive Officer/Adjutant (the Chief does too) which is also a career development tool.
- Within the Services Branch many managers are Bureau or City civilians (e.g., Human Resources, Fiscal Services, and Information Technology).

This organizational structure has had a number of advantages for Portland in the past few years – it has focused on accountability during a period of great change, and it has been cost effective in achieving that. In spite of these advantages, there are issues with this overall organizational structure, as described in the next section.

4. POTENTIAL ISSUES ASSOCIATED WITH THE CURRENT ORGANIZATIONAL STRUCTURE OF THE PORTLAND POLICE BUREAU.

An organization undergoing change in service focus and accountability needs to examine its organizational structure to ensure that it reflects that focus. The Portland Police Bureau has not changed significantly in recent years apart from a number of minor adjustments so for this reason, too, an examination is warranted. The following issues are evident to the project team:

- The top command structure of the Police Bureau is very “lean” with only a Chief and three (3) Assistant Chiefs. Most comparably sized police departments are organized in more divisions, for example:

City	Population	# Top Divisions	# Top Managers	Divisions/ Sections
El Paso (TX)	672,000	5	5	1:5
Memphis (TN)	655,000	7	7	1:4
Seattle	634,000	8	9	1:4
Denver (CO)	634,000	3	3	1:6
Portland (OR)	603,000	3	4	1:7
Oklahoma City (OK)	599,000	3	4	Unk
Albuquerque (NM)	555,000	4	5	1:7
Tucson (AZ)	524,000	5	6	1:4
Fresno (CA)	506,000	5	5	1:4

- While most functions have been pushed down to “branches” within the Portland Police Bureau it results in a “flatter” organization, which increases management spans of control and responsibility to high levels.
- The Portland Police Bureau is embarking on transformational change – to one that is more proactive and community focused in service delivery, outreach and responsiveness. This increases the task of managers to combine operational responsibilities with community responsibilities.
- In spite of the issue of span of responsibility among the highest managers in the Police Bureau, spans of control for top management vary significantly in the organization at the mid-manager levels. The City has recently conducted a *Span of Control* study, the conclusions of which will not be repeated here. However, examining the top and middle management structure here, the following table shows the spans of control for these positions. Issues associated with this structure are apparent and are described beneath the table:

Functional Area	Chief		AC		Commander		Captain		Lieutenant	
	#	Reports	#	Reports	#	Reports	#	Reports	#	Reports
Office of the Chief	1	5								
Operations			1	7						
East Precinct					1	1	1	4	4	24
North Precinct					1	1	1	3	3	24
Central Precinct					1	1	1	4	4	28
Transit Police					1	3			2	10
Traffic							1	1	1	7
Youth Services							1	3	1	1
Investigations			1	6						
Detective Division					1	3			3	11
Drugs and Vice							1	1	1	5
Tactical Operations							1	4	3	9
Forensic Evidence							1	3		
Family Services							1	1	1	4
Services			1	7						
Records							1	5		
Strategic Services							1	6		
Average		1:5.0		1:6.7		1:1.8		1:3.2		1:5.1

- There are several one-over-one management reporting relationships at mid-levels in the Bureau. These are generally not considered to be effective in any organization. The light blue cells in the table above demonstrate this.
 - They notably exist at the Precinct level with Commanders and Captains.
 - But they exist in other organizational areas (e.g., Traffic, Youth Services, and Investigations).
- Apart from the one-over ones spans of control do vary fairly widely ranging from 1:3 to 1:7.
- In spite of the soundness of overall functional groupings, there are several issues pertaining to the functional groupings within Branches, including the following:
 - The allocation of investigative functions which separates units which should coordinate their activities organizationally – gangs, vice, prostitution, human trafficking, etc.
 - Some functions, such as the Employee Assistance Program, travels with individual managers and are placed in organizational areas in which they are not associated functionally.
 - While several administrative support positions have been civilianized, others are headed by sworn managers (e.g., Records) or functions which have civilian managers also have sworn staff (e.g., Human Resources).
 - Analytical support needs to be enhanced not only to support the transparency required of the Bureau but to enhance operational effectiveness.
 - As analyzed elsewhere in the report, there are many (especially investigative) functions which are missing in the Bureau (e.g., computer crimes, motor vehicle thefts) or are minimal (e.g., burglary and fraud).
- Anticipated management turnover in the next few years will present an opportunity to re-examine the structure of management organization. It places a premium on succession planning and preparing people to assume greater management responsibilities.

As a result of these issues, the project team believes that the three branch structure for the Portland Police Bureau is too flat. It places excessive demands on the

Chief and on top managers during a period when more intensive focus is required. As described below, a fourth Assistant Chief should take responsibility for field and investigative support functions in the organization which broaden and detract attention from branch managers on their core functions. Simultaneously, the number of “one-over-one” management reporting structures in the Bureau should be reduced. This organizational direction is summarized in the following points:

- Creation of a fourth branch for “Operational Support”.
- Creation of a fourth top management position, an Assistant Chief.
- Consideration of allocating some or all of the following functions to the new Branch:
 - Transit
 - Youth Services
 - Emergency Management
 - Traffic
 - Tactical Operations
 - Forensic Evidence Division^[7]
 -

Another function which could be considered is Behavioral Health,

This organizational change would be an important step for the organization – it better focuses accountability for top management, it frees up management focus at the top levels of the organization on the community and the “big picture” while continuing the philosophy of pushing down management responsibility. In making this organizational change, the following management issues are being addressed and need to continue to be addressed in the Bureau:

- Improve coordination and cooperation – reduce “silo” thinking.
- Ensuring that all management staff are ‘on board’ and are “change agents in the Bureau”.

- Ensuring that change is being communicated from the top to the bottom of the organization so that the people who most interact with the community understand what is expected of them.
- Improving the planning, evaluation, and research to assist Portland's law enforcement services be more proactively and service oriented.

Recommendation: Create a fourth branch in the Bureau, responsible for the operational and investigative support functions in the organization.

The next section of this chapter addresses the other set of issues in the organization of management staff in the Bureau – at the mid-manager levels, in which there are several “one-over-one” reporting relationships that should be evaluated.

5. ONE-OVER-ONE MANAGEMENT REPORTING RELATIONSHIPS ARE GENERALLY UNDESIRABLE; IN PORTLAND SOME OF THESE CAN BE SUPPORTED.

Modern organizational design generally control and balance over organizational complexity by creating a pyramid of positions which ultimately report to a top manager. In this approach as authority goes down the organization so too does responsibility for more focused and less complex groupings of functions. One-over-one reporting relationships generally violate this principle because it duplicates and confuses management responsibilities. In general, Portland adheres to this approach. However, as shown in the table on organizational issues above, there are several places in the organization where it does not. These include the following:

- In each precinct, top management responsibility is shared between a Commander and a Captain.
- In the Family Services Division, there is a Captain and a Lieutenant.
- In the Drug and Vice Division, there is a Captain and a Lieutenant.
- In the Traffic Division, there is a Captain and a Lieutenant.

The project team's assessment of these potential organizational/management staffing issues are provided in the following subsections.

(1) Precinct Command

In the past few years, the Portland Police Bureau reduced the number of Precincts from five to three. While these were largely budgetary decisions, the reduction had consequences for the command staffing. These include:

- By increasing the area covered by each precinct, there were more citizens, community groups, and public events in each, increasing the external demands of precinct managers.
- In the DOJ era, more responsibility has been placed on mid-managers, especially in field operations – the most visible part of the Portland Police Bureau with the most staff providing service directly to the community. For example, now every use of force in the field requires a supervisor review, which is forwarded through the chain of command to the Chief's office. There are more than 200 of these per year, per precinct, for which the most significant management review is by the Captain (and Commander, if there is a significant issue).
- Related to this, but also a consequence of the organization's size policy, supervision and internal communications increases the demands on management staff. For example, each precinct must conduct two performance evaluations per officer per year – or about 300 performance evaluations per precinct per year – all of which must be reviewed by a Captain or Commander.

The culmination of these issues is that the Commander/Captain management complex is more parallel than it is linear. In general, the roles of these two management positions in the precincts can be summarized as follows:

- The precinct Captain position functions as an operations' commander ensuring consistency in shift teams and Lieutenants. The Captain also functions as an executive officer in a large organizational set of functions.
- The precinct Commander is the overall command staff position for each but is heavily focused on external relations, especially within the community and groups but also with the external accountability to the City and within the Bureau.

It should also be pointed out that the Commander/Captain reporting relationship is not truly a one-over-one reporting relationship. Administrative functions report through the Commander and in the precincts these functions include fleet and facilities in addition to area patrol.

Recommendation: Retain the Commander/Captain management structure in the precincts to focus on accountability for operations and external responsibilities.

(2) Family Services Division

Dealt with in another portion of this report, the Family Services Division is headed by a Captain and a Lieutenant. This management structure, too, should be retained for the following reasons:

- The Lieutenant is the operational (i.e., day-to-day) manager of the Division responsible for supervising the four Sergeants (soon to be five Sergeants with the creation of a unit to serve restraining orders), for quality control of cases and case management, resolving issues which arise, operational policies and procedures, handling complaints, callouts and overtime.
- The Captain, while providing overall management to the Division and its budget, takes the lead in the coordination with the external justice, County and State agencies, the medical community and other stakeholders with which the Family Services Division interacts on a daily basis. There are many inter-agency meetings.

As a result, two (2) managers are needed for the oversight and the maintenance of inter-relationships in the Family Services Division.

Recommendation: Retain the management structure of a Captain and a Lieutenant in the Family Services Division.

(3) Drugs and Vice Division

Also dealt with elsewhere in this report, the Drugs and Vice Division is managed by a Captain and a Lieutenant, another one-over-one reporting relationship. This Division is responsible for the investigation and enforcement of narcotics violations in

Portland. This Division works closely with several law enforcement personnel from other local and Federal agencies and the Oregon High Intensity Drug Trafficking Area (HIDTA). The Division also provides covert technical surveillance operations and assistance to the Bureau and has two (2) K-9 teams working to assist in interdiction efforts.

In recent years, in response to budgetary pressure as well as change in focus in enforcement priorities, the staff and responsibility in the Division have been greatly reduced:

- There is no “vice” left in the Drug and Vice Division.
- Responsibility for street level enforcement of prostitution exists in the East Precinct.
- Staffing levels have been reduced in the Drug and Vice Division.
- As described in the Chapter of the report analyzing the Investigations Branch there is a need for a more coordinated approach to proactive investigations involving “organized crime” functions in which gangs and other criminal organizations are involved in various criminal activities including prostitution and other forms of human trafficking, as well as drugs.

As a result of these factors the project team recommends the reorganization of the Drugs and Vice Division into a more general Organized Crime Division.

Recommendation: Reorganize the Drugs and Vice Division into a more general Organized Crime Division and, in the process, allocate more responsibility to command staff.

(4) Traffic Division

The Traffic Division is managed by a Captain and a Lieutenant. Unlike the other narrow management structures this Division represents the type of organization to be avoided in efficient design. The allocation of roles include:

- While the Captain has overall responsibility for managing the Division, responsibility includes direct oversight of enforcement units.
- The Lieutenant has direct responsibility for Canine and Traffic Accident Investigations.

In spite of the fact that there are seven (7) Sergeants over two shifts, this represents a narrow span of control over two sets of functions – traffic and canine. The Traffic Division functions to provide citywide response units and resources. It can be managed by a single manager.

Recommendation: Reduce the structure of management staffing in the Traffic Division to a Captain.

(5) The Practice of Assigning Adjutants/Executive Officers in the PPB Is an Effective One That Provides Analytical and Special Project Support to the Organization While Also Providing Career Development Opportunities.

The Portland Police Bureau has three^[8] Lieutenants who function as Executive Officers or “Adjutants” to senior command staff. These management assistants are assigned to the Chief and to the Operations and Services Branches (not to the Investigative Branch). The roles of these executive officers include the following:

- Ensures effective and efficient Bureau and Branch communications both externally and internally.
- Interfaces with the Chief Assistant Chiefs, elected officials, external groups, PPB personnel on a large variety of matters.
- Coordinates Bureau’s and Branch’s response to planned and unplanned requests for information.
- Manages selected functions (e.g., Communications for the Chief’s Adjutant).
- Handles a wide variety of special projects, such as research on grants and new equipment.

These are valuable roles needed in the organization which cannot be performed by the chief officers themselves because of other duties. While many of the roles could

be performed by lower level sworn or civilian personnel, the use of Lieutenants in these roles is important to the health of the organization for the following reasons:

- It is anticipated that there will be great turnover in management personnel over the next few years – eight (8) Captains and four (4) Commanders are eligible for retirement in the next five years.
- Lieutenants have few opportunities to take on administrative management assignments, even in a large police organization. Without positions like this, they can spend most of their careers in line management without an appreciation for administrative management, research, interaction with external entities, etc.
- Using Lieutenants as executive officers provides a career enhancement tool for promising mid-managers in the organization.

The ability to fill a few administrative management positions in the Bureau is effective for the organization, overall as well as career development mechanisms for selected promising mid-level managers. Positions like these need direction and the organization's ability to select promising future leaders.

Recommendation: Maintain the system in which senior managers have Lieutenants who function as executive officers or "adjutants" to perform a wide variety of administrative and special projects functions. These positions perform a valuable organizational development role for the Bureau.

5. THE BUREAU HAS A SIGNIFICANT ISSUE WITH THE FREQUENCY OF MANAGEMENT TRANSFERS.

As the project team was conducting its extensive interviews in this study, it became apparent that there was a potential issue of the frequency of management rotations or transfers within the Bureau. Anecdotally, respondents from many parts of the Bureau reported that mid-level managers would be reassigned to a unit and then reassigned elsewhere – sometimes in less than a year.

Rotation or transfer policies are effective career development tools in a law enforcement agency. They accomplish the following:

- They broaden the career of an individual which can have the positive effect of breaking down barriers to interaction.
- An effective transfer policy can also prepare someone for promotion thorough appreciation of broader operations.
- Without a transfer or rotation policy it is possible for an individual never to get an opportunity to experience work in perceived desirable assignments or shifts.
- Without a transfer or rotation policy it is possible for an individual to be promoted without ever having the opportunity to work outside of patrol for example.
- An effective transfer policy should allow many individuals to work in assignments in their careers which provide the exposure to the public, analysis, technical areas, policy development, etc.

However, an ineffective transfer or rotation policies can also be a hindrance to an organization for the following reasons:

- Many specialty assignments require extensive specialized training and experience. While pre-qualifications and initial training may provide some of what is required to function at a particular level some assignments may take years to obtain the desired expertise.
- Many specialized assignments do not have pre-qualifications, initial training requirements or the ability to get someone newly assigned to training for some time.
- Many individuals can get an assignment to a function for which they are not a good match – for example, the ability to supervise civilians or to truly understand technology.
- On the other hand, it is not desirable or effective to mandate the rotation of someone who is truly effective or effectively matched for a particular job or assignment.
- An effective supervisor may have an assignment in a unit which attracts leading staff candidates. This virtual cycle can be broken with a less desirable transfer.

This is not to suggest that the Police Bureau is making poor decisions or that individuals transferring to assignments are not qualified. Rather, the project team believes the rapidity of the targeted rotations to be too frequent, and that they work

against the ability to establish or maintain unit identity or knowledge. In fact, Portland does not have a rotation policy at all. It is reacting to needs at a retirement or transfer elsewhere in the Bureau.

To quantify the magnitude of this issue the project team, developed a survey for mid and top level managers, in which respondents summarized their career in terms of ranks and assignments. All management staff were invited to participate in the anonymous questionnaire, which was conducted through the online website, SurveyMonkey. Those completing the survey were also asked to provide a comprehensive history of their supervisory and management-level assignments within the last five years, including the functional area(s) they were assigned to, and the length of their tenure in each position. Several questions sought the respondents' opinions on this issue. Instances in which an individual moved from one shift or precinct to another within the same "functional area" (e.g., supervising patrol services) are counted as re-assignments. The following table outlines the number and percentage of respondents by each rank level:

Breakdown of Respondents by Rank

Rank	# of Respondents	% Overall
Lieutenant	23	62%
Captain	10	27%
Commander	3	8%
Assistant Chief	1	3%
Total	37	100%

(1) Overall Trends in the Survey Response Data

A number of interesting statistics regarding the assignment process for supervisory and management roles within the Bureau were reported, as shown in the table below:

Assignments, Jan. 2010 – Present

Category	Result
Average Number of Ranks Held	1.9
Average Number of Assignments	3.8
Average Duration of Each Assignment	17.1 months

- Respondents have held an average of nearly two other ranks within the last five years, indicating high levels of career progression.
- The number of assignments in the past five years averaged 3.8.
- The average tenure per assignment is less than 18 months for each assignment.

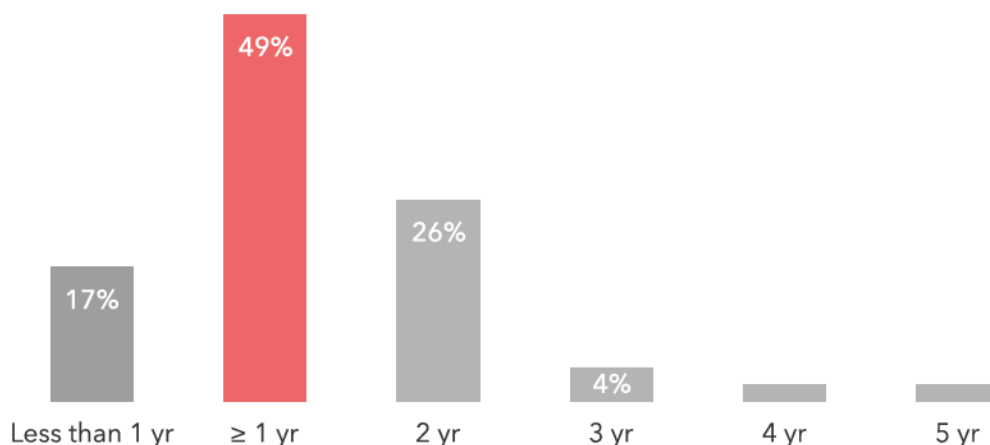
At an initial level, the survey data seems to indicate very high rates of re-assignment for management level staff.

The project team took the raw data on individual assignments and compiled all 141 transfers in a distribution analysis. This is summarized in the following table:

Distribution of Assignment Duration, Jan. 2010 – Present

Years	# of Assignments	% Overall
Less than 1 year	24	17%
≥ 1 year	69	49%
≥ 2 years	36	26%
≥ 3 years	6	4%
≥ 4 years	3	2%
≥ 5 years	3	2%
Total	141	100%

Respondents indicate that only about 66% of their assignments last at least two years.



While about 66% of the assignment durations reported by respondents were under two years, it is interesting that only about half of those respondents indicated that they were unable to become knowledgeable in at least one of their assigned areas.

(2) Respondent Views on Assignments

Respondents were asked several questions focusing on their overall experience regarding the Bureau's assignment process, as shown in the chart below:

Views on Assignment Policies

Do you believe you were in each assignment for a sufficient length of time to develop and mentor your personnel?

49% Yes

51% No

Were you at each assignment long enough to become very knowledgeable about all functions performed within the unit you supervised?

67% Yes

33% No

Did the number of transfers have negative impact on external relationships?

49% Yes

51% No

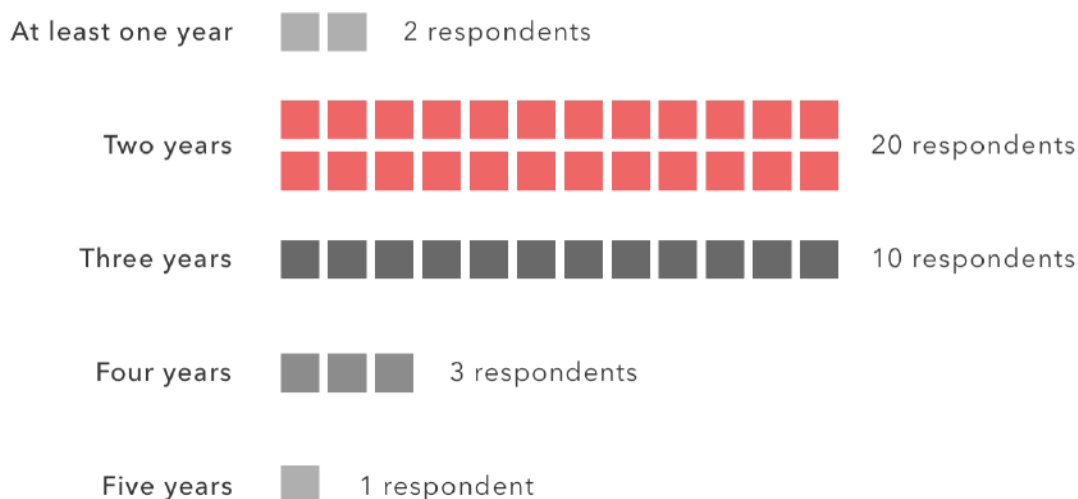
- Respondents were almost evenly divided on interpersonal issues – such as the impact of transfers on external relationships, as well as their ability to mentor personnel in the time they had in each assignment.
- When asked about whether or not they were able to get up to speed in their area given the duration of their tenure in the assignment, respondents selected “Yes” by a significant margin.

Despite the strong majority, however, about one-third of respondents did not believe that they became knowledgeable about the function(s) they were supervising. It should also be noted that the wording of each question implied that, for example, an individual having time to mentor their personnel in all but one of their assignments would still translate to a “No” response.

(3) Views on the Ideal Length of Supervisory and Management Assignments

Respondents were also asked how long they believed that management staff should be assigned to an individual area, as illustrated in the following chart:

Promotions aside, ideally how long (in years) should command personnel be assigned to a unit -- to both develop individually and to maintain consistency within the unit leadership?



- Respondents indicate that assignments should last for at least 2.6 years, or about 31.4 months.

- A majority of respondents (56%) suggest that an assignment duration between two and three years is ideal.

Overall, responses overwhelmingly favored much longer unit assignments than what is currently being practiced, according to the survey data. 94.4% of all respondents indicated that the assignments should last for at least two years, with 30 out of 36 total respondents choosing from two up to four years.

(4) Conclusions

The career survey showed a number of important trends – both in how often supervisors are reassigned to different units as well as the overall attitudes among management staff regarding the process. Supervisors are being re-assigned faster than half of them felt is enough time to mentor their personnel, with about one-third of respondents indicating that they were not able to become knowledgeable about the area they were supervising.

The open-ended responses raised a number of additional points on this issue. Several respondents, for example, believed that the duration of supervisory assignments is not sufficiently long enough to be able to move the unit forward through strategic planning, leadership, and their experience in the area. Many respondents also expressed that the issue of re-assignments being made too quickly is more focused – that certain individuals at the Lieutenant level are moved around for the purpose of fostering career development, while others are not.

Overall, however, the survey does illustrate that many assignments are made more quickly than most of the Bureau's management staff believe to be an effective practice, for a number of reasons illustrated in the survey questions, as well as the comments written in the open-ended response section.

Many agencies adopt a formal rotation or transfer policy that retains the career development advantages of Portland's policy while allowing a degree of specialization to be retained. There are two approaches that other agencies have adopted:

- Create a minimum rotation period so that individuals assigned to specialty assignments have additional time to develop the expertise required.
- Developing a hybrid approach to transfers in which some individuals in a specialty unit do not rotate or rotate less frequently.

The project team believes that either approach would be an effective alternative for Portland. Either approach would retain the goal of career development while also maintaining stability in a specialized unit in terms of expertise. It also has the effect of the following:

- Provides an opportunity to develop a mentoring program, especially in an area such as investigations in which Portland investigators tend to work in teams.
- Enables patrol personnel to experience specialty assignments rapidly in a career and learn from an "expert".
- Minimizes the impacts of training on a unit by reducing the amount of new assignee training in a year.

A change should be made in Portland, as these management impacts are significant. Given Portland's management culture, plus the anticipated number of management retirements over the next few years, rotations are needed to develop management skills and experience. However, a minimum period should be established. The project team recommends the Bureau adopt a policy establishing a two-year minimum in specialty assignments.

Recommendation: Develop a formal policy outlining a two-year minimum period for specialty management assignments. This policy would uphold the Bureau's goal of developing broadly skilled managers, as the minimum tenure would allow managers to thoroughly master each role.

6. THE PORTLAND POLICE BUREAU NEEDS TO OVERHAUL ITS APPROACH TO PERFORMANCE MANAGEMENT.

The project team identified several key themes in the review of Portland Police Bureau management. These include the following central points:

- The Police Bureau has effectively defined itself, internally and externally, as a police service organization dedicated to providing high levels of service to the community.
- The Police Bureau appears to have done an inconsistent job of communicating internally. The results of the employee survey clearly demonstrate that important priorities have not consistently permeated the organization.
- Although the Police Bureau generally operates using informal performance indicators – where they exist they focus less on outcomes and measures to not define all functions of the Bureau.
- There is very little analytical capacity in operational functions – Operations and Investigations.
- Given that the Police Bureau will witness turnover in most of its command staff within the next five years, it needs to develop a succession plan that identifies and focuses training and assignments as a way to develop supervisory and management personnel.
- As part of its succession planning efforts Police Bureau should develop a mentoring program at all levels of the organization.
- Accountability is critical in the Portland Police Bureau today – as a consequence of the DOJ settlement as well as the more general scrutiny of citizens in Portland. The Bureau has taken great strides in the past couple of years not only to meet these new requirements but to exceed them in a proactive way.

The Bureau is about to transition to a new Chief of Police and perhaps other top managers. This is an opportunity to reflect and commit to continued organizational and operational effectiveness in the Bureau. To achieve this goal, the Chief, command, and supervisory staff should meet off site for two-day planning session that relates directly to developing Department goals and objectives. After the initial meeting, recurring meetings should be held annually to tie accountability to performance.

Recommendation: Top management in the Bureau should hold a strategic planning session once the new Chief of Police is in place. This strategic planning session should focus on continued momentum to community service, operational effectiveness, manager accountability, and ensuring that all command staff function, and are seen as “change agents”.