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**PORTLAND**  
*City Club*  
**BULLETIN**

Mayfair Room • Benson Hotel  
Friday . . . 12:10 P.M.

PORTLAND, OREGON - Aug. 30, 1968 - Vol. 49, No. 13

**REPORT**  
**ON**  
**LAW ENFORCEMENT**  
**IN THE CITY OF PORTLAND**

*The Committee:* A. M. Burdge, Royald V. Caldwell, Robert M. Christ,  
John S. Griffith, Walter G. Klopfer, J. Pierre Kolisch, Jerald W. Schmunk,  
Edward G. Welch, David H. Hain, *Research Intern*,  
and James C. Caughlan, *Chairman*.

Published herein for presentation, discussion and action  
at the regular luncheon meeting on August 30, 1968

This report printed  
with financial assistance of  
PORTLAND CITY CLUB FOUNDATION, Inc.

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8. CHART: Levels of Entry

## GLOSSARY OF ABBREVIATIONS

BSSR	Bureau of Social Science Research
CRAG	Columbia Region Association of Governments
IACP	International Association of Chiefs of Police
MARS	Metropolitan Area Records System
NORC	National Opinion Research Center
SMSA	Standard Metropolitan Statistical Area
SUA	Space Use Analysis
UCR	Uniform Crime Reports

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*Clifford E. Yost, Jr.*, Certified Public Accountant, Tax Manager, Arthur Andersen & Company. Sponsored by George Q. Murray.

FRANK MUNK TO SPEAK  
ON CZECH CRISIS

Dr. Frank Munk, professor of political science, Portland State College, recently returned from the Balkan States, including his native Czechoslovakia, will address his fellow Club members on Friday, September 6 on the Czech crisis.

The August 30th meeting will be devoted to the presentation, discussion and action on the Law Enforcement report.

ADDRESS, PHONE CHANGES  
REQUESTED FOR RECORDS

Members are urged to keep the City Club staff posted on any changes in home or business phone or address, as well as occupation, so that the membership punch-card system can be as up to date as possible. Phone changes to 228-7231.

## PORTLAND CITY CLUB BULLETIN

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**ELLAMAE W. NAYLOR**, Editor  
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REPORT  
ON

# LAW ENFORCEMENT IN THE CITY OF PORTLAND

To the Board of Governors,  
The City Club of Portland:

## I. CHARGE TO THE COMMITTEE

Your Committee was authorized to study and submit recommendations on law enforcement in the City of Portland. The scope of this study was described as follows:

This project should include but not be limited to:

- (1) The organization, policies and practices of the Portland Bureau of Police; including the area of recruitment, training, discipline, records and statistics, deployment, assignment, promotion, handling of prisoners, and relationship with other law enforcement agencies;
- (2) The possible utility in Portland of a Citizens Review or Advisory Board on law enforcement problems and practices.

The Committee was invited to suggest means of furthering mutual understanding and cooperation between the police and the public.

## II. INTRODUCTION

Detailed management analyses of the Portland Bureau would be inappropriate for a lay committee. Your Committee has focused its attention on such matters of public concern as the place of the Police Bureau in the city governmental structure, the extent to which recommendations made by professional consultants engaged from time to time to study the Portland Police Bureau have been implemented, operational policies, and a comparison of the functions and operations of the Bureau with the recommendations of the *Task Force Report: The Police*, a report by the President's Commission on Law Enforcement and Administration of Justice.

After the Committee particularized its responsibilities, it was divided into subcommittees charged respectively with investigation of the administration of the police function, the interacting relationships of the police and the public, and police personnel policies. The ensuing report is an amalgam of the work of these subcommittees. A complete listing of persons or organizations interviewed and source documents consulted is contained in Appendices O and P.

During the three-year span of this study, the work of the subcommittees has been both facilitated and complicated by the issuance of the reports of the President's Commission on Law Enforcement and Administration of Justice and of the National Advisory Commission on Civil Disorders ("Kerner Commission"). In addition, the work of the Portland Metropolitan Study Commission, the birth of the Columbia Region Association of Governments (CRAG), the several joint ventures of Multnomah County and the City of Portland relating to common jail facilities, uniform police records and shared police services, and the work of several citizen *ad hoc* committees all became relevant to the study and have affected it in one way or another. Some of the contiguous counties have also participated in one or more of these joint ventures. As a result, several matters related to law enforcement that might have emerged as findings of your Committee have either become operative or are under study.

Even though Committee inquiries into law enforcement practices always began with the Portland Police Bureau, its pursuit usually led beyond that agency and the territorial boundaries of the City. Problems of law enforcement, traffic and transportation, sewage and waste disposal, zoning, air and water pollution, and others, transcend existing jurisdictional boundaries. The charge to the Committee was broad and this report would have been unrealistic and of limited value if it had attempted to isolate the Portland Police Bureau and its operation from the Multnomah County Department of Public Safety, the police agencies of contiguous jurisdictions, or even state and national law enforcement agencies. Furthermore, law enforcement is only one element of the system of criminal justice and can only become more effective by the simultaneous improvement of the functions and quality of the interaction of the police, the courts and correctional institutions.

The report of the 1948 City Club Committee on Law Enforcement in Portland and Multnomah County found Portland and its environs to be wide open with syndicated vice, gambling, prostitution, bootlegging and other forms of organized crime flourishing under police protection, often on a pay-off basis. That Committee's findings and recommendations were politically significant and instrumental in bringing about the marked change in the City Administration that followed immediately. With the exception of one period, beginning in 1955, during which public attention was directed to alleged vice activities in Portland by a series of newspaper articles, there have been no publicly acknowledged situations even approaching those reported upon in 1948. Your present Committee is satisfied that syndicated crime is not now a problem in Portland. No doubt gambling, bootlegging and other forms of vice exist, but not on a large-scale basis. The Committee thinks that Portland is probably a cleaner city than most cities of similar size in the United States.

However, the absence of syndicated crime and of an alarming amount of gambling, bootlegging and other forms of vice does not mean that serious problems of law enforcement do not exist. Changing economic and social conditions are reflected in variations in the type of crime. The Uniform Crime Reports (UCR) of the FBI show that the number of individual crimes over the years is increasing at a rate faster than the increase in America's population. Portland's crime increased at a rate slightly higher than the national average in 1967. But that is only a partial picture. Samplings of the general population by surveys made by the National Opinion Research Center (NORC) and the Bureau of Social Science Research (BSSR) show that there is from three to four times as much actual crime in the United States than is reported in the UCR summaries. In Portland, like most other cities in the United States, both the rate and the amount of crime, especially nonviolent crime, are on the increase and many citizens are either alarmed or afraid or both. In this period of unprecedented affluence it is only natural that the most frequent question asked about crime is "why?"

Answers to questions about individual crimes or crimes as a whole are not easy.

"Each single crime is a response to a specific situation by a person with an infinitely complicated psychological and emotional makeup who is subject to infinitely complicated external pressures. Crime as a whole is millions of such responses. To seek the 'causes' of crime in human motivations alone is to risk losing one's way in the impenetrable thickets of the human psyche."<sup>(1)</sup>

If crimes that often defy rational explanation are at one end of the spectrum, at the opposite end are the carefully planned acts of professional criminals.

"The elaborately organized robbery of an armored car, the skillfully executed jewel theft, the murder of an informant by a Cosa Nostra 'enforcer' are so deliberate, so calculated, so rational, that understanding the motivations of those who commit such crimes does not show us how to prevent them."<sup>(2)</sup>

(1) President's Commission on Law Enforcement and Administration of Justice, *Challenge of Crime in a Free Society*, 1967, p. 17.

(2) *Ibid*, p. 17.

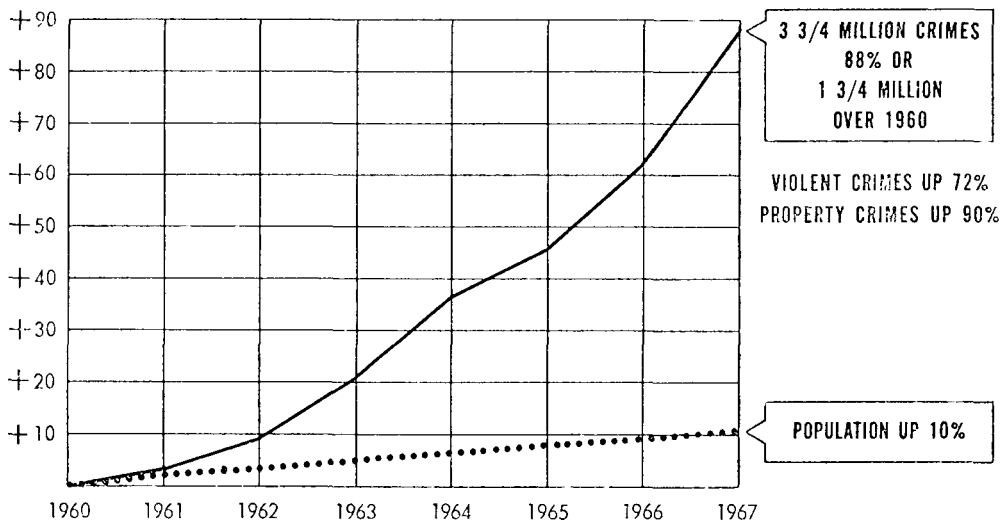
Crimes may be caused by their victims, by public tolerance, or by public reluctance or inability to take effective action against them.

“A skid-row drunk lying in a gutter is crime. So is the killing of an unfaithful wife. A Cosa Nostra conspiracy to bribe public officials is crime. So is a strong-arm robbery by a 15-year-old boy. The embezzlement of a corporation’s funds by an executive is crime. So is the possession of marihuana cigarettes by a student. These crimes can be no more lumped together for purposes of analysis than can measles and schizophrenia, or lung cancer and a broken ankle. As with disease, so with crime: if causes are to be understood, if risks are to be evaluated, and if preventive or remedial actions are to be taken, each kind must be looked at separately. Thinking of ‘crime’ as a whole is futile.”<sup>(3)</sup>

Economic deprivation in an era of unprecedented affluence; racial and minority dissatisfaction; increase in the 15-to-24-year-old population group as the war babies are maturing—many of whom are restive—and urbanization all contribute to the increasing amount and rate of crime. It is possible that the social and economic conditions and attendant shifts in the population already under way will so operate over the next decade that the volume of offenses will continue to rise at a rate faster than population growth.

**EXHIBIT 1**  
**NATIONAL CRIME INCREASE**  
 Percent Change  
 1967 Over 1960

Federal Bureau of Investigation  
 United States Department of Justice



<sup>(3)</sup>Ibid, p. 3.



On a national scale the work of the President's Commission on Law Enforcement and Administration of Justice epitomizes the public and governmental response to this challenge. The general report and the several task force reports challenge public, law enforcement and justice agencies to develop more adequate preventative and corrective measures. In broad terms the reports emphasize the interrelation of law enforcement, prosecution, courts and corrections. They show that specific needs of the system of criminal justice for manpower, equipment, facilities, programs, research, and money are interlocking. However, provision of such material needs will not alone do the job. In addition there must be interaction to a high degree between citizens and the criminal justice system.

Against this background and in the face of these challenges your Committee has attempted to study, as best a lay committee could, the Organization and Administration of Law Enforcement in Portland, the Personnel Practices of the Portland Police Bureau, and the Community Relations of the Bureau.

Law enforcement authorities agree that many factors influence the total police problem of a city. These include the city's population, its composition and stability; the educational and recreational facilities and programs in the community; and, perhaps of prime importance, the public demands or expectations regarding police services. For a police department to perform its basic functions of protecting lives and maintaining order in the community satisfactorily, it must be organized effectively. The community must provide a level of financial support that will enable the police department to secure adequate equipment and facilities and to be staffed with competent personnel. The level of financial support provided for law enforcement is one measure of public demands and expectations regarding the quality of police services it desires. Another measure of the public desire for high quality law enforcement is the degree of public involvement in law enforcement.

The law enforcement problem in Portland is a part of the area-wide law enforcement problem and thus is a facet of the metropolitan area problem. Financial support for Portland police services, and for other public services as well, is diluted by the nature of the metropolitan area. Although the metropolitan area of Portland extends beyond the present city limits into Multnomah, Clackamas and Washington Counties, the law enforcement responsibilities and legal authority of the Portland Police end at the Portland city limits. On the other hand, Portland taxpayers pay for police services in Multnomah County outside the city limits without receiving county police services.

Each municipality in the metropolitan area maintains a separate police force and each county provides police service outside municipal jurisdictions. The multiplicity of governing units results in overlapping and duplication of facilities, manpower, services, and unresolved jurisdictional problems. Duplication of such services as jails, records, communications, crime laboratories, identification and purchasing is not only wasteful of tax dollars but often results in uneven and inferior services.

In the metropolitan area the jurisdiction of the Portland Police Bureau covers an area of slightly more than 85 square miles, with a population of 385,714 (as of July 1967). The area within the boundaries of the City of Portland comprises 23 per cent of the total metropolitan area and contains 41 per cent of the population. There are 1,480 miles of city streets and 11,100 street intersections of which 565 are signalized. There are over 700 police officers in the Bureau. Patrolmen are deployed to each precinct and its constituent districts on the basis of the amount of crime that occurs in each area. The City is divided into three police precincts and these are subdivided into 21 routine radio districts between 3:30 a.m. and 3:30 p.m. and into 27 concentrated radio districts between 3:30 p.m. and 3:30 a.m. Two-man cars are operated in all districts from 7:30 p.m. to 3:30 a.m. and twenty-four hours per day in five districts. The East precinct and the traffic division change shifts on the hour as opposed to the Central and North precincts which change on the half-hour. Therefore, there is no space of time in which police cars are not on the street.

The Annual Administrative Survey of police departments in the United States for 1966, compiled by the Kansas City, Missouri Police Department, shows for Portland:

**EXHIBIT 2**

**BUDGET AND EMPLOYEE COMPARISON BETWEEN PORTLAND AND CITIES OF 300,000 TO 700,000 POPULATION**

	Portland	31 City Average
Total Budget Per Capita .....	19.04	16.44
Police Officers Per 1,000 Population .....	1.81	1.61
Total Employees Per 1,000 Population .....	2.17	2.02
Police Officers Per Square Mile .....	8.06	5.25
Total Employees Per Square Mile .....	9.66	6.58

This survey seems to indicate that, financially, Portland supports its Police Bureau somewhat better than other cities of comparable size in the United States. It has a greater percentage of civilian employees in relation to total police department employees than cities of similar size.

The data in the following tables show that national crime trends and Portland crime trends have the same general characteristics. Total numbers for all Class One offenses except willful homicide have increased markedly. The number of robberies, aggravated assaults, and auto theft in Portland has doubled. In Portland, as in the United States as a whole, there has been a marked increase in crimes against property.

In Exhibits 3-5 below, data from the 1962-67 UCR are used to compare major offenses in Portland with those on the Pacific coast and for the United States.

**EXHIBIT 3**

**CLASS ONE OFFENSES IN PORTLAND, OREGON, KNOWN TO POLICE\***

	1962	1963	1964	1965	1966	1967
<b>Criminal Homicide</b>						
Murder & non-neglect						
manslaughter .....	23	14	9	14	17	14
Manslaughter by negligence .....	16	30	27	40	39	32
Total .....	39	44	36	54	56	46
Forcible Rape .....	37	39	44	58	75	59
Robbery .....	495	384	474	573	629	965
<b>Assault</b>						
Aggravated Assault .....	189	233	245	282	270	354
Other Assaults .....	736	902	1,011	1,216	1,313	1,463
Total .....	925	1,135	1,256	1,498	1,583	1,817
Burglary .....	2,755	3,237	3,715	4,018	4,755	6,061
<b>Larceny</b>						
Over \$50.00 .....	2,609	3,032	3,425	3,752	4,006	5,394
Under \$50.00 .....	6,857	6,878	7,313	7,685	7,937	9,248
Total .....	9,466	9,910	10,738	11,437	11,943	14,642
Auto Theft .....	1,334	1,523	1,852	1,757	2,241	2,672
Total .....	15,051	16,272	18,115	19,395	21,282	26,262

\*Portland Police Bureau

## EXHIBIT 4

## CLASS ONE OFFENSES

Crime Incidence—Cumulative Increase or Decrease (Percentage)

(Base Year 1962)

	United States	Pacific Coast	Cities 250,000 to 500,000	Portland	% Increase from Previous Year
1963 .....	10.2	10.2	8.7	8.1	8.1
1964 .....	24.6	27.3	24.4	20.3	11.3
1965 .....	32.4	41.7	29.0	28.8	7.1
1966 .....	47.5	55.2	39.8	41.3	9.7
1967 .....	71.1	78.5	67.8	74.4	23.4

## EXHIBIT 5

## CLASS ONE OFFENSES

Percentage of Known Offenses Cleared By Arrest

	United States	Pacific Coast	Cities 250,000 to 500,000	Portland
1963 .....	25.1	22.2	22.5	20.1
1964 .....	24.5	21.9	22.7	21.4
1965 .....	26.3	22.2	23.6	19.3
1966 .....	24.3	20.5	21.6	19.1
1967 .....	23.0	*	*	18.3

\*Not available at time of publication.

Sources: **Annual Reports—Portland Police Bureau from 1962-1967****Uniform Crime Reports from 1962-1967** issued by the Federal Bureau of Investigation

## III. ORGANIZATION AND ADMINISTRATION

It should be made clear that your Committee is unanimously convinced that in the main the Portland Police Bureau is administered and staffed by sincere and dedicated individuals who conscientiously perform their tasks. Over a span of years, evaluation systems, administrative practices and operational procedures naturally become institutionalized and thus self-perpetuating. It would be unfair to say that the operations and practices of the Bureau have been unaffected by the emerging needs for more modern law enforcement practices. The spirit in which your Committee's observations and recommendations are made is one of helpfulness and with the sincere hope that they will be useful in expediting desirable changes. The Committee feels, however, there are some remaining questions unanswered: Have the changes that have been made been planned to cope with present law enforcement requirements? To what extent have emergent law enforcement needs been anticipated? Considering the increasing scope and complexity of law enforcement, what measures should be taken to provide adequately for the future?

## A. RELATIONSHIP OF POLICE BUREAU TO CITY HALL

The 1947 Vollmer Survey of the Portland Police Bureau and the 1959 study by the Public Administrative Service of Chicago of the Portland City Government both recommended removing the Police Bureau from the direct supervision of the Mayor. Both studies recommend the creation of a Department of Public Safety which would include law enforcement, fire protection, communications, and civil defense.

**No steps have been taken to implement these recommendations.**

The Charter of the City of Portland states:

“The Mayor shall appoint a chief of police, who shall have had ten years’ active police service. The chief of police shall be subject to removal by the mayor.”<sup>(4)</sup>

*The City Government of Portland, Oregon—A Survey Report*, by the Public Administration Service, 1959 (p. 92), stated:

“. . . The administrative and operating procedures now employed in the Police Bureau are relatively good and most of the existing deficiencies are known to the chief officers, who lack only the necessary support [from City Hall] to gain acceptance of the needed changes. . . .

\* \* \*

“In Portland the Mayor, by Charter, appoints and removes the Police Chief, and the experience has been rather frequent shifts in the incumbent of this important post. The present condition (1959) wherein there are two ex-Police Chiefs and three ex-Deputy Chiefs in the Portland Police Bureau cannot make for the most harmonious relationships. The lack of continuity in this top command position is a factor in the administration ills and problems confronting the Bureau. It is expected that the proposed removal of the Police Bureau from the direct supervision of the Mayor will make the Bureau less ‘political’ in that the senior officers will not feel obligated to participate in the Mayor’s campaigns. Appointment of the Chief by the Commissioner of Public Safety, with Council confirmation, is recommended.”

While the situation respecting ex-Chiefs and ex-Deputy Chiefs is not currently as it was in 1959, the basic problem remains. There has been a monumental inertia exhibited on the part of elected city hall officials respecting recommendations of the Vollmer Report, the Public Administration Service Survey and other studies whenever such recommendations required structural changes in the city government.

Such changes, of course, would require amending the City Charter. In the view of many, a basic weakness in Portland’s Commission form of government is the consolidation of both the legislative and executive functions of government as official responsibilities of the same individuals. The same persons meeting as a legislative assembly, legislate and formulate policy and, as individual administrators of a city department, implement the legislation and execute the policies they have collectively determined. Except periodically at the polls, there is no adequate check on their executive functions. It is small wonder that under this arrangement there is little response whenever structural changes in the city government are proposed.

In the opinion of the Committee this situation is a factor in the ills and problems confronting law enforcement in the city. The Chief of Police in Portland should have more assurance of tenure in office than the present appointive and removal power of the Mayor provides. Police policies and administrative procedures should be formulated and implemented in a working environment that is as free as possible of political influence. The Committee believes that the fact that the Chief of Police functions in a situation where there is the constant possibility of removal at the pleasure of the Mayor exerts an inhibiting influence over the administration of the Police Bureau. The process of police policy formulation may be diluted and police policies may actually be developed in City Hall. A change in the structure of the city government of Portland that would enhance the prestige of the Chief of Police is needed. Creation of a Department of Public Safety would create a working environment for law enforcement in which these problems are not inherent.

**The Committee recommends the creation of a Department of Public Safety, headed by a tenured career professional in this field, and the removal of the Police Bureau from the direct responsibility of the Mayor by placing it in the Department of Public Safety.**

<sup>(4)</sup>Charter, City of Portland, Chapter IV, Article 1, Sec. 4-101.

With or without the organization of a Department of Public Safety, a complete change in the manner of selecting Police Chiefs and Deputy Police Chiefs in Portland is overdue. The only qualification for the position of Chief in the Portland Bureau is that he must have had at least ten years prior police experience.<sup>(5)</sup> Prior to 1919 the Chief of the Portland Bureau of Police was a civilian, often chosen as a reward for political service to the incumbent Mayor. In that year, in response to a near revolt within the Bureau, the practice of choosing the Chief from within the Bureau was initiated and this has generally been the practice up to the present time. Only two police chiefs recruited outside the Portland Bureau of Police have been appointed. While this procedure is better than that of rewarding a politically faithful civilian, it is open to question. Regardless of the ability, integrity, sincerity, and energy of an incumbent Chief chosen in this way, the results of inbreeding cannot help but be regressive over a period of years. Desirable changes, if indeed they are attempted at all under this system, are delayed and more difficult to effect.

**It is recommended that the position of Chief of Police in Portland be established on a formal basis with a written job description, including appropriate basic and professional education and training, personal and experience qualifications. This should not be a classified civil service position. When the position is vacant it should be filled through open recruiting on a nationwide basis.**

The Committee believes fiscal management of the Police Bureau is another area in which relationships with City Hall can be improved. This can be accomplished by a change in budgeting procedures of the kind recommended by the International Association of Chiefs of Police (IACP) and discussed below.

At present the Portland Police Bureau budget is an object, or line-item budget. This means that appropriations are made in itemized categories for salary, operating expense and capital outlay. Except for a lump sum appropriation of \$520,634 for operation and maintenance, out of a total budget of \$7,934,764, the 1967-68 Police Bureau budget was an object budget. Any transfer of funds from one line item category to another requires action by the City Council. This is a time consuming process and dilutes the flexibility required for efficient fiscal management.

The program budget recommended by the IACP is a combination of program (performance) and object budgeting. Program functions to be performed are listed as subheadings of salaries, operations and capital outlay. Where this budgetary procedure is used the Police Bureau has either considerable or complete latitude in redeploying budgeted funds in terms of changing program needs during the fiscal year as long as total budgetary allocations are not exceeded. Such a budget provides, in the opinion of the IACP, the best balance between program formulation, execution and fiscal accountability.

**It is recommended that program budgeting in general conformity to the program budgeting system developed by the International Association of Chiefs of Police be adopted by the Portland Police Bureau.**

## **B. REORGANIZATION OF THE PORTLAND POLICE BUREAU**

### **1. Policy Formulation**

*Police administration cannot be effective if it functions by the "seat-of-its-pants" on a day-to-day, or crisis-to-crisis basis. The Portland Bureau attempts to develop an optimum uniformity of operational procedures and policy implementation in its personnel, first through the academy and officer-coach programs, and second, through required in-service training programs. In addition to these training activities, the Bureau publishes a Police Manual describing policies and field procedures. Despite these measures, there is evidence that they are neither as successful as they should be nor are they kept timely through constant study and revision. Two surveys, one of management practices, and the other on the attitudes of policemen about their jobs, were done in 1966 and 1967 in connection with the development of the Law Enforcement Program at Portland State College. The survey responses show*

<sup>(5)</sup>Ibid.

that many officers are unsure about Police Bureau policies, arrest procedures and the effect of court decisions on their field actions. The survey also shows that many officers feel instructions from their superiors are often unclear.

The increasing complexity of modern day law enforcement makes continuous policy formulation and evaluation imperative if the police are effectively to perform the role society has assigned to them in enforcing the law and keeping the peace. Few city police departments have yet developed adequate policy formulation and evaluation procedures. In the Portland Bureau, policy for tactical operations and field operations seems to be fairly adequate. Provision of staff and resources for planning, research, and crime analysis are meager and these essential functions basic to effective overall planning are minimal in scope. Community relations as a formal staff function is embryonic and whatever planning is done to improve citizen-police relations appears to be largely in response to a crisis or threatening situation. The Bureau has no legal advisor. The President's Commission on Law Enforcement and Administration of Justice recommends:

"Police departments should develop and enunciate policies that give police personnel specific guidance for the common situations requiring exercise of police discretion. Policies should cover such matters, among others, as the issuance of orders to citizens regarding their movements or activities, the handling of minor disputes, the safeguarding of the rights of free speech and free assembly, the selection and use of investigative methods, and the decision whether or not to arrest in specific situations involving specific crimes."<sup>(6)</sup>

The Community Relations Unit should play a significant role in the development of policies from which administrative and operational procedures may be developed that will nurture desirable citizen-police relations. Community Relations will be discussed comprehensively in another section of this report. Suffice it to say for the present that a considerable segment of the black community and some white minority groups lack confidence in the Portland Police Bureau as an agency practicing equality of law enforcement among all segments of the population. Indifferent, abrasive, or hostile attitudes exist among these groups toward the police. Policy formulation in this area should be a top priority item for the Portland Police Bureau.

It is essential at the policy formulation level that new legislation and court decisions receive continuous study to determine the effect they will have on existing law enforcement practices. There is a wide difference of opinion on the effect of the recent Supreme Court decisions on law enforcement practices. These decisions have a direct bearing on the determination of "probable cause" decisions made by officers when suspects are taken into custody and interrogation of suspects by police personnel. Earlier it was indicated that Portland policemen are often unsure about such matters. Systematic updating of the Police Manual would partially alleviate this problem. More in-service education covering the meaning of new legislation and court decisions and their effect on police activities is needed.

The Committee has the impression that most Portland Police Bureau policies have emerged as responses to critical situations rather than being the result of deliberate planning and evaluation of police operations and functions. In an organization that has not engaged in systematic policy formulation the initiation of this practice is a difficult undertaking. Policy formulation as a continuous administrative procedure requires adequate staff services for research, study and evaluation. Increased participation in Community Planning by appropriate Police Bureau personnel in areas that lend themselves to police participation would be a valuable source of information to the Bureau in policy development. Information sharing through participation in Community Planning would also exert a positive effect on police-community relations. Examples of areas of community planning that lend themselves to Police Bureau participation are proposed zone changes (the type of policing needed is relevant), street lighting (the police should have constructive information as to locations where the most critical needs exist) and future recreation areas.

(6) *Supra*, *Challenge*, p. 104.

**The Committee recommends policy formulation be systematized and become a continuing function, practiced on a day-to-day basis in the Portland Police Bureau.**

## 2. Organizational Structure

In police departments the size of Portland's policy formulation, the administration of the Bureau, and police work on the streets can attain optimum effectiveness only if they are supported by strong staff services. In the Portland Bureau, some staff services that could make the work of the Bureau more effective are lacking. Other staff services are available in name, but are inadequate due to poor financial support and inadequate staff size. Finally, there is an unnatural organization of staff and auxiliary services. The Public Administration Survey of *The City Government in Portland* in 1959 stated:

"The proposed organization of the Bureau . . . contemplates three basic organizational branches, Administrative, Operations, and Services, thus achieving a more natural grouping of Police activities."<sup>(7)</sup>

The 1947 Vollmer Report on the Portland Police Bureau, and the *Task Force Report: The Police* of the President's Crime Commission contain the same recommendations:

"Many departments are not organized in accordance with well-established principles of modern business management. They should be reorganized in accordance with such of those principles as best apply to the police, and those principles themselves should be periodically re-examined in the light of the changing nature of the police role.

. . . In fact, many police forces appear to have evolved over the years without a conscious plan. These forces are characterized by diffusion of authority, confused responsibility, lack of strong lines of direction and control and improper groupings of functions. . . ."<sup>(8)</sup>

In the opinion of the Committee an ideal model of a well organized municipal police department has been provided by the *Task Force Report: The Police* of the President's Commission on Law Enforcement and Administration of Justice. (See Appendix B.)

Examination of the current organization chart of the Portland Police Bureau (See Appendix A) reveals a number of places where there is an unnatural placement of functions. Ideally, the Chief's office should be free of operational responsibilities. At present the Intelligence Division is a part of the Chief's office. It is responsible for investigating new developments in the City, including the arrival of suspicious persons. It also performs a licensing function. The Inspections Division also reports directly to the Chief of Police. It is responsible for uniform inspections and inspection of police procedure on the street.<sup>(9)</sup> On the Organization Chart typifying a "well organized Municipal Police Department,"<sup>(10)</sup> the Intelligence and Inspection Divisions are placed in the Administrative Branch. Subversive files, now in the Portland Bureau's Intelligence Division, would be assigned to the Records Division of the Services Branch.

Another illustration of an "improper grouping of functions" may be observed in the placement of the important staff services of Planning and Research, Personnel, and Training in the Service Branch.<sup>(11)</sup> These are staff administrative services, as distinguished from auxiliary services. Policy formulation, successful performance of administrative functions and on-the-street operations cannot be carried out

<sup>(7)</sup>Public Administration Service, *The City Government of Portland, Oregon—A Survey Report*, Chicago, Illinois, 1959, p. 36.

<sup>(8)</sup>The President's Commission on Law Enforcement and Administration of Justice, *Task Force Report: The Police*, p. 44.

<sup>(9)</sup>Deputy Chief John A. Richardson, Portland Police Bureau, *Interview*, June 12, 1965.

<sup>(10)</sup>See Appendix B.

<sup>(11)</sup>See Appendix A.

without adequately supported and staffed operations for research, overall program planning, tactical planning, planning for internal coordination, and planning procedures for coordinating Police Bureau programs with those of the public and semipublic agencies. Of equal importance are the functions of budget analysis, crime analysis, and *modus operandi* analysis. Each of these is understaffed and undernourished in the Portland Bureau, a situation that is typical among police departments in the United States.

Analyses of organized crime and *modus operandi* functions need bolstering because of their significance for both policy formulation and improved field services. Research and planning functions would require, as essential resources, the knowledge of experienced police officers, and also the knowledge and techniques of the behavioral scientists like the urban sociologist; a criminologist capable of relating the existing body of knowledge regarding criminal behavior to law enforcement practices; and a lawyer trained to recognize and deal with the basic legal issues which police confront today.

Creation of an Administrative Branch in the Portland Police Bureau would permit removing the staff services of research and planning, and personnel and training from the Service Branch which is properly the branch in which auxiliary services alone should be housed. The Administrative Branch would include the divisions of Planning, Research and Analysis, Personnel and Training, Intelligence and Organized Crime, Inspections, Public Information, and Legal Advisor.

The auxiliary services of Records, Identification, Communications, Detention (jails and related services) and Maintenance (custodial and police garage) are now a part—and properly so—of the Services Branch of the Portland Police Bureau. The existing data processing unit needs to be expanded to provide data storage and an information retrieval capacity commensurate with the requirements of the kind of research, planning and *modus operandi* analysis operations herein envisioned. This expanded facility, together with those listed above, would constitute a natural grouping of services which would include all of the required basic auxiliary services.

The Sunshine Division, now a part of the Services Branch, if it is a legitimate police function at all, is an operational function and as such belongs in the Operations Branch.

All of the functions now performed in the Investigative Branch of the Portland Bureau are operational functions and more properly belong in the Operations Branch. Under the proposed reorganization plan there would be no Investigation Branch. Other functions now included in the Operations Branch would remain in that branch.

**The Committee recommends reorganization of the Portland Police Bureau into Administrative, Operations, and Services Branches with an allocation of functions within each branch similar to that described in this report.**

### 3. Deputy Chief and Police Major

In the Portland Police Bureau there are no formally recognized positions of Assistant or Deputy Chief, the highest rank in the classified civil service being Captain. The Deputy Chiefs are merely "designated" by the Chief from officers in the Captain's rank, receive premium pay while serving in that capacity, and return to Captain's rank upon termination of their duties as Deputy Chiefs. As is true in the selection of a new Chief of Police, Deputy Chiefs have usually been appointed from within the ranks of the Portland Police Bureau.

A modern police bureau is a complex enterprise and as such requires professional administrators in key command positions. Command personnel promoted from within the ranks have had first-hand experience in the Bureau, but such appointees generally lack the requisite administrative skills necessary for command positions. The training and experience of police administrators should include, in addition to the usual basic law enforcement training, community and human relations training, budget preparation and administration, organizational techniques, space and manpower studies, and procedural analysis of operations.



The 1959 Public Administration Survey recommended:

"The positions of Deputy Chief and the proposed new positions of Police Major should be established within the classified civil service and filled through promotional examinations. The introduction of this added opportunity for advancement on the basis of merit, and the attendant stability of command, will measurably increase the attractiveness of police work as a career. It is also suggested that the assignments of command personnel, particularly in the Patrol Division, be rotated periodically. Not only does this enable the development of well-rounded police administrators, but insures against entrenchment of favoritism or laxness."<sup>(12)</sup>

The Police Major would be a new rank between Captain and Deputy Chief. Each division of the Operations Branch and the larger divisions of the other branches would be headed by a Police Major. This would establish clearer lines of authority and give recognition to these key positions.

**It is recommended that second- and third-line command positions of Deputy Chief and Police Major be established on a formal basis with job descriptions and qualifications for each position written as indicated above for Police Chief. Competitive salary schedules for each position need to be developed.**

**It is further recommended that the positions of Deputy Chief and Police Major, like the position of Chief of Police, be filled on an open recruiting basis.**

#### **4. Precincts**

The Portland Police Bureau currently maintains three precincts—Central, East, and North. The Vollmer Report, the International Association of Chiefs of Police and the President's Law Enforcement and Administration of Justice Report all agree that precincts, particularly in a city the size of Portland, are outmoded.

None of the Portland precinct stations is located at an extreme distance from the central headquarters. Indeed, the East precinct is less than a mile from headquarters. The Portland Police Bureau feels that precinct stations provide visible evidence to residents of the presence of the police, thus giving them a feeling of security. The Bureau also feels precincts are a vehicle through which community relations can be improved. However, with the exception of the small North precinct, none of the precinct stations is located anywhere near the geographical center of its precinct area.

In Portland, all dispatching and deployment of manpower and of patrol cars are done through central headquarters. The existence of precincts has no effect on the time it takes to answer a call for assistance. Patrol cars and other visible operational devices provide all the assurance the public needs of the presence of the police. Community relations and police-related public services can be provided more adequately through the establishment of Neighborhood Service Centers or "store-front" operations, than by precincts. Unfortunately, existing space limitations preclude either immediate abolition or redistricting of Portland's police precincts.

A City of Portland-Multnomah County Coordinating Committee is currently considering the recommendations of a study commissioned by the committee and done by Space Use Analysis, Inc. (SUA) of Beverly Hills, California. This management consultant firm has made space recommendations for all local city-county functions, including jails and courts, extending through 1990. These recommendations need to be thoroughly scrutinized in the light of the unanimity of opinion among law enforcement experts of the obsolescence of precincts in the administration of law enforcement. The Vollmer Report stated:

"The use of precincts is expensive, inefficient, and creates many administrative problems. Originally they were necessary because of inadequate transportation and communications. These reasons no

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(12) *Supra*, PAS Survey, p. 92.

longer exist, and such operation is justified only when extreme distances from a central headquarters are involved. The modern trend in police administration is definitely towards elimination of precincts."<sup>(13)</sup>

**It is recommended that the Portland Police Bureau eliminate precincts at the earliest possible time.**

### 5. Traffic Control

Vehicular traffic control is essentially a nonpolice function which the Police Bureau acquired more or less as an accident of history. As traffic developed, someone had to regulate it and since the policeman was out on the streets most of the time, it fell his lot. The tremendous increase in vehicles has made traffic enforcement one of the most demanding and expensive functions of police departments.

In Portland, 106 out of more than 700 policemen are assigned full time to traffic duties. These men could be replaced by traffic control officers whose sole duties would be concerned with traffic regulations for moving as well as stationary vehicles. Initially, these officers could be civilian employees of the Police Bureau who have received specialized training to perform their duties. Women could advantageously be used in much of this work as is shown by the successful use of meter maids to carry out what was once considered to be exclusively a police function. Such personnel could be hired on a lower pay scale than policemen because the education, training and physical requirements for such personnel would be lower.

Other countries use specially trained officers, separate from the regular police forces, to carry out traffic control without any apparent conflict or difficulty. Recently, Los Angeles instituted a program in which 50 traffic-control officers, as civilian employees of the police department, handle parking and intersection control work and thereby free existing regular police officers for more essential field activities.

The Committee was unable to find a single research study on traffic control in the United States. Except for Los Angeles, no other effort to use specially trained personnel exclusively for traffic control purposes came to the attention of the Committee. The Portland Police Bureau believes the presence of traffic officers on the street is itself a deterrent to certain types of crime. It also believes, since most crimes involve either the use or theft of cars, that many crimes are discovered and arrests made as a result of traffic contacts. These reasons seem to be generally accepted as valid in law enforcement circles. In addition, the arguments are made by others: that further fragmentation of organizational structure and police functions usually results in less coordinated, planned and effective operation; properly balanced specialization gives all the advantages of a separate agency, and provides personnel that are trained to act in both criminal and traffic cases; and that in these times of unparalleled civil unrest, disturbance and upheaval, it would be dangerous to lose the immediate service of today's police generalist who can function effectively in both criminal and traffic fields.

The Committee is not impressed with these arguments particularly when the soaring rate of major crimes and the repeated demands of citizens for better police protection are considered. The freeing of more than 100 trained policemen to devote their principal efforts to apprehending criminals rather than errant motorists would seem to be a beneficial change, particularly when the statistics show that the number of major crime clearances resulting from traffic contacts is negligible. Exhibit 6 shows that only 72 Class One offenses were cleared by the Traffic Division.

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<sup>(13)</sup>Vollmer, August, *Police Bureau Survey: City of Portland, Oregon*, August, 1947.

## EXHIBIT 6

## TRAFFIC DIVISION—CLEARANCE DATA ON CLASS ONE OFFENSES—1967

## Clearance by Arrests:

Homicides .....	3
Rapes .....	0
Robbery .....	3
Aggravated Assaults .....	16
Burglary .....	5
Larceny .....	9
Auto Theft .....	36
Total Clearances .....	72

The Committee believes that not only would the public benefit in better police protection, but the Police Bureau would benefit from a better public image if traffic control were disassociated from the police. As far as the average law-abiding citizen is concerned, the only encounter he has with the police is in connection with a traffic violation. This results in resentment and a feeling of hostility toward the police. For instance, the instinctive reaction of a motorist who is caught in a police radar trap for going 35 MPH in a 25 MPH zone is that the two policemen involved could use their time to much better advantage by protecting the public against criminals rather than apprehending violators of traffic ordinances. Of course, someone must be primarily responsible for traffic control and those duties should be assigned to traffic control officers. This will not only free the police for more important work, but it will remove from the police the onus that attaches to citing citizens for traffic violations. The Committee believes that once police authorities fully comprehend the better public service and more favorable image they will produce by shifting traffic control to someone other than sworn police officers, the faster they will support such change. Such a change contemplates that policemen would continue to issue traffic citations whenever they encounter violations, but it would no longer be their primary responsibility.

**It is recommended that the Police Bureau hire civilians and train them as traffic control officers for the purpose of eventually taking over primary responsibility for all traffic control.**

### 6. Legal Advisor

The recent spate of Supreme Court decisions on defendant's right to counsel, the obtaining of confessions, the methods of arrest and the use of wiretapping have muddied the old standards of what police can and cannot do. It is probable that these decisions are here to stay. The situation in the cities is further complicated by the racial disorders of the summer of 1967, the civil disorders following the assassination of Dr. Martin Luther King, and the threat of further civil disorders in the future.

For a year under a Ford Foundation grant the Portland Police Bureau had a legal advisor. Under the terms of the grant it was expected that the Bureau would budget for a permanent legal advisor as a civilian member of the staff.

"Under the Northwestern program, a police legal advisor intern was placed with the Portland, Oregon police department in 1965. After he served a year, the program was discontinued for want of sufficient city funds to make the position permanent."<sup>(14)</sup>

A legal advisor attached to the Bureau would provide continuous legal advice readily accessible to both command and field personnel. A legal advisor's duties could also include serving as a consultant in policy planning, liaison with the legislature and the community, liaison with lawyers and courts, handling of civil suits against individual officers, and problems arising from specific investigations.<sup>(15)</sup> In view of the present state of confusion among the police about the legality of some field practices, a legal advisor could perform a valuable supportive service.

<sup>(14)</sup>73 Case and Comment 34 (1968).

<sup>(15)</sup>Ibid.

**It is recommended that the Portland Police Bureau engage a full-time Legal Advisor.**

### **7. Changing Character of Police Work**

The Portland Police Bureau, as is to a large extent true of most municipal police departments, is a semi-military organization. Decisions are made at the command level and flow downward through the chain of command to the operational levels. It is probably accurate to say that police departments patterned their monolithic organization after the military organization at a time when the military was also a much less complex organization. One result of this has been the development of a police training program similar to that of the military of an earlier time. In many police departments, including Portland's, a single set of standards is used in screening to select recruits. All recruits in Portland have the same basic police academy training and probationary training under an "officer-coach." Only a one-track system of advancement from beginning police officer through the various echelons to the top is available. In terms of the number of personnel in the Bureau, few opportunities for advancement are available.

One danger attributable to the para-military structure of police departments is that the personal characteristics of police officers most in need of cultivation may be stifled. Within this semi-military structure, conformity is demanded and rewarded, diversity is considered disruptive, and probably dangerous, and may even be punished. Chief Thomas Reddin of Los Angeles states:

"... law enforcement does a pretty good job of stifling creativity and encouraging conformity. A strong body of opinion exists that the conformist is the one who gets ahead. But a word of warning—where conformity is being rewarded a lot of good talent goes into hiding and is being wasted."<sup>(16)</sup>

Most citizens seem to view police work as a relatively uncomplex operation consisting of a basic knowledge of laws and regulations, and believe it is a simple matter to determine when they are violated. According to this view, law enforcement requires men of fortitude and courage but does not involve judgmental decisions of a very sophisticated nature. In many respects, career policemen reflect this point of view.

But the nature of police work is such that it usually requires on-the-spot judgmental decisions by the individual officer without time for referral to a command post. By contrast, military functions are generally performed in groups under the direct command of an officer. It is increasingly recognized that police functions are shifting from crime repression to public service, from law-oriented activities to people-oriented activities. It is not that crime repression—"crook catching"—has become a less important function of the police, but studies referred to by your Committee indicate that such activities demand only about ten percent of an officer's working time. Modern law enforcement practices require, among other things, innovation and diversity of action to cope with crime or behavior situations that are seldom duplicated or quite the same in any given situation. Under such conditions, semi-military relationships are inadequate and professional relationships are indicated.

Running through the literature on law enforcement of the past decade, and increasingly in the most recent literature, is an emphasis on the growing complexity of the law enforcement function. The literature stresses the need for career men of diverse capacities, well educated and trained for the special tasks required. It is no longer adequate to expect all recruits to meet a single set of standards and to engage in identical training programs. Recently, the term "profession" is being used more and more in the literature to describe the status of the police, at least at top levels of sophisticated police work. Furthermore, it is emphasized that many operations such as budget and management analysis, data processing, jail operations, planning and research, public information, some community relations, and others, would be performed better by qualified and professionally trained civilians.

<sup>(16)</sup>Reddin, Thomas, "Are You Oriented to Hold Them?" *The Police Chief*, March, 1967.

### 8. Non-Law Enforcement Services

There are a number of functions now performed by the Portland Police Bureau which the Committee believes could more appropriately be reassigned to other city departments. There seems no valid reason why the police should assign manpower and spend time on nuisance abatement complaints. Responding to this type of complaint is now a responsibility of the patrol division. License inspections, judging from information supplied by the Police Bureau, comprise a large part of the daytime activity of the Intelligence Division. This is a service that should not be expected of the police. The license inspection activity of the Police Bureau should be re-examined with a view to shifting the major portion of it elsewhere in the city government. Such activities draw badly needed and well trained manpower from other duties of more significance and that have a more direct bearing on law enforcement.

Why should the police operate a welfare agency? Despite the public acceptance the Sunshine Division has among many citizens of Portland, the Committee believes that needy welfare recipients would be better served through an expansion of welfare services. Surely, there must be better ways of improving public relations. Improved police work is one. A substantial part of this report discusses others. The Committee has been informed that the Police Bureau is considering reducing the number of uniformed personnel assigned to the Sunshine Division in the near future. This consideration is endorsed.

**It is recommended that the Sunshine Division, as an activity of the Police Bureau, be phased out as soon as possible, and that the use of police officers for other non-law enforcement functions be discontinued.**

## IV. LAW ENFORCEMENT—AN AREAWIDE PROBLEM

### A. THE NATURE OF THE PROBLEM

Population movements have made city, county, and state boundaries anachronistic. Likewise, basic public services—law enforcement, public health, air and water pollution, public sanitation, transportation, and the like—provided on a fragmented basis by small governing units are an anachronism. Metropolitan area populations are growing. But the highest rate of increase in urban area population is not in the core cities. Population in the unincorporated areas on the periphery of the metropolitan area is growing at a more rapid rate than it is in the core city or the suburban towns.

The rapid population growth in the urban areas of the United States is creating numerous problems. No rational pattern of settlement has emerged, except that there appears to be a growth trend outward from the core cities. The volume of traffic to be controlled, the number of civil disorders and disturbances, the number of cars stolen, and the level of criminal activity are functions of the total population. A very large portion of the economic, social and cultural life, and recreational activity for the entire market and service area comprising a metropolitan area occurs within the boundaries of the core city. The daily presence in the core-city of non-core-city residents in pursuit of their normal activities increases the workload of the Police Bureau, and that of other public agencies as well, to a volume considerably above that required to provide police services for a population the size of the core city. But the size of the staff of a police department, and the size of the staff required for any basic service, is a function of the resident population of the core city. The money available to support basic services is limited to that generated by the tax rolls within the core city. A gap exists between the level of basic services required, the manpower available to perform these services, and the tax resources available. The result is that the Police Bureau is one of many city service departments faced with heavier workloads than their manpower can accommodate.

The Portland Metropolitan Marketing and Service area is identified somewhat differently by CRAG and the Portland Metropolitan Study Commission. These two agencies are currently engaged in research, ways and means studies, and experimental activities designed to unify public services on an areawide basis. The ultimate objectives of their studies is a unified governmental structure for the

metropolitan area. Depending on the agency and the immediate concern of the agency, the Portland metropolitan area may include all or major portions of Clackamas, Columbia, Multnomah Counties in Oregon, and Clark County, Washington. For purposes of the ensuing discussion precise limits of the Portland Metropolitan Area are unimportant. The Standard Metropolitan Statistical Area (hereinafter sometimes referred to as SMSA) is defined by the United States Census Bureau as including Clackamas, Multnomah and Washington Counties in Oregon, and Clark County in Washington. Locally, it is sometimes defined as including Columbia County in addition to those in the Census Bureau definition.

Population growth patterns for the Portland SMSA are typical of those of the past fifty years in other urban areas throughout the United States. In 1910 the population of the City of Portland was 75 percent of the population of the Oregon tri-county portion of the SMSA. Since that time the ratio of the City population to that of the rest of the SMSA has steadily declined. During recent years the decline has accelerated. In 1965 Portland's population was 42.9 per cent of that of the SMSA.

Between 1950 and 1960 the population of the State of Oregon increased 16.3 per cent. For the Portland SMSA during this decade the population increased 15.3 per cent. That of the City of Portland declined slightly, -0.3 per cent, while in Multnomah County it increased 10.8 per cent. But for the SMSA outside Multnomah County the population increased 25.1 per cent. The SUA Report says, regarding population growth in the Portland SMSA.

"Piecing together these elements, it is possible to conclude that in the short run, the bulk of the growth in the Portland Metropolitan Area will continue in the thrust into Washington and Clackamas Counties, and into Clark County, Washington. Some of the suburban development will be in [the] long thin strip of Multnomah County stretching to the east of the city, but because there is so much more available area equally convenient in other counties, it is probable that these counties will receive the lion's share of the growth. Within Portland itself, it is expected that continuous growth of the metropolitan area will be accomplished by an increased demand for nonresidential land use within the city. This is expected to include office space, parking, further development of freeways, and market-oriented small industries. While actually growing in size, this displacement of residential population with daytime working population will produce a decline in the statistical population in the central area of Portland. In the older suburbs, it is expected that there will be a replacement of single family houses with garden apartments and in the most convenient areas with high-rise apartments. The overall change in the city's population brought about by this will be a slight increase in the near future possibly accelerating at a later date."<sup>(17)</sup>

The consequences of the population explosion in the rural areas of the Portland SMSA are manifest, although the majority of both urban and rural citizens seem oblivious to them.

Residents of unincorporated areas demand urban type services and in the effort to obtain the services by 1966, there were established 374 units of local government in the Portland tri-county area. In the formation of special service districts geographic and demographic factors have often been ignored. Disintegrated government in the SMSA has been the result and "unequalized services, in disparity between need and fiscal ability to meet the need, and in a dispersion and dissipation of political control of the development of social, economic and political institutions."<sup>(18)</sup>

Increasingly during recent years the need for cooperation between the constituent counties within the SMSA, and between counties and municipalities has become more apparent. Since the most promising solution to the problem of

(17) SUA, Inc., *Analysis of Space Use*, Los Angeles, 1967, p. PO-MU II 4.

(18) Jones, Victor, *Metropolitan Government*, University of Chicago Press, Chicago, 1942, p. 52.

providing uniform services for the Portland SMSA, financed in accordance with local need and ability to pay, lies in area-wide planning for urban services, the proposed consolidation of the Portland and Multnomah County government as set forth in the SUA Report needs careful study to insure that it facilitates rather than inhibits provision of services on an area-wide basis.

Being a legal function of state, county and municipal governments law enforcement has not given rise to special service districts. In the Oregon portion of the SMSA police protection is shared by the state, the counties and city or municipal forces. State Police do not patrol in Multnomah County, except for interstate freeways, but they do provide patrol service as needed in Washington and Clackamas Counties. Multnomah County officers do not normally function inside of Portland, and Portland police do not go outside the city. Through voluntary cooperation and joint action duplication and conflict are held to a minimum. However, under such circumstances police protection is uneven. Patrol service in the remote areas in the counties and in the smaller municipalities is scanty. Jurisdictional boundaries produce anomalous situations which invite overlapping and duplication of services, and conflicts. For example, in the four-mile stretch of road between the Sellwood Bridge and Lake Oswego five police jurisdictions may be invoked—the City of Portland, Multnomah County, Clackamas County, Oregon State Police, and the City of Lake Oswego. Multnomah County officers patrol a one to two-mile-wide strip of land west of the city and two small pockets of land on the southern border of the city, but the majority of Multnomah County patrol cars operate east of 82nd Avenue. Similar complications undoubtedly exist elsewhere in the SMSA. In the interest of obtaining uniform police services of high quality at the least cost, the metropolitan area would be much better served if police jurisdictions were unified. At present no governmental structure exists under which this can be done. Residents in cities and municipalities seem to have a sentimental attachment to their local police departments. No strong public feeling exists at present for unification of police services.

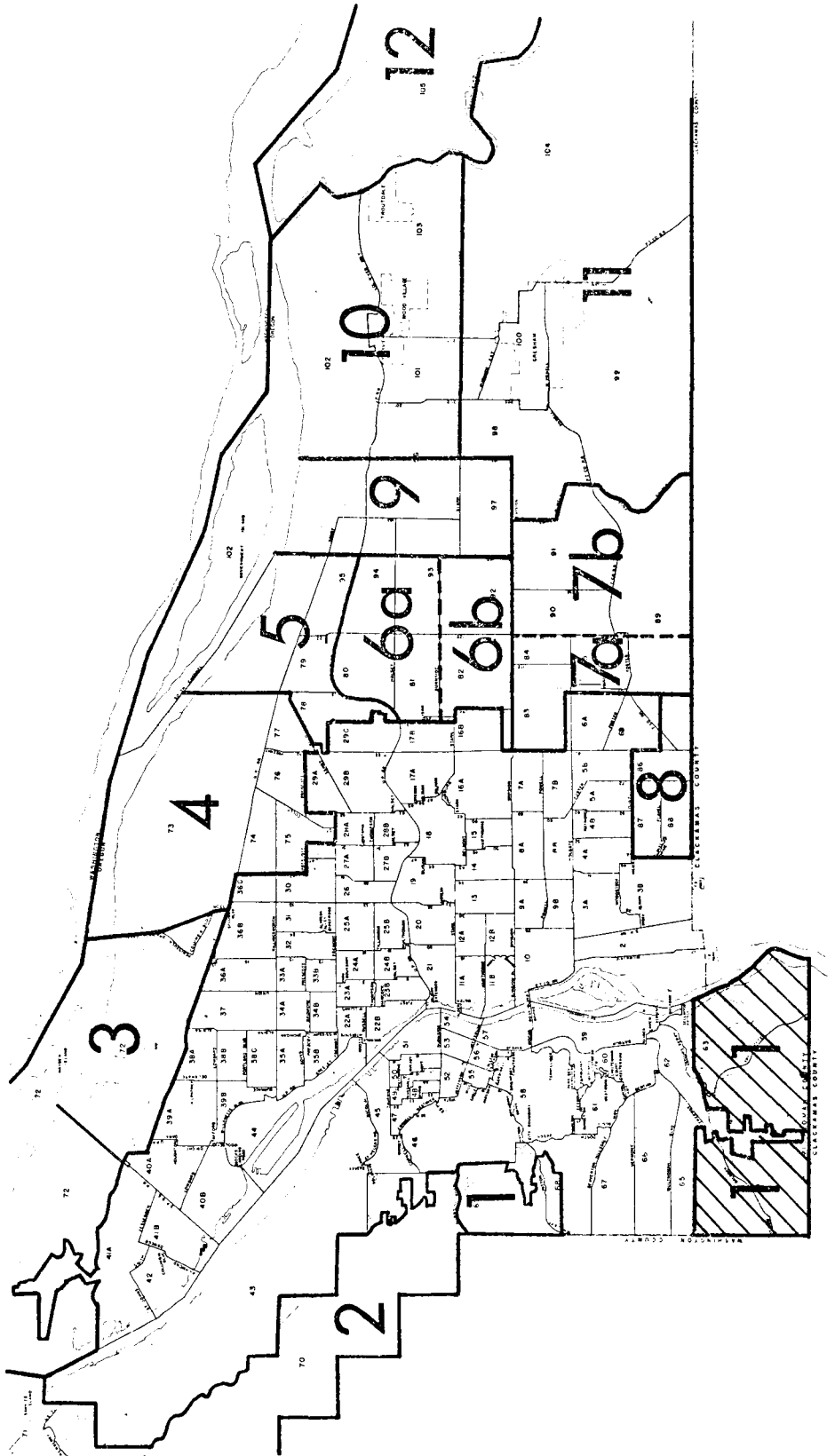
In order to achieve more efficient and even police coverage for the above area, it is recommended that Multnomah County contract with the Portland Police Bureau to patrol the shaded areas shown on Exhibit 7. Agreements should be made with the City of Lake Oswego, Clackamas County and the Oregon State Police so that coverage in the remaining problem area is consistent. There is some coordination between law enforcement agencies in the SMSA on an informal basis in the Portland Metropolitan Area.

There appears to be considerable sentiment among the twelve major law enforcement units of the Oregon tri-county part of the Portland SMSA favoring consolidation of at least some police services. In the summer of 1967, the Metropolitan Study Commission surveyed these agencies to determine law enforcement practices in the Portland Metropolitan Area. One of the questions asked in this survey was: "Are there any aspects of law enforcement that you think should be done on an area-wide basis?" Of the twelve county and city police units, nine favored a consolidation of communications and records for the entire metropolitan area. Eight favored a central crime laboratory and central recruitment. Six favored a central training academy. Five favored a single metropolitan area police department, a uniform pay scale and a uniform educational incentive program. There was scattered sentiment for a universal uniform, officer ID cards and report forms. Eight of the twelve departments surveyed made favorable responses to six or more of the eleven choices presented of police services that might be consolidated.<sup>(19)</sup>

The Committee is of the opinion that complete unification of police services under a single police agency for the Portland SMSA is the most satisfactory answer to the problem of providing uniform law enforcement services of high quality at equitable costs. As indicated above, the prospects for accomplishing this objective in the near future seem remote. Meantime, there is great need for as much progress as possible toward the eventual unification of all law enforcement functions. Some police jurisdictions in the SMSA have requested the assistance of CRAG in an effort to unify at least some police services. CRAG is present coordinating efforts toward this end for police communications, records and training.

<sup>(19)</sup>Portland Metropolitan Study Commission, *Law Enforcement Practices in the Portland Metropolitan Area*, August 11, 1967.

EXHIBIT 7  
MULTNOMAH COUNTY DEPARTMENT OF PUBLIC SAFETY PATROL DISTRICTS





## B. COORDINATION OF LAW ENFORCEMENT SERVICES

### 1. Staff Services

Some police services can be more readily consolidated than others. General agreement about which staff and auxiliary law enforcement services are amenable to coordination or consolidation, and, which are not, exists in both the *Task Force Report: The Police* of the President's Commission on Law Enforcement and Criminal Justice; and, *Coordination and Consolidation of Police Service, Problems and Potential*, Public Administration Service, 1966:

"On the basis of their potential for coordinated and consolidated action, staff services fall into two major groupings: Recruitment, selection, and training of personnel and planning lend themselves to joint action; whereas public information, internal investigation, and staff inspection are more closely identified with individual jurisdiction."<sup>(20)</sup>

In addition to recruitment, selection, training and planning, purchasing is another staff service that lends itself to coordination or consolidation. Some field services such as criminal investigation, vice control and special task force operations are also subject to coordination and consolidation.

Since planning for area-wide police services differs in kind from police departmental planning, whereas the other staff and field services amenable to coordination and consolidation do not, a brief discussion of area-wide planning is timely.

There is a need for area-wide planning at two levels. First, it is essential that plans be developed and a proposal formulated for a unified governmental structure with the necessary legal authority broad enough to serve the Portland SMSA. The Portland Metropolitan Study Commission has been engaged in this task since 1963 and its work will be discussed later in this report. If the development of a single governmental agency responsible for all governmental functions of the SMSA cannot be accomplished in the near future, planning should concentrate on developing a proposal for a statutory structure under which law enforcement can be consolidated in the Portland SMSA. There is now reason to think that the interstate problem is not as difficult as it has heretofore been thought to be.

The second level of planning required is the provision of the staff services of research and planning for the coordination of law enforcement services for the SMSA. The importance and need for such services was discussed in detail above for the Portland Police Bureau. In a new undertaking such as the coordination herein proposed, the staff services of research and planning are crucial. Assistance in the development of a plan for the coordination of research and planning activities of the constituent law enforcement agencies in the SMSA is a role that CRAG is particularly fitted to perform.

### 2. Auxiliary Services

"The auxiliary services of records and communication, crime laboratory services, and detention are the police responsibilities best suited to coordination and consolidation on an areawide basis; and with the possible exception of training, these are the services most often performed jointly. Joint action is possible primarily because it involves cooperation only on technical matters; in this, auxiliary services differ significantly from other police functions, particularly field services. Auxiliary services are costly, and resources beyond the competence of most jurisdictions are needed in order to perform them with any degree of effectiveness.

"Auxiliary services make it possible for police agencies to fulfill their basic responsibilities by dispatching personnel promptly, bringing to bear the information in records files in the solution of crimes, and studying and analyzing the physical evidence pertinent to a particular investigation. Many police agencies cannot adequately perform these services alone.

<sup>(20)</sup>Supra, PAS, p. 19.

"One auxiliary service, detention, is not concerned with the fulfillment of basic police responsibilities; consequently, it is not necessary that each local police agency provide this particular service."<sup>(21)</sup>

In the opinion survey of the twelve metropolitan law enforcement agencies nine of the twelve supported centralized communications and records, and eight favored a centralized crime laboratory. Detention was not one of the available choices in the survey.<sup>(22)</sup>

### 3. Records

Some progress has already been made toward the coordination or consolidation of records in the metropolitan area. The Portland Police Bureau and Multnomah County invited all law enforcement agency heads in the metropolitan area to meet and discuss the feasibility of developing a Metropolitan Area Records System (MARS). At this meeting there was general agreement that such a system was needed and ways and means were explored to develop the system including uniform reporting, equipment, financing, and requesting the help of the Governor's Office in securing federal funds under the then pending crime control bill. The seventeen metropolitan area police agencies present at the meeting approved the creation of MARS. A developmental plan was adopted and a recommendation made to the Oregon State Bureau of Identification and Investigation for the development of a Crime Information System at the State level.<sup>(23)</sup> Implementation of these plans was predicated on securing financial assistance from federal grants. As far as the Committee can determine there has been no recent action to develop this proposal. The recent adoption of the Omnibus Crime Bill makes funding a possibility and should stimulate reactivating the proposal.

### 4. Communications

The need for an area-wide communications system becomes clear when the present situation regarding communication systems is reviewed. The police agencies in Clackamas County operate on three different frequencies. Both the City of Portland and Multnomah County operate expensive communication systems of their own but on different frequencies. Gresham operates its communications system on still a different frequency. A major complaint of the majority of the SMSA law enforcement agencies is lack of an area-wide communications net. In an emergency a direct message cannot be transmitted to another jurisdiction except by a telephone conversation between dispatchers, or in a few cases by the monitor. While all agencies have access, either through ownership or by rental, to a teletype, its use is limited. Communications systems are expensive. An area-wide communications network with the capacity to accommodate the single agency and inter-agency law enforcement communication and dispatching needs of the SMSA would be possible only through pooling of resources.

### 5. Crime Laboratory

Law enforcement, to be effective, must have ready access to laboratory services capable of making scientific evaluations of pertinent data if it is to perform the investigative function adequately. Recent court decisions make law enforcement agencies increasingly dependent on scientific analysis of crimes, rather than relying on interrogation of suspects as has been the practice in the past. Services required include both the gathering of evidence at the scene of the crime and the scientific analysis of evidence. An adequately equipped crime laboratory is expensive and competent professional staff scarce. The Portland Police Bureau operates a less than adequate crime laboratory. No other law enforcement agency in the SMSA has the resources to operate a crime laboratory. While all law enforcement agencies in the SMSA can and do use the two state-operated crime laboratories and the FBI laboratory these do not meet the local need for laboratory services. The State-operated laboratories are not adequately staffed and equipped. Time is often of the

<sup>(21)</sup>Supra, PAS, p. 12.

<sup>(22)</sup>Supra, Metropolitan Study Commission, *Survey*.

<sup>(23)</sup>A Report to Donald I. McNamara and Byron H. Shields, prepared by The Processing Committee, July 24, 1967.

essence in investigatory work. Consolidation of resources of the SMSA police units that can be allocated to supporting a crime laboratory would support a crime laboratory of high quality.

#### **6. Detention Facilities and Services**

For the Portland metropolitan area this is both a critical and propitious time to consider the detention facilities and services needed to house detained and sentenced persons. The City-County Coordination Committee of the City of Portland and Multnomah County is considering the recommendations of the SUA Report. One of the major recommendations of that study is for the reorganization and consolidation of detention facilities and services for Portland-Multnomah County. Included is a detailed analysis of space and manpower needs for these facilities and services through 1990. Estimates of needed facilities, services and manpower do not include the Portland SMSA outside Multnomah County. Earlier in this report the point was made what work loads of the core city law enforcement agencies are increased beyond normal expectancy by the necessity to provide an undetermined amount of services because of the core-city activities of the entire SMSA population. An accurate estimate of the physical facilities required for detention and the scope of correctional services needed can be made only if detention and correctional needs are based on the population of the SMSA. It is the expressed intention of the Coordinating Committee to prepare ballot measures to implement some of the recommendations made in the SUA Report for the 1968 fall elections. The haste with which these ballot measures are being brought forward may inhibit adequate consideration of the full dimensions of the problem and may result in confusing voters.

However, there are two areas in which immediate action is imperative. The Portland City Jail is a disgrace. Every study or inspection of the City Jail for some years has reported deplorable physical conditions and as a consequence inhumane treatment of individuals detained. Some expedient alternative to the continued use of the city jail should be developed forthwith.

Unexpectedly, the recent Supreme Court decision<sup>(24)</sup> regarding the treatment of alcoholics did not rule alcoholism a disease. Thus the problem remains one with which the police must deal. Despite the nature of the recent Supreme Court decision about whether alcoholism is a disease or a crime, the problem is not properly a police problem. The Portland-Multnomah County space utilization study recommends the creation of a rehabilitation center for the treatment of chronic drunks and alcoholics. The early development of such a center would relieve the police of a considerable burden with which they are not prepared to deal, on other than a detention basis, and would substantially reduce the number of inmates in the City Jail.

Most experts in the law enforcement field feel that detention facilities and services should not be a police responsibility at all, especially it should not be a responsibility of municipal police departments. It is felt that all detention responsibilities should rest with the county or, preferably, with the state.

Corrections, which includes detention facilities and services, is a professional field in its own right and should be recognized and supported as such. Most police are not trained in corrections and to use them for correction work, except for maximum security prisoners, is a wasteful use of manpower skilled in law enforcement practices. While the recommendations for detention facilities and services of the SUA Report recognize and implement some accepted principles of modern corrections, they do not include a recommendation for the creation of a department of corrections as the proper agency to operate the corrections program.

**The Committee recommends that CRAG continue on an intensified basis its efforts to bring about coordination of those law enforcement services in the Portland SMSA that lend themselves to an area-wide approach.**

**The Committee also recommends that CRAG expand its planning activities to include the staff services of recruitment, selection, training, planning, criminal intelligence and purchasing; and, the auxiliary services of communication, records, crime laboratory and detention facilities and services.**

<sup>(24)</sup>Powell v. Texas ..... U.S. .... (1958), 36 U.S. Law Week, 4619.

It is further recommended that CRAG invite representatives of each law enforcement agency in the SMSA, representatives of each municipality and county government, and lay citizen representatives to form a Law Enforcement Advisory Committee to assist in the formulation of policies and procedures designed to expedite coordination of those law enforcement services in the Portland SMSA that lend themselves to coordination.

The Committee recommends that the City Club appoint a committee to study the "Analysis of Space Use" report of SUA, Inc. with particular reference to the effects the recommendations would have on the coordination or consolidation of governmental functions for the entire Portland SMSA.

The Committee further recommends that under either State or regional jurisdiction a Department of Corrections be established with sole responsibility for detention facilities and services.

## V. STATUTORY CONSOLIDATION OF LAW ENFORCEMENT SERVICES IN THE PORTLAND METROPOLITAN AREA

The foregoing discussion dealt with the need for coordination or consolidation of law enforcement services and those services amenable to coordination and consolidation. Recommendations were made for CRAG to be the vehicle through which a modicum of centralized services might be accomplished without structural changes in local government. This may be a necessary initiatory step. But it is only an expedient intermediate measure and is in no sense a permanent solution to the problem of fragmentation of law enforcement services.

"Colonel E. Wilson Purdy, former Commissioner of the Pennsylvania State Police, points to the web of overlapping police jurisdictions and vague police powers which hamper the law enforcement officer in his day-to-day activities and concludes, '. . . is it no wonder that many law enforcement agencies find themselves on a treadmill with no progress being made to meet their increasing responsibilities.'

"These comments point to a fundamental problem confronting law enforcement today—fragmented crime repression efforts resulting from the large number of uncoordinated local governments and law enforcement agencies. It is not uncommon to find police units working at cross purposes in trying to solve the same or similar crimes. Although law enforcement officials speak of great cooperation among agencies, the reference is often simply to a lack of conflict. There is, in fact, little cooperation on other than an informal basis, not a very effective means of meeting current needs.

"Formal cooperation or consolidation is an essential ingredient in improving the quality of law enforcement. Crime is not confined within artificially created political boundaries but, rather, extends throughout the larger community. A workable program of formal cooperation or consolidation for law enforcement services within a 'common community of interests' (as community is defined in English common law) is the desired goal for improving the quality of law enforcement at the local level."<sup>(25)</sup>

Even if the weakness of the City Government of Portland with respect to police services were corrected and the Police Bureau were reorganized, or, even if there were a merger of the governments of the City of Portland and Multnomah County there would still be an uneconomical and inefficient fragmentation of law enforcement services, and of other governmental services as well, in the metropolitan area which would have a debilitating effect on city and county law enforcement services.

<sup>(25)</sup>Supra, PAS, p. 2.

The major advantages of consolidation are: provision of uniform services of high quality; equalization of the distribution of costs; better utilization of manpower with resulting savings in personnel costs; maximum use of equipment and facilities; and, elimination of jurisdictional questions, overlap and duplication.

"The ever-increasing costs of government require that the utilization of manpower, which represents at least 60 per cent of operating budgets in salaries, be carefully scrutinized to insure maximum savings consistent with high levels of public service. The analysis of consolidation of law enforcement functions indicates that considerable savings are possible while at the same time providing possibilities for increased public service through increased specialization, advanced technology and modernized facilities."<sup>(26)</sup>

Projection of personnel needs under the phased consolidation of the City of Portland and Multnomah County recommended in the SUA Report shows a savings of almost six million dollars between 1967 and 1990 in salaries alone for law enforcement if the recommendations are adopted.<sup>(27)</sup>

"Consolidation improves manpower utilization in ways which cannot be illustrated in monetary terms but which are of great importance in modern law enforcement practices. Perhaps the most significant advantage lies in the higher degree of specialization of personnel and equipment possible in a larger unit. The greater number of personnel available in the larger unit permits intensification in such specialties as criminology and penology which are desirable but difficult to develop in smaller units where there must be more emphasis on generalists."<sup>(28)</sup>

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". . . the field of law enforcement must keep up with advances in science and technology. These advances in facilities and equipment represent costly expenditures which must not be duplicated by law enforcement agencies operating in the same area. Jails provide an excellent example of specialized facilities designed to serve special functions with maximum utilization of equipment to reduce the number of jailers required and still provide proper jail conditions."<sup>(29)</sup>

During the course of the Committee's work on law enforcement, an extensive review was made of local governmental consolidations in the United States that included law enforcement services. The most complete consolidation, and from a theoretical point of view the preferable type, is the consolidation of law enforcement services that would accompany development of a unitary area-wide government. Partial consolidation measures include annexation, contracting by one law enforcement agency with another for police services, subordinate service districts and special service districts. The Committee's files contain detailed reviews of the experience of a number of cities and counties wherein jurisdictional consolidation has been accomplished and are available in the City Club office.

The President's Commission on Law Enforcement and the Administration of Justice recommends:

"Each metropolitan area and each county should take action directed toward the pooling, or consolidation, of police services through the particular technique that will provide the most satisfactory law enforcement service and protection at lowest possible cost."<sup>(30)</sup>

<sup>(26)</sup> Supra, *Analysis of Space Use*, p. PO-MU III-9.

<sup>(27)</sup> Ibid, p. PO-MU III-10.

<sup>(28)</sup> Ibid, p. PO-MU III-9.

<sup>(29)</sup> Ibid, p. PO-MU III-11.

<sup>(30)</sup> Supra, *Challenge*, p. 123.

In this report, CRAG is recommended as the vehicle through which initial steps toward consolidation may be taken. The consolidation of the City of Portland and Multnomah County either to provide a single unitary government, or partial consolidation to provide for selected specific services—as proposed in the SUA Report, for example—would be an incomplete and unsatisfactory solution to unifying law enforcement and other local government services. Even the already achieved consolidation of health services is only a partial solution to a problem that is SMSA-wide in scope. It is to be hoped that this is only an intermediate step in the eventual consolidation of health services for the entire Portland SMSA.

While, in this report, the Committee has been primarily concerned with law enforcement services, the Committee believes no single service can be effectively and efficiently consolidated in isolation from other basic local governmental services. While traditionally law enforcement has been considered a sacred local governmental function, technological developments and the nature of the present-day crime and law enforcement problems have made this approach anachronistic.

Efforts toward consolidation of the Portland Metropolitan Area governments began in 1956 with the creation of the Metropolitan Planning Commission, now absorbed by CRAG. In 1963, the Oregon Legislative Assembly created, by legislative action, the Metropolitan Study Commission. The statutory life of the Commission expires not later than June 30, 1969. The activities of the Commission include sponsorship of a number of studies and reports on the receptiveness of the public for governmental consolidation and related issues, and the preparation of a preliminary draft of a charter for a metropolitan government. The 1967 Legislative Assembly failed to act upon this preliminary draft. One of the most significant activities of the Commission has been its role as catalyst for a number of inter-governmental developments. As such it has planned a key role in (1) consolidation of three fire protection districts in East Multnomah County (2) organization of the Columbia Region Association of Governments.

General, although not unanimous, agreement supporting unitary governments for metropolitan areas exists among professionals in urban affairs, urban planners and those laymen who are interested and knowledgeable. However, the general public in the Portland Metropolitan Area does not seem ready as yet to accept the idea in its totality. It appears unfavorably disposed toward plans involving major structural change in existing local governments. It will accept, apparently, plans which propose consolidation of services without major local government structural changes. This is the position of the Portland Metropolitan Study Commission. Its current plan, called the Modified Plan:

“ . . . attempts to utilize existing general purpose governments except for those few services which must be provided on some regional basis. Even in this case the governing body of a regional agency could be composed of elected officials of constituent general purpose governments and probably would be tied directly to the Columbia Region Association of Governments.”<sup>(31)</sup>

The Columbia Region Association of Governments (CRAG) was created in 1966 primarily to provide a vehicle through which new federal requirements for local planning could be met. It is an interstate council of municipal and county governments organized by the local governments in the four counties that comprise the Portland SMSA. Its responsibilities include both planning and coordination. Among other things it provides a forum for consultation between elected officials. This report has discussed some aspects of law enforcement planning for the SMSA in which CRAG is already involved and has recommended that CRAG's activities in these areas be intensified. In addition the report has recommended that CRAG expand its area-wide research and planning activities to include additional areas of law enforcement.

However, CRAG is an interstate research and planning organization which involves elected officials of its constituent municipal and county governments. In addition it has a professional staff responsible to the Board. Effective steps toward broad area-wide planning, formulation of recommendations for both legislative and

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(31) Portland Metropolitan Study Commission, *Modified Plan*, approved March 1, 1968. (mimeographed)

local action, communicating and informing the public of local needs and plans for action, and implementation of recommendations for action require a lay board. This could be complementary to and advisory to CRAG, but CRAG needs an avenue through which proposals for regional or state legislative action can be made. In many respects the Metropolitan Study Commission is the type of agency needed. It has been a fairly effective catalyst during its life. However, it will expire unless its life is extended by action of the 1969 Legislative Session.

Rather than extend the life of the Commission as presently constituted, it would be preferable for the Legislature to pass enabling legislation for the creation of a Regional Public Service District which would operate with a professional staff under the direction of a policy-making board composed of both lay and constituent local governmental elected officials. Establishment of a metropolitan service district is one of the recommendations included in the Portland Metropolitan Study Commission's *Modified Plan* and approved by the Commission March 7, 1968, to be forwarded to the 1969 Oregon State Legislative Assembly. Another recommendation for legislative action included in the *Modified Plan* is for the establishment of a boundary commission with jurisdiction over changes of local boundaries within the Oregon part of the Portland SMSA.

**The Committee endorses the recommendations of the Portland Metropolitan Study Commission for the establishment of a metropolitan service district and for the establishment of a boundary commission through legislative action of the Oregon Legislative Assembly.**

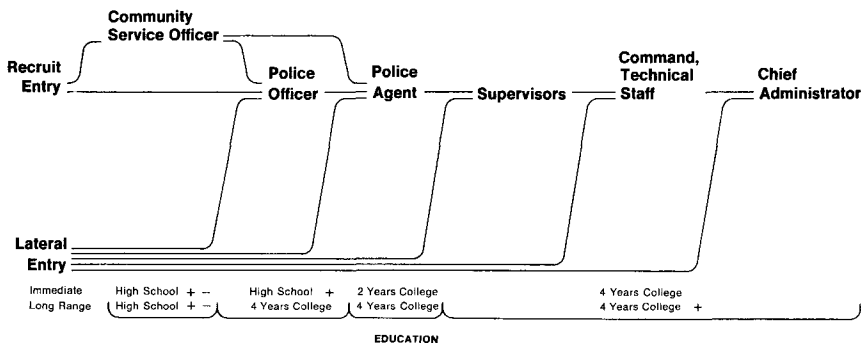
**The Committee further recommends that law enforcement services be included among the basic services specified in the enabling legislation establishing a metropolitan service district.**

## VI. PERSONNEL AND TRAINING

### A. LEVELS OF ENTRY

The Portland Police Bureau should separate police functions into specialties and select, train, and assign personnel in terms of the needs for each specialty. At present all personnel go through an identical training program and are responsible for both the most complex and the more menial police tasks. In view of the ever-increasing range and complexity of tasks expected of law enforcement agencies, it appears that the wide range of skills available to perform all these tasks can be divided according to the skills required to perform them. Job descriptions can be written; standards governing personal qualifications, training and experience can be developed; and, appropriate competitive salary scales can be established. In this way better personnel can be attracted and held in police work, they can be utilized more effectively and they can be rewarded at a level commensurate with its sophistication.

### EXHIBIT 8 LEVELS OF ENTRY



One of the most innovative recommendations made by the President's Crime Commission was the revamping of existing patrol and investigative assignments by the creation of three kinds of officers. The President's Crime Commission classified these officers as the police agent, the police officer and the community service officer.<sup>(32)</sup> These classifications should enable a police officer to better devote his time to duties which correlate with his own level of competence.

### **1. Police Agent**

The Police Agent would function at the operational level and would be assigned to the most complicated, sensitive and demanding police tasks. Duties to be assigned to the Police Agent would include patrol of areas of social unrest, investigation of major crimes, enforcement of gambling, vice and narcotic statutes, difficult arrests and community relations. This position requires the highest professional qualifications and the salary scale must be commensurate with the responsibilities assigned. Some Police Agents should be trained in areas such as commercial law, basic accounting, real estate, and both corporate and bank structure so that more "sophisticated" types of crime can be detected, especially those that tend to fall within the realm of organized crime. Tuition for these courses should be paid by the Police Bureau.

The investigative functions now performed primarily by detectives would be included among the duties of the Police Agent, thus eliminating the position of detective. The Police Agent would be capable of handling a wide range of complex law enforcement problems, and of working alone or as the leader of a team. The crux of the Police Agent concept is that the best officers of a police department should be used flexibly to confront those problems which place the greatest demand upon the abilities of police personnel. The creation of a Police Agent position should make a career in law enforcement more attractive for many individuals with superior talents who are not presently attracted to this field.

### **2. Police Officer**

The second category is the Police Officer. His duties would include the enforcement of law, investigation of those crimes that can be solved by immediate follow-up investigation or proximity investigations, routine patrol and emergency services. This position would have the largest number of officers, since the duties required are those most commonly performed by the police, and those that take a substantial number of officers since the duties enumerated cover a substantial portion of police duty time. The particular ratio of Police Officers to Police Agents will depend upon the particular community, the type and amount of crime within the community and the existing social problems.

Police Officers would work closely with a Police Agent as an integral part of a team. This team would work together in solving crimes and meeting other problems within the jurisdiction of the police. The Police Officer would be strongly encouraged to prepare himself to qualify eventually as a Police Agent.

### **3. Police-Community Intern (Community Service Officer)**

The President's Crime Commission has recommended that Community Service Officers be hired in minority group areas. Entrance requirements described for this position are less demanding and more flexible than those set for individuals qualified for immediate entry as Police Officers. This is intentional, since the purpose of establishing this position is to attract individuals who have promising potential as Police Officers, but who have been unable to develop their potential ability to the point where they can qualify for police work in the usual manner. The Committee agrees with the principle involved but feels that the aspirations of individuals recruited in this way should be to qualify as regular Police Officers. Otherwise, the goal of police-community relations is defeated by placing someone between the community and the police. For this reason, your Committee has termed this position a Police-Community Intern in order to make the above distinction.

The Police-Community Intern would continue his schooling and participate in a training program as a part of his job. This program would provide a means

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<sup>(32)</sup>Supra, *Task Force Report: The Police*, p. 122.



for individuals who ordinarily would not meet the qualifications required for a Police Officer, to start at a non-tenured level and prepare himself to meet the entrance specifications.

Job responsibilities of the Police-Community Intern might include manning a "storefront office" which supplies information to the local citizens on services available from governmental agencies, establishing a rapport between the juveniles in his area and the Portland Police Bureau, and aiding community relations officers. However, it is to be emphasized that the Police-Community Intern should not serve as an intermediary between the community and the police.

**The Committee recommends the establishment of the positions of Police Agent and Police Officer in the Portland Police Bureau. Job descriptions should be developed, including personal qualifications, training, experience and appropriate competitive salary schedules.**

**It is further recommended that the position of Police-Community Intern be created with suitable entrance qualifications established to attract individuals who demonstrate trainable potential for police work.**

## **B. LATERAL ENTRY**

Advance appointments are limited to personnel within the Bureau. This is true of most police departments in the country. Police personnel are likely to become frozen into the police department in which they begin. If a particular officer has special skills which are either in oversupply or are not needed in his department, it is difficult and sometimes impossible for him to move to another police department where those skills are in demand. Police departments also suffer under this practice, in that they cannot fill jobs with men from the outside when the particular needed skills cannot be found within the local department.

"To limit promotional appointment to those within any agency is to repress initiative, creativity, and critical judgment. . . . All promotional processes must be geared to the objective of getting the finest leadership possible."<sup>(33)</sup>

In a recent survey,<sup>(34)</sup> Portland police officers were asked to indicate their total years of police experience and also their total years of experience in the Portland Police Bureau. Only 17 per cent of the officers who replied had prior police experience before joining the Portland Police Bureau. This illustrates the lack of lateral movement between police departments, even at the patrolman level.

One major cause of the lack of lateral movement is the loss of pension and retirement benefits which occur when an officer moves from one police department to another. Limitations imposed by many Civil Service Boards are often a contributing cause. The Portland Civil Service Board does not restrict lateral entry above the level of patrolman.

Unequal levels of training and of professional competence exist among the more than 40,000 law enforcement agencies in the United States today and are a hampering factor in lateral transfer. The establishment of state standards of training for police officers would help to alleviate this obstacle.

Another inhibiting factor is the negative attitude of many police officers. However, results of the aforementioned survey indicate that 57.8 per cent of the Portland Police Bureau either approves or strongly approves of expansion of possibilities for transfer in rank. (See Appendix C.)

Lack of lateral entry contributes to lower police salaries, since municipalities do not have to compete with one another for experienced police officers.

**It is recommended that the Portland Police Bureau adopt a lateral entry policy to allow officers from other police departments to take promotional examinations.**

<sup>(33)</sup>Germann, A. C., *Recruitment, Selection, Promotion, and Civil Service*, a report submitted to the President's Commission on Law Enforcement and Administration of Justice, Washington, 1966, p. 110.

<sup>(34)</sup>Gervais, Kenneth P., *The Portland Police Officer, Portland, Oregon*, Urban Studies Center, Portland State College, 1967.

### C. HIRING OF ADDITIONAL CIVILIAN PERSONNEL

There are many functions now performed by sworn police officers which could be performed as adequately, or more than adequately, by civilians. In 1965, 10.7 per cent of the total personnel of the police departments in the United States were civilians. This represents an increase of nearly 3 per cent over the total used in 1960.<sup>(35)</sup> As a comparison, 17 per cent of the Portland Police Bureau personnel are now civilians.

The Portland Police Bureau has been increasing the percentage of civilian personnel within the Bureau. The use of meter maids has released a number of officers, who formerly enforced parking regulations, for reassignment to duties using their police training in more appropriate ways. Meter maids are presently used in the downtown area to enforce parking regulations. The Portland Police Bureau has been considering the use of additional meter maids in other areas of town to enforce parking regulations. It is contemplated that six police officers would then become available for other duties. One complication is that the position of meter maid does not fall under the Portland Police Bureau. The meter maid division is responsible to the Commissioner of Planning and Public Works.

**It is recommended that the City of Portland create additional meter maid positions, thereby freeing police officers, presently assigned to enforcement of parking regulations, for more relevant duties.**

There are normally 22 sworn officers performing clerical duties in the records division. The Portland Police Bureau included a request in the 1968-69 budget for eight additional civilian personnel, of which five would replace a like number of records officers. The identification division has five civilian employees out of a total of eleven.

Although the Portland Police Bureau has made progress in the replacement of police officers with civilians, it has only been in the area of clerical and mechanical functions. Civilians could also be used to advantage in research and planning, personnel management, and in fiscal planning--to name but a few such possibilities. Civilians are not only capable of performing these tasks, but oftentimes are better equipped than sworn personnel now utilized in staff and technical positions. Many of these positions require skills which are not related to the skills required of police officers. Such positions should not be restricted to sworn personnel. The Portland Police Bureau has not yet taken full advantage of the fact that when skills are common to both law enforcement and industry, civilians can often perform them satisfactorily.

The criterion used should be the ability of the individual to meet the demands of the particular position. This does not mean sworn personnel should be excluded from these positions, but it does mean that the basis for selection should be the skills necessary for the position, and it should not be a prerequisite for selection that one be a sworn officer.

O. W. Wilson, former Superintendent of Police, Chicago, states:

"The employment of police at tasks that may be performed by civilians also usually results in more frequent reassignments; the lack of promotional opportunities and the dull monotony of many of the tasks frequently cause the policeman assigned to them to become dissatisfied."<sup>(36)</sup>

**It is recommended that the Portland Police Bureau continue its program of utilizing additional civilian personnel, and that the Portland Police Bureau use civilian personnel in staff and technical positions when the skills needed for the job do not include those for which police training is necessary.**

<sup>(35)</sup>Smith, Bruce, *Police Systems in the United States* (2nd rev. ed., New York, Harper & Bros., 1960), p. 114.

<sup>(36)</sup>Wilson, O. W., *Police Planning*, Springfield, Illinois, 1952.

## D. TRAINING

### 1. Statewide Police Academy

In the Portland Metropolitan Area at the present time the first three components of "an effective professional training program for law enforcement officers" are in existence. The Portland Police Bureau and Multnomah County jointly operate the Portland Metropolitan Police Academy which offers basic and some in-service training to the recruits and personnel of the joint operators, and some of the other police units in the area. Most of the police agencies outside Multnomah County send their recruits to the State-operated Police Academy at Camp Withycombe, which at present is providing a basic training program totalling 160 hours of instruction in the State-required subject areas.

A statewide police academy has been proposed which would be located in a metropolitan area so that the following objectives are achievable, and the necessary basic training components are available:

"An effective professional training program for law enforcement officers should be based upon a careful consideration of future requirements and should take into account the probable effect of new scientific and technological developments. Before spending additional money on existing facilities which may be inadequate and poorly designed or which may duplicate other facilities, law enforcement officials in the state of Oregon should carefully analyze the present and foreseeable training needs of all state law enforcement agencies. Such a study should result in the cooperative development of a long-range plan that will combine maximum effectiveness with minimum cost. It is suggested that such a plan should relate educational and training needs to the capabilities of existing and future educational institutions and training facilities. It is assumed that each of the following will play a significant and distinctive role in the education training of law enforcement officers and in related research activities.

- "1. College and university undergraduate programs and research.
- "2. Community College pre-service and vocational training programs.
- "3. In-service training conducted by and within each police department.
- "4. Law Enforcement Academy courses conducted by an academy serving the entire state."<sup>(37)</sup>

Such an academy, if established, should provide both basic and recruit and a portion of the in-service training for police officers in the Portland SMSA. The State Board of Police Standards and Training has just adopted a resolution in favor of such an academy.<sup>(38)</sup>

The Recruit Training Program of the Portland Police Bureau and the Multnomah County Department of Public Safety is much more extensive than the existing minimum requirements of the State Board of Police Standards and Training. Thus, if these police agencies were to utilize a state academy, it would be necessary for the academy to offer a program which would enable Portland and Multnomah County law enforcement enrollees to receive additional training to maintain the present level of standards of these agencies.

A statewide police academy would be supportive of lateral entry, in that levels of training would become standardized for most police departments. Establishment of state standards of police training would eliminate the instances in some areas of the state where a recruit is given a gun and a uniform, but no training.

**The Committee supports the recommendations made in the City Club Report on Problems of Racial Justice in Portland, that the project for the establishment in the Portland Metropolitan Area of a law enforcement training academy for the State of Oregon be advanced.**

<sup>(37)</sup>Proposal by Region 5 Committee, Advisory Board of Police Standards and Training, p. 2.

<sup>(38)</sup>Oregon Journal, July 12, 1968, p. 1.

## **2. Portland Metropolitan Police Academy**

### **a. Academy Schedule**

At present, the academy is scheduled to run eight consecutive weeks in the fall and four consecutive weeks in the spring.

The fall program, which normally commences in early September, is broken into two four-week phases. The Recruit Master Training Program is outlined in Appendix G.

The spring program begins in April and consists essentially of the same material offered in the first four-week phase of the fall academy. Since hiring is conducted during the entire year, with examinations given on an open and continuous basis, the four-week spring academy is an attempt to "tide" the recruit over until fall. Those recruits who are hired in time to enter the four-week spring academy take only the second phase of the fall academy commencing in October. The recruit attends class eleven hours per day.

There is not enough reliable data to determine whether or not it would be desirable to schedule two separate eight-week academies in place of the present split program. An advantage of the split academy schedule is that a recruit receives "on-the-street" training under an officer-coach before he completes the academy.

A disadvantage in the present academy schedule is that some new recruits are hired and "on the street" before they have had *any* Academy training. The Bureau recognizes this problem, and attempts to limit the responsibilities assigned to untrained recruits. In emergency situations—the very time the Bureau and the public need "trained" policemen—the untrained recruit may be called upon to assume responsibilities beyond those for which he has been trained. The short spring course is an attempt to reduce this risk.

**It is recommended that the Bureau extend the academy training program over a longer period of time, permitting the recruit to spend less hours per day in class, with the rest of the day utilized for on-the-job training.**

### **b. Cooperation With Multnomah County**

The academy is conducted in cooperation with the Multnomah County Department of Public Safety. There were 23 Portland Police Bureau recruits in the 1968 spring academy, 10 from Multnomah County and 3 from other agencies.<sup>(39)</sup> The Training Division feels that the combined plan is the most efficient approach to police training in the metropolitan area since 95 per cent of the instruction required for County and City policemen is identical. Organizational problems in the coordinated academy plan are being solved by mutual effort.

### **c. Academy Course Material**

The academy courses place special emphasis on technical and professional subjects and appear to cover the full gamut of police work. The program includes courses in community and human relations, and attempts to acquaint the recruit with the realities of law enforcement. Textbooks are admittedly scarce for many of the courses taught although there is much more published material available than is being utilized. If the academy were extended as recommended earlier, the recruit would be able to take advantage of other existing text material and the instructors would be better able to make reasonable outside reading assignments.

### **d. Instruction**

A problem exists in securing high quality instructors from the ranks. A qualified policeman is offered no incentive to become an instructor at the academy. He receives no extra pay. He is not even awarded so much as a ribbon in recognition of his meritorious service in performing this extra burden. He is given no formal instruction in teaching and any ability along this line is either inherent or acquired on his own time. The instructor is given no time off from his regular duties in order to prepare for his class. "Better prepared instructors" was the most prevalent

<sup>(39)</sup>List of Recruits, March 28 through May 22, 1968, Portland Metropolitan Police Academy. (mimeographed)

answer of Portland Police Bureau officers in response to the question, "What would you suggest to improve the effectiveness of teaching at the Police Academy?" in a study conducted by Kenneth P. Gervais of the Urban Studies Center of Portland State College, entitled *The Portland Police Officer*. (See Appendix E.)

The academy instructor is expected to carry the same daily workload as fellow officers who do not instruct in the academy. Under such circumstances, it is surprising that the academy gets the required number of instructors from the force. It is apparent that instructors, operating under these conditions, are neither adequately prepared to meet the teaching responsibility, nor do they have time to improve their teaching skills. Since all recruits receive their basic training at the Portland Metropolitan Police Academy and adequate police training is crucial if police officers are to attain the skills required, it is essential that the academy program be of high quality. If it is not, the recruit, the Bureau, and ultimately the public suffer the consequences.

**It is recommended that the Portland Police Bureau more appropriately recognize the crucial significance of basic training by strengthening the Divisions of Personnel and Training and placing them within the recommended Administration Branch. The qualifications for the position of training director should include preparation in curriculum planning and teaching, and the position should be open to civilians.**

**It is further recommended that qualified civilian teachers be used for all non-technical subjects included in the academy curriculum.**

**It is also recommended that when police officers are used as instructors, that they have training in teaching ethics, that teaching be included as a part of their regular duties, that they receive additional compensation, and that a distinctive insignia to be worn on the uniform be provided.**

Assistance with respect to these recommendations is available at Portland State College, and the community colleges in the area. *Tuition for all instructors should be paid by the Bureau.* Effective teaching is an art which must be taught; those teaching in the police academy are not immune from this fundamental principle.

### **3. In-Service Training**

#### **a. The "Officer-Coach" System**

When a recruit finishes his academy instruction, he is assigned to an experienced patrolman who is his "officer-coach" during the recruit's one-year probationary period. This is an essential part of a recruit's training, since it gives him an opportunity to use his formal academy training in the field. The attitude of the officer-coach has a significant training influence on the recruit. A systematic evaluation of recruits is made during the year by reports which are filled out approximately every month by the officer-coach. It is then evaluated by the personnel director. During 1967, five per cent of the recruits (3 out of 60) was dismissed during the probationary period.

The officer-coach is advised to read the Police Bureau's publication entitled *Performance Evaluation Instruction Manual* but aside from this, he is given no formal instruction at all. If the coach himself does not subscribe to the principles taught in the academy, or fails to reinforce them by his actions, the objectives of the academy training may be undermined.

**It is recommended that the Personnel and Training Division develop an "officer-coach" training program, and that every officer selected as an "officer-coach" be required to complete this program.**

**"Officer-coaches" should receive added compensation and be provided a distinctive uniform insignia.**

#### **b. Content of In-Service Training**

Every member of the Portland Police Bureau below the rank of sergeant receives two full days each year of in-service training in subjects which the supervisory and command personnel determine to be appropriate. In 1968, the

annual Patrolman In-Service School covered narcotics and dangerous drugs, accident reports, offensive-defensive tactics, arrest, search and seizure, shotgun familiarization, and burglary investigation.

Every patrolman specialist receives in addition, 20 hours of training in his respective specialty (i.e., intelligence, juvenile, vice, etc.). Command, supervisory and detective schools are provided each year, and every officer from detective to captain must attend one of these schools. In addition, each officer below the rank of lieutenant must spend one full day each year on the pistol range.

Although this in-service training appears to satisfy the need for continuing education in the technical aspects of police work, the committee feels that consideration should be given to other aspects of the officer's continuing education. A large number of officers in the Portland Police Bureau have indicated their desire to continue their education. When the Committee was first formed, Dr. Edward Scott, psychologist, offered a series of twelve 3-hour lectures on criminal psychology. The officers had to pay \$10 each and attended on their own time, but the demand was so great that dozens were turned away due to lack of room. The same encouraging response was given to sociology courses which were offered to policemen by the Oregon College of Education. Last year, a course in applied psychology was taught by Dr. Milford Lytle at Portland State College. A total of 75 officers attended the course. The tuition was paid by the Portland Police Bureau. The interest of Portland Police Bureau officers in continuing education was illustrated in the Gervais Study. Out of 366 responding police officers, 278 said that they desired a refresher course on material which had been covered in the academy. Sixty per cent of the same responding police officers indicated they were either "very interested" or "quite interested" in taking law enforcement courses at Portland State College. (See Appendix F for other areas of interest which were expressed.)

**The Committee recommends that the Portland Police Bureau actively support the continuing education of its personnel by establishing a plan of financial assistance for tuition for any officer who enrolls in college level courses relevant to law enforcement or who submits and has approved a planned program of study at the college level. Psychology and sociology are subject areas which clearly relate to law enforcement and should be considered as such. Courses in the arts and sciences are also relevant.**

**It is also recommended that for those police officers attending college, the Portland Police Bureau arrange duty schedules which will not conflict with the hours spent in the classroom.**

#### **4. Training in the Use of Discretion**

The police officer exercises very broad discretion while on duty. Since it is absolutely impossible to enforce all laws, discretion must be exercised as to which laws will be enforced, how they will be enforced, and when.

"If every policeman . . . performed his . . . responsibilities in strict accordance with rules of law, precisely and narrowly laid down, the criminal law would be ordered but intolerable. Living would be a sterile compliance with soulkilling rules and taboos. By comparison, a primitive tribal society would seem free, indeed."<sup>(40)</sup>

Oftentimes the formal remedies of law are not the appropriate response to a situation confronting a police officer. Although one might be able to justify arresting the participants in a family disturbance, this is not usually the solution. Pacification may be the answer in such a case. But if an officer lacks appropriate training, is inexperienced, or unskilled in pacification techniques and methods, his efforts may antagonize the participants and only make the problem worse.

Guidelines should be drawn so that a police officer is aware, in as many situations as possible, of the specific behavior expected of him. The Kerner Commission illustrated the lack of written guidelines as follows, "There are guidelines for the

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<sup>(40)</sup>Breitell, Charles D., *Controls in Criminal Law Enforcement*, 27 University of Chicago Law Review 427, 1960.

wearing of uniforms but not for how to intervene in a domestic dispute. . . . There are guidelines for use of departmental property, but not for whether to break up a sidewalk gathering. There are guidelines for handling stray dogs, but not for handling field interrogations.<sup>(41)</sup> The police officer must be trained in the proper use of discretion at both the academy and on the in-service level. Guidelines are not a panacea because there will always be situations in which a police officer must make a split-second decision and where no imaginable guideline would give him the answer.

**It is recommended that the Portland Police Bureau analyze its written procedures to insure that as many guidelines as possible are in writing. The Committee further recommends that adequate training be given at the academy and also at the in-service level to help officers develop the art of discretionary decision-making.**

### **5. Human Relations Training**

Human relations training, which covers interpersonal direct contacts with citizens, is taught at the police academy. Twenty hours were devoted to this topic in 1965 and only 10 hours in 1966. The revised recruit master training program as of April, 1968 (Appendix D) indicates that a total of 15 hours will be spent in the area of human relations with approximately another 20 hours in related areas. Although this reflects considerable progress, it still falls far short of the recommended *60-hour minimum* put forth by the President's Crime Commission.<sup>(42)</sup> However, the 60 hours covers other closely associated areas such as sociology and psychology. The President's Crime Commission has stated that 120 hours training in this area would be highly desirable. It also suggests that training might be given as a combination of basic recruit training and in-service training over a period of time. This would appear to be the best plan for the Portland Police Bureau to use.

Outside speakers on human relations are used quite extensively. This practice should be continued, but a definite format should be established by the academy, rather than allowing the speaker to determine the subject matter. An entire class hour devoted to minority youth groups on one occasion evolved into a discussion of the pros and cons of bussing, because the subject matter was not structured. Police officers, preferably from the Community Relations Unit, should conduct some of the classes in human relations in the academy program. If all speakers are from outside the Police Bureau, the recruit may conclude that courses taught on human relations are not applicable to law enforcement. "After all," he may ask, "what does an outsider know about law enforcement?" On the other hand, if a fellow officer teaches human relations, it is much more likely to be accepted as valid by the recruits. The officers that teach this subject at the academy should be of patrolman and sergeant ranks and have had advanced college level training in human relations. The recruit will identify more readily with an officer of near rank since the recruit might assume that a high ranking officer is too far removed from the field to know what is actually happening.

Classroom work in human relations is not enough. Field training must also be given. This might be done during the in-service training following the time spent in human relations at the academy. It is important that officers accompanying recruits be carefully screened for their own attitudes relating to human and community relations so that the results of the training sessions are strengthened rather than weakened. The officer-coach should also receive definite instructions relating to assisting recruits in developing their abilities in this area.

In-service training in human relations should be provided for police officers at all levels, not merely at the patrolman level. The values gained by training patrolmen in human relations will be weakened if their supervising officers have ideas and attitudes which are in conflict with those presented in the training program. The last command school held by the Portland Police Bureau included two hours in this field. This is a step in the right direction but it must be intensified.

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<sup>(41)</sup> *Report of the National Advisory Commission on Civil Disorders*, Otto Kerner, Chairman (Kerner Commission), New York, 1968, p. 313.

<sup>(42)</sup> *Supra*, Task Force Report: *The Police*, p. 175.

"Such training (human relations) should be given the highest priority in order that it can effectively reach and persuade every member of the Police Department."<sup>(43)</sup>

**It is recommended that the amount of human relations training given be increased to a minimum of 60 hours. A combination of academy and in-service training is recommended to meet this goal. Courses in human relations taught by outside instructors should be structured by academy personnel and more police officers, of patrolman and sergeant ranks, should be used in conducting these classes. Field training should be combined with classroom training. Officer-coaches and community relations officers who have had advanced training in human relations and have demonstrated attitudes which will reinforce the training given to recruits should be selected as teachers. Advanced training in this area for police officers at all levels should be a regular and continuing part of the in-service training program.**

### **E. PROMOTION**

Eligibility for promotion is determined by seniority and by performance on Civil Service Promotional examinations. The examination normally consists of three parts. Fifty per cent of the candidate's score is determined by the results of a written test. An oral interview provides an additional forty per cent of the score. Seniority determines the remaining ten per cent. When a vacancy occurs, the Civil Service Board presents the Police Bureau with a list of the top three candidates in order of their scores. If none of the three is acceptable, additional names are furnished from the list.

An oral interview is conducted by three examiners from outside the Portland Police Bureau. A typical panel might consist of a personnel manager, an officer of another municipal police department and a state police officer.

The Chief of Police reviews the personnel files of the three men on the civil service list before the appointment is made. The Police Bureau has consistently chosen the number one man. The attitude of the Portland Police Bureau is that the present system works well for three reasons: First, the absence of any political factor in determination of appointments helps maintain good morale in the minds of police officers who cannot rationalize another's promotion in terms of favoritism. Each officer, knowing he has an equal opportunity to be promoted, is encouraged to do his best on the promotional examination. Second, there has been a definite correlation between results on the tests and the candidate's job performance. Seldom does a man do well on the test when his job performance has not also been above average. The Portland Police Bureau theorizes that standards of required performance should be high enough to assure that all officers are promoted based upon their performance and that those who are not promotable should be eliminated. Finally, the Bureau feels the testing process, with its outside examiners, gives a more accurate indication of what a man's probable performance will be at the next higher level than could be obtained by reviewing his record at the lower level. The Committee feels that the assumptions underlying these Bureau opinions are of questionable validity.

The Portland Police Bureau has been experimenting with a performance evaluation report and the integration of this report into Civil Service ratings. It is assumed that the performance evaluation report will become integrated into Civil Service ratings when it is used universally in all divisions and the reporting procedure standardized. The performance evaluation report must be standardized so that personnel are evaluated in an equitable manner. The form should provide for separate rating in each area considered relevant. It should be filled out by the supervising officer and then evaluated with the individual officer. Provision for appeal to a higher-ranking officer should be available whenever a dispute arises as to the rating assigned. Also, educational achievement should be given weight in the performance evaluation report.

<sup>(43)</sup>Ibid, p. 175.



Most police officers feel that individuals with the highest seniority should receive a preference in determining promotion (See Appendix J). However, this can serve to delay the advancement of more qualified personnel. In Portland, a patrolman must wait five years before he is even eligible to take the sergeant examination. For the next examination to be held for the rank of detective (a rank comparable to sergeant) an exception will be made and patrolmen with only three years' service will be eligible for the examination. After an officer attains the rank of sergeant or detective, he must wait two and one-half years before he becomes eligible to take a promotional examination for the next higher rank.

Since all officers who have the necessary number of years in service to take the test automatically receive at least seven of the ten seniority points, seniority does not weigh heavily in the final score. A police officer's demonstrated leadership, educational achievement and prior performance in previous jobs should be given high priority. Lateral entry above the patrolman level is impossible since promotions are limited to personnel within the Bureau. This is a situation the Committee believes should be changed.

**It is recommended that seniority (the number of years in service) be eliminated as a factor in determining eligibility for promotional examinations. The total examination score should include the scores a candidate earns on a written test, an oral interview, and a compilation of the officer's performance evaluation reports. The weight given in the final score to the candidate's performance evaluation reports should be at least as great as that given to the written examination. Reasonable percentages to assign might be forty per cent for the written examination, forty per cent for the performance evaluation reports and twenty per cent for the oral interview.**

## **F. RECRUITMENT**

Recruitment is conducted jointly by the Portland Police Bureau and the Civil Service Board. The program has been successful in that many good applicants have been attracted. The news releases are well written in a professional style and the printed handouts sent to individuals upon request are accurate and interesting.

The personnel division of the Portland Police Bureau is composed of the personnel officer, an assistant and a secretary. The personnel officer must review personnel reports on over 700 police officers twice a year and also analyze the progress of the sixty to seventy recruits on probation in addition to other personnel duties. His assistant spends the majority of his time conducting background investigations on applicants. In spite of this formidable schedule, the personnel officer has been able to do some recruiting at the college level and elsewhere. The quality of the recruits obtained deserves commendation, especially in light of the limited staff.

Approximately \$1,500 was spent for advertising in 1966 (mostly newspaper). Another \$1,000 was spent on medical examinations. The cost of psychological examinations was \$100 per applicant. Civil Service Board and Portland Police Bureau salaries for the entire staff involved in this processing totalled \$1850 a month. The total spent in 1966 for recruitment approximated \$30,000. An additional \$10,000 per recruit was spent on training during his first year (including salary). It is estimated that the 1967 figures are comparable to those of 1966.<sup>(44)</sup>

However, the recruitment program has certain deficiencies as follows:

### **1. Need for a Specifically Assigned Recruitment Officer**

No individual within the Bureau has been specifically assigned to coordinate and carry out a recruitment program. This should be a logical extension of the function of the personnel department but the present staff is not sufficient for this purpose.

**It is recommended that recruitment be assigned and that a specific individual be placed in charge of the recruitment program. The individual should be adequately trained in the area of recruitment and work in conjunction with the Civil Service Board.**

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<sup>(44)</sup>Porath, Kenneth A., Senior Personnel Examiner, Civil Service Board, City of Portland, *Letter* dated June 14, 1968.

## 2. Hiring of Additional Minority Group Officers

Although nearly five per cent of Portland's population is Negro, less than 1 per cent of the police force is Negro (6 out of more than 700). The Portland Police Bureau has made efforts to recruit more Negro officers but to no avail. There appears to be several reasons for the failure of this effort.

Many Negroes look upon police as the "enemy" because they symbolize white oppression. They view a Negro police officer as someone who has sold out to the "enemy." Also, some of the standards required for becoming a police officer may prevent many Negroes from qualifying. Negroes who can qualify are often able to get better paying jobs in other fields.

The mere handing out of literature and discussion of job openings with leaders of local organizations will not overcome the sociological problems mentioned above. Personal contact is probably the most important requisite of recruitment. However, as covered earlier, the personnel division does not have the necessary staff to conduct a concerted recruitment effort in Albina or any other district in the city. It is essential that another staff member be hired and be specifically assigned to recruiting.

The work of the Community Relations Unit of the Portland Police Bureau should help change the image Negroes have of the police officer. An officer should be seen as an individual who is providing law, order and justice for all rather than as the representative of the white power structure. Consideration should be given to changing any standards which might have the unintended effect of barring large numbers of minority group applicants who would adequately perform police duties. The fact that qualified Negroes can get better paying jobs is but another justification for increasing the compensation of police officers to a level which is competitive with industry.

The recommended recruitment program may bear little fruit at first. However, a concerted campaign, which is repeated often, in conjunction with the hoped for new image of the police officer developed by the community relations officers should eventually prove successful. Even a small probability of success would justify the effort. Another means by which additional minority group members could join the Police Bureau would be through the Police-Community Intern program discussed elsewhere in this report.

**It is recommended that the Personnel Division and the Civil Service Board be assisted by the Community Relations Unit in a concerted recruiting effort among minority groups.**

## 3. Other Recommendations

Suggestions to improve the recruiting program include the following:

(1) High School "Career Days" programs have not been sufficiently exploited. The Portland Police Bureau does send a speaker if a request is originated by the high school. The Portland Police Bureau should contact the directors of counselling of all Portland high schools and arrange well in advance for the Police Bureau to be invited to send a representative.

**The Committee recommends that the Portland Police Bureau provide systematic coverage of "Career Days" upon its own initiative.**

(2) Recruitment at the college level has been limited to those students who present themselves for courses in law enforcement and to the efforts made by the personnel director of the Bureau in his limited time. No attempt has been made to approach students, who, although eligible, are pursuing other careers. Many college students embark upon their college education with one career in mind but later change their career goals as they become better informed about various career choices. Some members of the Portland Police Bureau have said that students at the college level are not interested in law enforcement. However, Multnomah County, albeit because of a college degree requirement, has recruited extensively at the college level with some positive results.

**It is recommended that the Portland Police Bureau make specific recruiting efforts on the local college campuses, both by disseminating information and by making police officers available to interview interested students, and speak to groups of students.**

(3) There is a provision in the Military Act that an individual will be released from the service 90 days early if he goes to work for a law enforcement agency. The personnel director of the Portland Police Bureau has been attempting to take advantage of this provision. However, it is necessary to travel to military bases in order to talk to interested groups. Shortage of personnel has limited this program.

## **G. SELECTION**

### **1. Selection Procedures**

(1) The clerk at the Civil Service Board rules out those who do not meet the basic height, weight, age and education requirements.

(2) A written civil service examination is given to those deemed eligible under (1) above. This is essentially a test of intelligence with the content being relevant to police matters. There are 120 items in the examination. The passing raw score was originally 84, but on the basis of the applicant's superior performances on the test it was raised to 88 in December of 1965, at which point it remains since this permits adequate recruiting. The median written raw score of those appointed to the Portland Police Bureau in 1965 was 96, and, in 1966, after the passing score was raised, it was 97. During 1964-65, 56 per cent of those who took the written civil service test passed. If an individual fails this test the first time, he may repeat it after elapse of six months. (See Appendix H, *Special Analysis Conducted by Civil Service Board.*)

(3) Upon passing the written test, an agility test is given to the candidate. This consists of three tasks which are presented to him by the civil service examiner. During the period designated above, 76 per cent of the remaining applicants passed the agility test. If one fails this test, it may be taken again within one week.

(4) If the agility test is passed, an oral interview is arranged. The three-man interviewing team consists of a member of the Portland City Civil Service Board, a member of the Police Bureau, and a member from either. The group interview lasts from 15 minutes to over an hour and a half depending upon the difficulties the interviewing board encounters in agreeing upon a decision. An interviewee may receive a maximum of 75 points on the oral interview, but 45 is considered an average score. The passing raw score is 44. In 1964-65, 55 per cent of the candidates interviewed passed.

(5) Following the oral examination, the personnel department of the Police Bureau conducts a thorough background check of the individual. This includes a study of his work history and a study of any history of irregular or illegal activity. In 1964-65, a total of 88 per cent of the remaining applicants survived this step.

(6) During the time of the background check, a medical examination is arranged. The mortality rate for the medical examination was 9 per cent; 91 per cent of the candidates examined proceeded to the final step.

(7) The final step is a psychological examination by two well-known clinical psychologists. This consists of psychological tests of interests, personality, and intelligence; special experimental procedures; and a stress interview. Sixty-two per cent of the applicants examined by the psychologists passed these tests. The cost to the Portland Police Bureau is \$100 per applicant.

During 1967, 1257 applications for appointment to the Police Bureau were filed. Of these, 545 took the civil service written test. After the written and physical tests, the oral interview, and the medical and psychological examinations, 66 candidates remained, of whom 60 were appointed to the Police Bureau. (See Appendix I for detailed breakdown.)

In a study of all police patrolmen referred for psychological screening from 1959 to 1961, it was found that they had a mean test score [(X) WAIS IQ Intelligence Tests] of 113, which put them at the 88 percentile level of the general population. On this test the median IQ was 115, putting them at the 85 percentile of the adult general population.<sup>(45)</sup>

<sup>(45)</sup>Ibid, *Attachment to Letter* dated June 14, 1968.

In another study by Zaice in 1962, in which a test of intelligence was used, experienced Portland Police Officers achieved a mean score of 126. This placed them at the 90 percentile level of the general adult population. An earlier study in 1946 resulted almost in identical findings.

Further evidence substantiating these findings comes from a study made by Mr. Robert L. Ransom of the City of Portland Civil Service Board.<sup>(46)</sup> A standard adult general intelligence test was given to the police recruits attending the Portland Metropolitan Police Academy. The results indicated that the Portland Police Bureau recruits have an intelligence level equal to the average college student. In addition, a standard academic achievement test was used and the scores attained by the Portland recruits showed that they had an academic achievement level equivalent to two years of college.

As of October 1, 1967, a total of 209 recruits have been appointed to the Portland Police Bureau after psychological screening. At that time, 60 were still in their probationary period. Of the total group of 209, only 7 were dismissed or asked to resign due to personality or social problems. One appointee was found to be lacking in language skills and was dismissed. Another resigned after one day because the job "made him sick." (His first job as a probationer was in the City Jail.) This total of 9 losses after the probationary period is considered by the City of Portland Civil Service to be less than one-half of what it was prior to the advent of psychological screening as a part of the selection procedure.

## 2. Analysis of the Selection Procedure

In the opinion of the Committee, the selection procedure is very thorough and it is unlikely that any grossly unqualified applicant would be able to negotiate all of the roadblocks mentioned above. The question that haunts the Committee is whether potentially successful police officers are being eliminated as a result of present selection procedures.

Arbitrary height, weight and age standards may prevent an applicant from qualifying who would be able to fill an important need in the Police Bureau. The Portland Police Bureau takes the position that every person recruited should be potentially capable of filling any position in the Bureau. The State Board on Police Standards and Training has recently issued entrance standard recommendations which do not specify height, weight or age. (See Appendix J.)

A more prudent procedure would be to develop employment standards designed to select individuals needed for specialization within the Bureau. The general theory that within the Police Bureau everyone should be capable of doing everything well is pure fiction. Positions such as personnel technician or training officer demand specific skills that are not needed for other jobs, and in turn, may not demand some of the characteristics that officers of other divisions need to possess.

Although the International Association of Chiefs of Police recommends a maximum age limit of 29 for first-time recruits, which coincides with the Portland Police Bureau requirements, it is doubtful that the best interests of the Bureau are served by such an arbitrary standard. This standard could very well exclude highly qualified individuals who possess specialized skills needed by the Portland Police Bureau.

**It is recommended that the Portland Police Bureau eliminate height, weight and age standards and resort to judgmental decisions in each individual case. Eliminating the age requirement at the patrolman level will require a change in the City Charter. The final decision should be based upon the specific needs of the Bureau at the time of decision and the particular attributes of the applicant.**

Are four out of ten original applicants who have passed all of the steps preceding the psychological examination such high psychiatric casualty risks as to warrant their elimination from further consideration? The psychological examination has been justified on the grounds that if a policeman becomes a psychiatric casualty his hospitalization and treatment will have to be paid out of the City pension fund.

<sup>(46)</sup>Ransom, Robert L., Personnel Examiner, Civil Service Board, City of Portland, *Survey of Portland Metropolitan Police Academy Trainees*, May 7, 1968.

This has occurred in one or two cases in the past with costly results, and this, in the opinion of the Police Bureau, justifies going to great lengths to avoid repetition.

The Committee is of the opinion that the selection procedure of the Police Bureau is unnecessarily long and involved. Avoidable duplication of both effort and procedures exist between the written civil service examination, the oral interview and the psychological screening examination.

**The Committee recommends elimination from the psychological examination of items that duplicate the written and oral examination. It further recommends that the oral interview become the culminating procedure in the selection process and that the interviewing board be composed of the examining psychologist, a representative of the Portland Civil Service Board, and a member of the Portland Police Bureau Personnel and Training Division. This board's responsibility should be to forward its findings to the appropriate employing officer in the Police Bureau whose responsibility it would be to make the final decision to employ or reject each applicant.**

## H. COMPENSATION

### 1. Salaries

Salaries in the Portland Police Bureau range from \$674 to \$1,586 per month. The following table shows the salary range paid at various ranks. Each grade, except Chief, has an entry salary with automatic increases granted for each level.

#### PORTLAND POLICE BUREAU SALARIES

	Salary Range	Number of Grade Levels
Patrolman .....	\$ 674-\$ 735	3
Sergeant .....	780- 853	3
Lieutenant .....	903- 931	2
Captain .....	986- 1,047	2
Deputy Police Chief .....	1,213- 1,288	2
Chief .....	1,586	0

The next table compares current salaries of the Portland Police Bureau with the Multnomah County Department of Public Safety, the Oregon State Police and the Seattle Police Department.

#### COMPARABLE SALARIES

(Top Level in Each Position)

	Portland Police Bureau	Multnomah County	Oregon State Police	Seattle, Wn. Police Dept.
Entrance (Patrolman first level)	\$ 674	\$ 640	\$ 500	\$ 695
Patrolman .....	735	750	745	755
Sergeant .....	853	874	810	845
Lieutenant .....	931	945	950	945
Captain .....	1,047	1,012	1,150	1,055
Deputy Police Chief .....	1,288	**	**	1,340
Chief .....	1,586	*1,897	**	1,665

\*Director of Public Safety

\*\*No comparable position

#### a. Importance of Competitive Salary Structure

"If the police service is to be an attractive career opportunity, it must offer compensation that is competitive with other occupations or professions, that seek men of education or ability. In most communities, the police service presently does not offer competitive salaries to the college graduate or to other talented persons."<sup>(47)</sup>

<sup>(47)</sup>Supra, *Task Force Report: The Police*, p. 134.

In order to attract the caliber of individual needed for the police service, both starting and maximum salaries must be competitive with those offered by other employers who seek men of the same education, age, ability and experience. Although the administration of a police department requires many of the same skills that are required of management in industry, supervisors and administrators of the police departments do not receive salaries that are competitive with those received by men performing comparable management functions in business and industry.

### **b. Parity Between Police and Fire Salaries**

Portland, like many other cities, has carried on a tradition of tying police and fire bureau salaries together. Personnel with comparable ranks in the police and fire bureaus receive the same compensation. However, policemen and firemen perform entirely different jobs and therefore, tradition notwithstanding, there is no reason why either service should base its salaries upon those of the other. Although there is parity in Portland between the police and fire bureaus in the biweekly rate paid, analysis of year-end earnings for both groups for the year 1967 indicates that fire bureau personnel averaged 10 per cent higher earnings.<sup>(48)</sup> This is due to the extra reimbursement received for "call time" by firemen.

A close similarity between job responsibilities and "hours of work" would be the only logical reason for maintaining parity between police and fire bureau salaries. There is no similarity in either responsibilities or work hours spent.

At first glance, it might appear that firemen put in more hours of work than policemen because the average work week for firemen in Portland is 56 hours, as compared to 40 hours for policemen. However, one must differentiate between hours of work and hours of duty. The fireman is on duty for 24 consecutive hours, and then is off duty for 48 consecutive hours. During his 24 hours of duty time he also sleeps, prepares and eats his meals, and has time available for recreation.

Various surveys have indicated that the average fireman performs eight hours of actual work during a 24-hour period.<sup>(49)</sup> A significant portion of the eight hours of work-related duties involve essentially non-productive (in terms of fire prevention or fire suppression) activities. These include such items as station housekeeping (making beds, polishing brass, etc.). Another portion of this time is often allocated for study periods. It is mentioned elsewhere in this report that not even the instructors at the Police Academy are given on-duty time in which to prepare for classes. The survey cited concluded that approximately three hours out of every 24-hour duty period is actually spent on fire fighting, routine maintenance of fire equipment, and fire prevention. Neither a firemen's responsibilities or work hours are comparable to those of a police officer.

Another important difference is that police work hours are scheduled so that maximum police manpower is utilized during the time periods that the majority of crime occurs. For example, more traffic officers are on duty when the volume of traffic is at its peak loads. Since crime statistics indicate that the greatest incidence of crime occurs during evenings and weekends, police manpower assigned in larger numbers at these times prohibits large numbers of police officers from having evenings or weekends off. Conversely, the concept of staffing in fire bureaus calls for keeping the same number of firemen on duty at all times in all fire stations. The reason given is that a major fire can occur at any time, any place, and any day. Because of tradition, lack of research, and the standards set by fire insurance companies, fire departments have maintained this approach since the 19th century.

It is often contended that firemen are subject to greater risk of physical injury. The following chart compares budgetary allocations during 1967-68 for both the Police and Fire Bureaus. These items are closely related to physical injuries suffered in both Bureaus. The number of total personnel is approximately the same for the Police and Fire Bureaus.

<sup>(48)</sup>City Employee Annual Earnings by Classification (Portland), 1967.

<sup>(49)</sup>Danielson, William F., *Survey*, Public Personnel Association, California (undated).

**BUDGET ALLOCATIONS 1967-68**

	Fire Bureau	Police Bureau
Ambulance Hire .....	\$ 200	\$ 300
Hospital .....	25,000	35,000
Injury Benefits .....	90,000	190,000
Occupational .....	225,000	200,000
	\$340,200	\$425,300

William F. Danielson, in a publication of the Public Personnel Association, has stated:

"The policeman deals almost wholly in human relations, while the work of the fireman is largely restricted to the suppression and prevention of fire. The fire service is a highly specialized protective service devoted entirely to the single aspect of protection of life and property through prevention and control of fire. The police service is concerned with the broad spectrum of human rights, public order, and the protection of life and property. . . .

"Firemen work in groups under the immediate direction of their superior officers. They respond to a fire in their properly assigned places and use fire fighting apparatus and other equipment as they are ordered by their officers in charge. The policeman's work is done largely on his own initiative, prompted by his own judgment. . . .

"The policeman works under constant observation of the press, news media and the public in general. His conduct is always subject to criticism. In addition to review by his supervisors, the policeman's activities and reports are subject to critical review by prosecuting and defense attorneys, the courts, other agencies, and the general public. The policeman has the responsibility of carrying weapons and making decisions concerning their use. The policeman must be able to work effectively with all members of the community."<sup>(50)</sup>

It should be the responsibility of the recommended Department of Public Safety to determine the salaries of its component bureaus. Salaries for both the Police and Fire Bureau should be based on the level of complexities of duties performed and by the training and experience required to become skilled in the performance of the required duties.

**It is recommended that the practice of maintaining parity between Police and Fire Bureau salaries be replaced by a policy of establishing salary schedules which are commensurate with the responsibilities assumed and the duties performed in each Bureau.**

### **c. Overtime**

Compensatory time off at the rate of time-and-one-half is given for overtime. This practice makes it difficult to maintain a full complement. Also, a large percentage of overtime is spent making court appearances. This creates a potential situation in which a police officer may be tempted to refrain from giving a citation or making an arrest because he doesn't want to appear in court on a particular day off.

**Therefore, it is recommended that court appearances be made on regular duty time whenever possible. Police officers should be paid for overtime rather than receive compensatory time off.**

## **2. Fringe Benefits**

### **a. Vacation and Sick Leave**

Vacation benefits are generally in line with private industry but are slightly lower than in police departments of comparable size.<sup>(51)</sup> Sick leave is better than the average provided by private industry but Portland ranks 26th out of 37 police departments in cities of comparable size.<sup>(52)</sup>

<sup>(50)</sup> Ibid.

<sup>(51)</sup> Kansas City Police Department, *1966 Survey of Municipal Police Departments*, p. 3.

<sup>(52)</sup> Ibid, *Table 4*.

### b. Medical and Hospital Insurance

A choice between Kaiser, Blue Cross and Oregon Physicians Service plans is available to the policeman and his dependents. After one year of service, \$10 per month is paid by the Police Bureau toward the cost of medical and hospital coverage for each policeman. This amount is presently being raised \$1 each year. Therefore, in 1969, the contribution by the Bureau will be \$11 per individual. The plans available are good, and the privilege of choosing between three plans is unusual. The City's participation, cost-wise, is about the average for cities with police departments of comparable size. In private industry, and especially in the case of union members, the employee's share of the cost would be smaller.

### c. Group Life Insurance

Policemen are eligible for the City of Portland's group life insurance plan for which the City pays \$1 a month and which provides \$1,400 coverage. If the policeman desires, the City's \$10 contribution for health insurance can be applied to life insurance, and he will then be covered for \$14,000. Both amounts double for accidental death. This optional approach, in which an otherwise uninsurable individual can be covered for a substantial amount, is considered to be unsound within the framework of group insurance principles. Over a period of years, opting to have the City's health contribution apply to life insurance can result in a higher cost or lower benefits.

**It is recommended that the group insurance agreement be renegotiated and that it provide for a higher schedule of benefits tied to the salary schedule. A police officer desiring additional benefits would pay the cost in excess of the City's contribution. Periodic review of the schedule and the City's contribution should be made in the future so that the insurance plan will remain attractive.**

### d. Retirement Benefits

Retirement benefits are based on a percentage of salary. The maximum pension, regardless of the officer's rank at the time of retirement, is now 60 per cent of the maximum pay for a first class patrolman. When a change is made in a first class patrolman's pay, all payments made by the retirement plan are increased automatically. Pension credit is 2 per cent per year to a maximum of 30 years. Policemen may retire at the age of 50 with 25 years of service, or at age 55 with 20 years of service. Retirement is compulsory on the 64th birthday. These benefits are very good for the patrolman. However, the ceiling is low for those who earn higher salaries.

**The Committee recommends that the average of his compensation for the five years prior to his retirement be utilized in calculating an officer's benefits.**

Retirement ages are lower than normal in private industry but are in line with other comparable police departments, a difference which is reasonable in view of the demands of police work. The automatic adjustment of benefits paid to retired police officers in order to keep benefits in line with current salaries is a highly desirable feature. Previous City Club reports on ballot measures have supported increased benefits under the Fire-Police Pension Fund.<sup>(53)</sup>

The widow of a retired policeman receives, until remarriage, a pension of 36 per cent to 56 per cent of the deceased member's pension, depending upon the relationship of their ages.

The police officer contributes 7 per cent of his covered salary, and the City pays the remaining cost. As of July 1, 1968, an individual pays up to \$51.45 per month, while the City's cost will be approximately \$110 per month.

A police officer cannot withdraw his own contribution to the pension plan if his employment terminates before he has served five years with the Portland Police Bureau. This is not equitable nor comparable with private industry.

<sup>(53)</sup>Portland City Club Bulletins: *Fire and Police Disability and Retirement Fund*, Vol. 35, Oct. 1, 1954; *Adjusting Certain Fire-Police Pensions*, Vol. 41, Nov. 4, 1960; *Adjusting Certain Fire-Police Pensions*, Vol. 42, May 11, 1962; *Revising Fire-Police Disability-Retirement System*, Vol. 45, Oct. 16, 1964.



**It is recommended that any contributions made by a police officer to the pension plan be refunded to him, regardless of how little time he has spent in the Police Bureau. This would not include the contribution made by the City.**

In light of federal and state income tax laws, additional thought should be given to the eventual elimination of the requirement for the police officer's contribution. Since he makes his contribution (\$51.45) in after-tax dollars, it is equivalent to at least \$65 in payroll.

**It is recommended that a gradual reduction be made in the required contribution by police officers in conjunction with future revisions of salary schedules, so that take-home pay will increase without adversely affecting over-all expense to the City.**

### **I. CIVIL SERVICE BOARD**

Civil Service was originally created to curb political abuse of the appointive power by elected public officials. The corrective measures introduced by Civil Service include length of service, existing rank and written examinations as major factors considered in the determination of appointments to be made.

It is probable that the Civil Service Board in Portland is more flexible than most of its counterparts in other cities. There are actually only two restrictions imposed by Civil Service.

1. Section 4-106, second paragraph, "All patrolmen shall be between the ages of 21 and 30 years and all hosemen shall be between the ages of 21 and 26 years on the dates of their respective appointments; provided, that in the case of an applicant for either of said positions who, being a citizen of the United States, has honorably served in the armed forces of the United States of America during any war to which the United States was or shall be a party belligerent, the maximum age limit shall be extended to 35 for a patrolman and to 31 years for a hoseman."
2. Section 4-111 . . . (the) Board may, by its rules, prescribe the weight to be given to the recommendation of the head of the department in which the candidate for promotion has served; and where record of fidelity and efficiency of employes is regularly kept in good faith in any department, the board shall give the same at least equal value with the record on examination for promotion."

All other standards for appointment and promotion have been set by the Portland Police Bureau.

The Civil Service Board performs the major role in the recruiting program for police recruits. Its significant participation in the selection, appointment and promotion processes has been described. It also provides for a hearing for any member of the Portland Police Bureau who feels he has been unjustly dismissed.

Apparently there is nothing in the Civil Service statutes nor in the procedures and operations of the Civil Service Board that is necessarily an obstacle to any of the recommendations in this report except the age limitation for patrolman applicants. The responsibility for initiating measures for needed changes in the personnel practices of the Portland Police Bureau seems to reside with the Bureau.

**The Committee recommends that the Portland Police Bureau seek the collaboration of the Portland Civil Service Board in implementing the personnel changes recommended in this report.**

**The Committee further recommends that the City Charter be amended so that the second paragraph in Section 4-106 covering the age of patrolman applicants be deleted.**

## VII. POLICE COMMUNITY RELATIONS

### A. INTRODUCTION

The need for strengthening police relationships with the communities they serve is critical today in both large and small cities of the United States. "In my opinion, any police department that does not place community relations high in the scale of importance is making a bad mistake."<sup>(54)</sup> *In this respect Portland is no exception.*

Police community relations should be a common thread which intertwines all divisions of the Police Bureau in all functions which have a direct or indirect effect on the community. Several earlier recommendations are a vital part of community relations and are reiterated in order to place them in their proper perspective.

Training in the use of discretion at the academy and in-service level and the formulation of written policy guidelines will tend to make police-citizen confrontations less abrasive and create greater respect for the police.

It is essential that all police officers become "community relations" conscious. Experienced personnel selected from the Community Relations Unit within the Police Bureau should comprise the majority of the staff teaching human and community relations. An expansion of human and community relations training is a necessity. It must be conducted at both academy and in-service levels.

The recommendation for a recruiting program in Albina involves both the personnel division and the Community Relations Unit. This is but another example of the fact that community relations does not stand by itself but must have the support and aid of all divisions of the Portland Police Bureau. The recommended hiring of police-community interns would make possible the inclusion of minority group members in the Police Bureau even though they do not presently meet existing entry qualifications. They would have an opportunity to prepare themselves for eventual entry into the regular police service. Duties of this position would include police-community relations.

A recent Community Relations Workshop held by the National Association of Intergroup Relations Officials at the University of Portland made recommendations which support many of the recommendations made in this report. (See Appendix K.)

### B. POLICE ATTITUDES

Surveys conducted for the Crime Commission in several places in the nation indicate that police officers feel the public gives police work a low prestige rating and has only fair or poor respect for policemen. Less than a third of the officers felt the prestige rating given police work by the public was good or excellent. In these surveys, on a scale of things the police liked or disliked about their jobs, 60 per cent of the hours worked rated lower than the feeling of the police that the public holds them in low esteem. Public hostility affects police morale, can make police officers less enthusiastic about performing their jobs well, and can be a factor influencing some officers to leave police work.

In a questionnaire administered to Portland policemen, the question was asked: "To what extent is the public image of the Portland Police tied to the image of police nationally?" Over 70 per cent of the 359 respondents thought the image the Portland public has of the Portland police was similar to the national image. When asked, "Which of the following words do you feel describes most accurately the attitude of most citizens toward the police?" Thirty-one per cent of 384 Portland police respondents thought the public was suspicious, antagonistic or hostile. Twenty-nine per cent felt the public was indifferent and 40 per cent responded that the public was impartial, friendly, or cooperative. In the same survey, when asked where police work ranks and where it should be on a job status scale of from 1-9, 325 Portland police ranked present job status as a median of 4, but felt it should rank 7. Apparently there is a great difference between a police officer's perception of his present status and his aspired status.<sup>(55)</sup>

<sup>(54)</sup>Supra, Reddin, Thomas.

<sup>(55)</sup>Supra, Gervais, Kenneth.

### C. PUBLIC ATTITUDES

The National Opinion Research Center has completed a nationwide study which shows that 67 per cent of whites interviewed who had an annual income of \$6,000 to \$9,000 felt that the police were "very good." Only 31 per cent of the Negroes interviewed who were in this income bracket felt that the police were "very good." Whites with an annual income of \$0 to \$2,999 believed the police were "very good" in 56 per cent of the interviews as compared to only 34 per cent in the case of Negroes.<sup>(56)</sup>

A recent survey conducted by the Urban Studies Center of Portland State College concluded that of all white, middle class citizens interviewed, the percentage which held the Portland Police Bureau in high esteem was greater than the national average.<sup>(57)</sup>

However, it must be understood that there is no such thing in Portland, or elsewhere, as a general public attitude about the police. Attitudes of the various segments of the public differ. In addition to the favorable attitude of the white, middle class in Portland, the press has a good opinion of the Portland Police Bureau. Over the past two years there have been a number of news stories, newspaper studies, and editorials all portraying a favorable image of the Portland Police. It would appear that the opinions held by Portland police officers about the public image and prestige accorded their work in Portland inaccurately reflects the image held by the press as well as white, middle class citizens.

The Committee, in an effort to get a more complete understanding of the attitudes of the various publics in Portland about their police force has made two surveys of its own. One, utilizing the interview technique, sampled the opinions of representatives of the Negro and Hippie communities. The other, utilizing the questionnaire technique, sought the opinions of a large number of local attorneys regarding the treatment accorded minority groups by the Portland Police Bureau. The following vignettes are a representative sampling of the result of the two Committee surveys. Approximately seventy people were interviewed.

The man next door came out on his porch and threatened to shoot the first person who came near. I called the police and it took them one hour to get there.  
(Girl about 17 . . . Albina)

A white man chased a small Negro boy onto the porch of his home and threatened him. He then started a fight with a Negro on the corner. The police came and told the white man and his friends to leave and then questioned the Negro and his friends.  
(Man about 38 . . . Albina)

The police always call us "boy" and other derogatory names and stop us for no reason when we are driving in the white part of town.  
(Several Negroes ranging from high school dropouts to professional men)

I made an illegal left turn and was stopped by a police officer. They took me in and booked me overnight because they said I might not post bail for the fine. It didn't make any difference that I could show ownership of the car.  
(Negro man . . . white woman was with him in car)

The police came to our shop and searched it without a search warrant or any probable cause. They just bulled their way through.  
(Man about 26 . . . Hippie)

Our church-sponsored center was broken into and we discovered it at 10:15 p.m. I called the police and they didn't come until 12:30 p.m. A police car one block away wouldn't come because the officer said we weren't in his district.  
(Man about 23 . . . Albina)

<sup>(56)</sup>Supra, *Task Force Report: The Police*, p. 146.

<sup>(57)</sup>Supra, Gervais, Kenneth, p. 166.

I have been stopped three times in the last year for no reason by Portland Police. No tickets were issued.

(Negro college professor)

My wife and I were stopped in the southwest part of town about 1:00 a.m. by two police officers. They made me get out of the car and frisked me. No traffic citation was issued. They just did it because my wife is white.

(Negro man)

After I was handcuffed and laying on the cement, the police officer kicked me in the face, ribs and groin.

(Man about 22 . . . Hippie)

My wife was stopped by a police officer at 11:00 p.m. one night. He came to the car and said, "Where are you going, bitch?" We filed a complaint against the officer.

(Negro man)

It appears that there is sufficient evidence to believe that the Portland Police Department indulges in stop and frisk practices in Albina. They seem to feel that they have the right to stop and frisk someone because his skin is black and he is in the black part of town.

(Attorney)

A young man was stopped by cops for "erratic driving." Cops made nasty and belligerent remarks to both him and his girl friend about his long hair. No traffic citation was issued but he was taken to the precinct (station) on a one-year-old jay walking citation and his car was impounded.

(Attorney)

The Committee is fully cognizant of the large volume of activity of the Portland Bureau of Police, including Class One and Two criminal offenses, citations and miscellaneous complaints. A gross total of 209,256 was handled in 1967. It is also aware that the large majority of these confrontations elicited no citizen complaints. However, it is begging the question to hide behind these acknowledged statistics. The Committee is not making quantitative estimates of the magnitude of citizen complaints, since this would also beg the fundamental question.

The significant point is not whether the complaints against the police are or are not justified; the significant point is that a large number of people in Portland's minority communities *believe* that the allegations in the above vignettes are typical of everyday occurrences.

Interviews and discussions with minority groups and replies from local attorneys all indicate that there is a lack of communication between the Portland Police Bureau and minority groups. This is indicated by the suspicion and hostility shown by many members of these groups. Attitudes of hostility or lack of confidence on the part of a significant portion of the public has serious implications for the police. Such attitudes interfere with recruiting. Able young men are prone to seek occupations which have the respect and support of their relatives and friends. It was pointed out in the section on Personnel that attitudes of some of our black citizens about police work has had an adverse effect on the number who apply to be police.

The President's Crime Commission conducted a survey that indicated that 83 per cent of the individuals in Negro ghettos believe that harassment occurs by the police. Fifty-one per cent knew people who had been harassed. Forty-nine per cent stated that they saw it occur and 25 per cent claimed that they had personally been harassed by the police.<sup>(58)</sup>

Minority groups look at the police officer as *the* representative of government. The police officer is also considered to be the one who imposes the dictates of white, middle-class society on minority groups. Whether he likes it or not, the police officer occupies a unique position relative to minority groups. This does not absolve the rest of society from responsibility but it does point out the necessity for an adequate police-community relations program.

(58) *Supra*, Task Force Report: *The Police*, p. 147.

#### D. POLICE RESPONSE

Many police officers are concerned and want to recognize the needs and rights of the minority. This is made difficult because much of the rest of society, having experienced generally favorable relations with the police, regard present police community relations as adequate. The entire community must have some knowledge of the problems of minority groups to be in a position to judge overall police services.

Public information has been an integral part of many police departments for years, but the community relations aspect of it as conceived in this report has, for the most part, been neglected or at best not fully developed. Since the community is the Police Bureau's most important public, the interaction provided through an effective community relations program is vital to the establishment of a dialogue with the populace which will benefit both the citizen and the police. The needs which the community articulates and which fall within the scope of Police Bureau responsibility must be determined and then met.

The attitudes of the various publics toward the police and the image the police believe the various publics have of them raises again the question of which functions our complex society should expect of its police departments. The common stereotype is that of the police officer as the "protector of society" in which "crook-catching" and crime prevention are his primary responsibilities and that these duties command most of his time. While there is no question that these are police responsibilities of the highest priority, it has been pointed out elsewhere in this report that these duties actually consume only about 10 per cent of the police officer's working time. The police activities that now demand by far the greatest portion of the working time of the police have been discussed elsewhere in this report. The questions raised here are: (1) How does the public assist the police in the development of law enforcement practices that will successfully deter crime? (2) How does it assist the police in defining, developing, and implementing the many service functions related to law enforcement that present-day society expects of a police department? At present, the majority opinion expressed in law enforcement literature favors the establishment of a community relations unit as an appropriate vehicle through which answers to these two questions may best be sought.

#### E. COMMUNITY RELATIONS UNIT

"The Policeman is the most important man in the United States today. He will determine whether we can maintain social stability and order under law in these next few years while we rebuild our cities and ourselves. All segments of society must know that the police serve them. . . . *The Relationship of the police to the community is the most important problem of this and the next several decades.*" (Emphasis added)<sup>(59)</sup>

Last summer, the Portland Police Bureau furnished speakers to some "grass roots" level meetings in the Albina area. The meetings were not continued, because it was felt that many of the participants came only to harass the police. The Bureau either ignored or was unaware that these were the very people that should be reached. It is antagonistic groups who initiate adverse action in ghetto areas, rather than those who support the police. The officers sent to these meetings often evidenced ineptitude in answering questions. Some of their answers probably compounded negative attitudes toward the Portland Police Bureau.

The Police Bureau is now attempting to reach these groups through the newly-appointed community relations officers. The five officers are responsible to a sergeant and are assigned to the office of the Chief of Police. The Committee feels this is an important start toward the goals enumerated herein but the present program needs further expansion and greater support from both the Police Bureau and citizens.

It is important that the Community Relations Unit be directly responsible to the office of the Chief because it is the vehicle through which two-way communication between the police and citizens groups is developed. For this reason it is neces-

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<sup>(59)</sup>Clark, Ramsey, Attorney General of the United States, *Speech* before a meeting of newspaper editors, April 17, 1968.

sary for the Chief to be constantly aware of the day-to-day work of the Unit. The Committee feels that placing the Community Relations Unit directly under the Chief would assure proper prestige for the Unit both with the rest of the Police Bureau and with the public. The officer in charge should be delegated the Community Relations Unit as his sole responsibility, inasmuch as the program will be jeopardized if his supervision of the Community Relations Unit is diluted by other responsibilities.

Problems between the police and the community will not be solved by communication alone. It must go beyond the police and the community talking together, or the police educating the community regarding the police role. The dialogue must result in action if police policies, activities and attitudes, and citizen attitudes, are to change in those areas where each have legitimate complaints.

The responsibility of the central Community Relations Unit should include planning for overall community relations programs, conducting community relations training programs, representing the police with city-wide citizen groups, and supervising district community relations efforts. The job will either not get done, or will lack expertise and coordination, if there is not a central unit.

The community relations program must also be receptive to the community attitudes encountered. Accordingly, the program of the Unit should be flexible and the Unit responsive to the needs for program changes. The primary purpose of the Unit is not to bolster the image of the police, but rather to foster understanding between the police and the community. If mutual understanding is achieved, not only will the public and the police develop better images of each other, but the crime rate may very well decrease.

One risk of creating the specific position of community relations officer in the Portland Police Bureau is that the public may look upon these officers favorably while retaining the more traditional image it has of police officers generally. There have been some unfortunate examples of this in other cities which have set up community relations units. One way to avoid this possibility is to make the Unit responsible for training of fellow police officers in community relations. This should be done in conjunction with expanded training in the same area at the academy and in-service levels. In-service training in community relations should involve *all* police officers regardless of rank.

Other responsibilities should include further development of crime prevention programs. The Police Bureau does have such programs but many Albina residents interviewed by the Committee stated that they were unaware of existing programs and felt a strong need for them because of the high crime rate in Albina. This is equally true in other sections of Portland. Open houses at the precincts, demonstrations of police equipment, and rides in police cars have all been effectively used in other cities. Storefront, or Neighborhood Centers, active participation in community agencies and in community planning, a viable program in the schools and participation in running centers are other significant crime prevention activities. Perhaps of even greater importance would be the development of Neighborhood Citizens Advisory Councils.

The Community Relations Unit should be staffed by the best qualified officers in the Bureau even if this involves increasing the size of the Bureau personnel. However, redeployment of Bureau personnel may make it unnecessary to add additional officers.

Lt. Dante Andreotti, while commanding officer of the Community Relations Unit of the San Francisco Police Department, stated that the success of its program led him to several conclusions, including (1) a community relations program must earn the support and approval of minority groups; (2) the police department must understand the special problems encountered by minorities; (3) officers from minority groups should be recruited for the community relations unit; (4) an effective program is a crime prevention tool (after institution of the unit, San Francisco showed a decrease of approximately 400 Class I offenses during the first 4 months of 1966), and (5) a police community relations program can bring about dramatic changes in the attitudes of the community and the police.<sup>(60)</sup>

<sup>(60)</sup>Proceedings of Police Administrator's Conference on Community Relations, June 27-29, 1966.

Andreotti also stated that he felt the police community relations program had made the people begin to feel that they were "a part of it" and not "apart from it."<sup>(61)</sup>

A recent report sponsored by the San Francisco Conference on Religion, Race and Social Concerns states that the formerly successful community relations program in San Francisco has lost sight of its initial goal.<sup>(62)</sup> It criticizes, among other things, the fact that police community relations has now become a secondary function and also that the captain in charge of community relations has the added duty of commanding inspectors even though administering community relations is a full-time job. This should serve as a caveat to the Portland Police Bureau that community relations must not be conducted on an expedient basis, but as a permanent police function, and it must have high priority.

The Kerner Commission recommended that Neighborhood Service Centers be established in minority low-income areas which would be staffed by a civilian city employee and a police officer.<sup>(63)</sup> One of its important functions would be to refer citizens to the proper agencies when they need help. While the Center provides a simple means for local residents to obtain hard-to-get information, the program also gives the patrolman on the street a place to refer citizens who need help other than police assistance. The centers might be manned by either police-community interns, or by retired policemen on extended active duty. The Portland Police Bureau now mans a desk at the Albina Information Center full-time. All community relations officers share in this duty. This is to be commended.

The heavy responsibility that has fallen upon the shoulders of the police officer can be lightened only if society indicates that it is collectively concerned with the plight of minority groups and expects law enforcement to establish effective communications with these groups. However, society must also do its part by erasing the injustices of the last 300 years. Although there are many specific things which can be done in Portland now to encourage understanding between the police and minority groups, they will not be effective unless they have the backing of the lay public. Police reflect society's attitudes and a mirror cannot project an image which is not represented by substance.

**It is recommended that the Portland Police Bureau expand its Community Relations Unit and eventually work actively in all sections of Portland. The officer in charge should be directly responsible to the Chief of Police. A prime goal of the Community Relations Unit should be that all police officers become "community relations" conscious. The program should be expanded and receive the complete support of the entire Portland Police Bureau.**

## F. COMPLAINT SYSTEM

Your Committee is convinced that the Portland Police Bureau is headed by honest and honorable officials and that the large majority of working policemen at all levels of authority conduct themselves honestly and honorably. There is, however, evidence at hand that at times some officers have treated citizens with disrespect and there are allegations of resort to physical abuse on the part of some officers. Some citizens feel it is useless or do not know how to file a citizen complaint. Furthermore, many citizens are hesitant or afraid to file a complaint against the police for fear of reprisal, whether real or unfounded. While the Portland Police Bureau has a citizens complaint procedure, its existence seems to be unknown to many citizens.

Committee investigation has also disclosed individuals with seemingly legitimate complaints who did not file complaints because they felt it would be a "waste of time." Others have claimed that the Police Bureau attempts to stop complaints from being filed by discouraging individuals from filing them. The President's Crime Commission made the observation that an officer taking a complaint tends to look at it as being an attack against the entire police force rather than a complaint against one police officer.

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<sup>(61)</sup>Ibid.

<sup>(62)</sup>*San Francisco, A City in Crisis*, San Francisco Conference on Religion, Race, and Social Concerns, 1968.

<sup>(63)</sup>*Supra, Kerner Commission*, p. 319.

The processing procedure for a citizen's complaint is standard practice. Complaints regarding Portland Police Officers are investigated at the precinct level if they are of a "minor nature." However, it is determined at the precinct level whether or not a complaint is minor. Complaints judged at the precinct level to be "major" are forwarded directly to the Chief's Office for investigation. (See Appendix L.)

The Portland Police Bureau memorandum on complaints states that all complainants will be informed of the final disposition of their complaint. Several people have stated to this Committee that they have filed complaints and were not notified of the final result.

In some other cities the citizen complaint filing process has been made much easier for the citizen. In New York City complaints can be filed by mail or at any neighborhood city hall. The Oakland Police Department sends, periodically, a blank complaint form with adequate instructions and a prepaid return envelope to all the residents in minority areas. Thus far as a result of this procedure it has not received many complaints (see Appendix M). The Chief of Police in Oakland, Charles R. Gain, feels that the small number of complaints received should not be construed as a failure of the plan. The primary purpose of mailing complaint forms is to show the community that the Police Department is really concerned about any present or future complaints. Chief Gain thinks that attitudes toward the police have improved as a result of this complaint procedure.

In Portland all complaints should be filed with an appropriate officer in the central administrative branch rather than at the precinct level. The internal investigation unit should then thoroughly investigate each complaint, even if it appears to be ill-founded. Complaints involving possible disciplinary action against an officer should be forwarded to the Bureau disciplinary board. All complaints accompanied by the results of their investigations should be forwarded to the Community Relations Unit. The original complainant should be notified of the final disposition.

**It is recommended that the complaint system of the Portland Police Bureau be amended so that all complaints are sent to an administrative officer in charge of complaints and that the internal investigation unit thoroughly investigate every complaint. The complaint system should be publicized so that citizens are aware of the method of filing a complaint. Anyone who desires should be allowed to file a complaint without being discouraged from doing so. Each complainant should be informed as soon as possible regarding the disposition of his complaint. It is further recommended the Portland Police Bureau experiment with a plan of general distribution of blank complaint forms starting with those citizens living in minority group areas.**

#### **G. PUBLIC INFORMATION OFFICER**

The present news policy is such that several officers disseminate information, often regarding the same occurrence. Conflicting news reporting has resulted occasionally. If the majority of news information were released through one source, the Portland Police Bureau could develop and adhere to a standard policy. The primary purposes of an information office are to inform the public, service the information needs of individuals, and promote mutual understanding. Also, creation of this office would insure that proper credit was received whenever an officer did something praiseworthy or the Bureau instituted a program or policy designed to promote positive attitudes on the part of the general public.

One facet of the Portland Police Bureau which needs the utmost publicity is the work of the Bureau in police-community relations. Anything accomplished in the area of police-community relations has a tendency to go unsung and this should not be the case. Police-community relations officers, who constantly cope with discouragement, disappointment and oftentimes the disrespect of some of their fellow officers should receive credit for the work they are doing. Also, most importantly, the community, both minority and "majority" must be informed of the accomplishments of the police-community relations program in order that needed support for this program will be generated from all segments of the community.



The Committee realizes that it is often necessary for a reporter or newscaster to talk directly to the "source" and it is not contemplated that this policy would change. The public information office, in fact, would aid in seeing that reporters and newscasters are able to interview the appropriate person. Among the requirements for this position is a background in news reporting or public relations, an awareness of communications media requirements, and the ability to prepare press releases which will be used.

**It is recommended that the Portland Police Bureau appoint a police information officer whose responsibilities would include news releases and public information services.**

## **H. FIREARMS POLICY**

The Portland Police Bureau limits the use of guns to the following situations: When all other means have failed and a gun must be used as a last resort, *and* the officer is defending himself or another person from death or serious injury; to prevent the commission of a felony; to apprehend a fleeing felon; or to prevent the escape of a convicted felon. Warning shots are forbidden. (See Appendix N.)

The records compiled by the Portland Police Bureau in 1965, 1966 and 1967 demonstrate that its firearms policy has been successful. In 1965, guns were discharged only eleven times; in 1966 and in 1967, twelve times each year. A breakdown of the 1967 incidents involving use of firearms follows: Nine cases—no injuries (two were in self defense), two cases—felon injured, one case—injury to felon while Portland Police were assisting the Multnomah County Sheriff's Office (it is not known who fired the injury-causing shot). As an illustration of the limited use of firearms by the Portland Police Bureau, this rate, if continued, would insure that only one out of every two Portland Police Officers would fire his gun in the line of duty during his entire career.

All instances involving the discharge of a firearm must be reported to the Chief of Police. A Firearms Investigation Committee reviews each case and if it is determined that the discharge of the gun was unjustified, appropriate disciplinary action is taken. For example, any warning shots fired call for an automatic written reprimand. If an injury or death results from the incident, the investigation by the Firearms Investigation Committee may be superseded by an official investigation and judicial hearings.

## **I. INTERNAL INVESTIGATION**

The nature of police work is such that police behavior and operations require continuous scrutiny of ethical standards and a high degree of honesty needs to be maintained. High level directives and declarations of policy are, unfortunately, not enough. An Internal Investigations Unit within the Bureau is needed.

"Unless, however, the legitimate grievances relating to the police are confronted frankly and effectively, improvement of police community relations will be impossible. Modification of police procedures on the street, stronger internal discipline over officers, improved procedures for handling citizen complaints . . . and many other measures deeply affecting police agencies and police work will be necessary."<sup>(64)</sup>

Under the present system, a police officer under suspicion of misfeasance, malfeasance, or nonfeasance is often investigated by a fellow officer in his own division. This is not only detrimental to the maintenance of good morale but inhibits an unbiased investigation. An Internal Investigation Unit established as a function of the office of the Chief of Police would alleviate this problem.

In addition to its administrative importance, an Internal Investigations Unit is an important component of a community relations program. Allegations of police corruption, brutality, harassment and laxness in enforcing the law occur in Portland and in all other large cities in the nation. A recent research study of police brutality

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<sup>(64)</sup>Supra, *Task Force Report: The Police*, p. 149.

in the Boston, Chicago and Washington, D. C. police departments found excessive force used against citizens at the rate of 4.6 per 1000 for all police-citizen encounters. However, the rate of use of excessive force in encounters where the persons were considered suspects by the police was 31.4 per 1000. Only samplings of high crime rate areas were studied.<sup>(65)</sup> In this study, the research team developed and used standards for determining what constituted excessive force based upon the principle developed in an American Bar Association Study that "a policeman should use only that amount of force he reasonably believes necessary in making an arrest."<sup>(66)</sup>

The Committee believes citizens complaints and allegations of police misconduct are a serious community relations problem in Portland. Police departments are organizations that process people under circumstances that make it difficult for the police administrator to control police field practices. Police more often inhibit colleagues from either restraining one another in cases of misconduct or from reporting such cases through channels.<sup>(67)</sup>

A successfully functioning Internal Investigation Unit would develop case studies of citizen complaints that would materially assist the Community Relations Unit in resolving police-community relations problems. Statistical reports released through the public information officer and reported to the community by the news media would be a factor in better community understanding. Finally, both the public and the Police Bureau could be assured that police ethical standards and integrity are maintained at an optimum level.

**It is recommended that an Internal Investigation Division be established and that its head report directly to the Chief of Police.**

## J. SUMMARY

During the period the Law Enforcement Committee has been engaged in its study a marked change has occurred regarding the nature and scope of citizen involvement in law enforcement practices. One of the charges to this Committee was to investigate the possible utility in Portland of a Citizens Review or Advisory Board on law enforcement. Early in its investigations, the Committee did look into this possibility.

There is little evidence at hand to indicate that a Citizens Review Board would serve a useful purpose in Portland at this time. Other cities have had disappointing experiences with Review Boards and the Committee feels that the current emphasis on police-community relations, Neighborhood Service Centers and Citizen Advisory Boards offer more promising alternatives. Such programs encompass total city government-citizen involvement.

The recent City Club report on *Problems of Racial Justice in Portland* contains an excellent statement concerning nationwide experiments to improve citizen-government intercommunication. It also summarizes admirably the present situation respecting citizen involvement in Portland. Your Committee endorses the recommendation contained in the report "to involve the citizens of our town in the processes of government" in the direction of (1) "establishing neighborhood offices to coordinate city and other governmental services"; (2) strengthening, with an adequate budget, the Human Relations Commission—or an alternate "citizens office" and, (3) encouraging the formation and supporting the activities of citizens interest groups.<sup>(68)</sup>

Even though wide-scale involvement of citizens in government is a City Hall problem, the primary responsibility for improving police-community relations rests with the police. They must take the initiative in making good community relations a reality. All too frequently in Portland, as elsewhere in the nation, the Police Bureau has been secretive, defensive, isolated and parochial, and mistrustful of the public it serves. A good start toward improved public cooperation and respect has been made by the appointment of six community relations officers.

(65) Reiss, Albert J., Jr., *Police Brutality . . . Answer to Key Questions*, TRANS-ACTION, Vol. 4, No. 8, July/August 1968, pp. 10-19.

(66) Ibid.

(67) Ibid.

(68) *Supra*, *Racial Justice*, p. 53.

The Committee believes the recommended community relations program consisting of adequately staffed Community Relations and Internal Investigation Units within the Chief's office, a full-time Public Information Officer in the Administrative Branch, an adequate complaint system, and active citizen participation within whatever citizen involvement structure will develop a high level of public cooperation, respect and support of law enforcement in Portland.

## VIII. CONCLUDING STATEMENT

To the reader, the law enforcement administrative changes, the increased number of position classifications and levels of entry into law enforcement services, the movement toward professionalization, the increased use of civilians, the expansion of the training program, greater use of technological equipment, probable increased salary levels, and other changes recommended in this report may suggest increased costs. No one can accurately project future costs. It is likely that the adoption of many of the recommendations of the Committee would result in a greater portion of the law enforcement budget going into technological and other types of equipment. About 90 per cent of present-day costs are in salaries in the Portland Police Bureau and this is typical of the nation as a whole. However, there is reason to believe that savings in manpower costs could be made through greater use of technological advances.

One of the principal contentions of this report is that the development of regional governmental structures and the organization of services on a regional basis will provide better and more uniform services at a smaller overall cost and that the tax burden will be more equitably distributed. If steps are taken to hasten the achievement of regional government the proportion of overall tax revenues required for law enforcement services may decrease rather than increase through the adoption of the recommendations made in this report.

## IX. RECAPITULATION OF RECOMMENDATIONS

The Committee recommendations included above in the discussions of various aspects of law enforcement activities are recapitulated below both for reemphasis and to assist the City Club membership in its consideration of action on the recommendations and in reference during subsequent use of the report.

The headings preceding the various recommendations are repeated only for those sections containing Committee recommendations.

### **ORGANIZATION AND ADMINISTRATION**

#### **A. Relationship of Police Bureau to City Hall**

The Committee recommends the creation of a Department of Public Safety, headed by a tenured Career Professional in this field, and the removal of the Police Bureau from the direct responsibility of the Mayor by placing it in the Department of Public Safety.

It is recommended that the position of Chief of Police in Portland be established on a formal basis with a written job description, including appropriate basic and professional education and training, personal and experience qualifications. A competitive salary scale should be established. This should not be a classified civil service position. When the position is vacant it should be filled through open recruiting on a nationwide basis.

It is recommended that program budgeting in general conformity to the program budgeting system developed by the International Association of Chiefs of Police be adopted by the Portland Police Bureau.

#### **B. Reorganization of the Portland Police Bureau**

##### **1. Policy Formulation**

The Committee recommends policy formulation be systematized and become a continuing function practiced on a day-to-day basis in the Portland Police Bureau.

## **2. Organizational Structure**

The Committee recommends reorganization of the Portland Police Bureau into Administrative, Operations, and Services Branches with an allocation of functions within each branch similar to that described in this report.

## **3. Deputy Chief and Police Major**

It is recommended that second- and third-line command positions of Deputy Chief and Police Major be established on a formal basis with job descriptions and qualifications for each position written as indicated above for Police Chief. Competitive salary schedules for each position need to be developed.

It is further recommended that the positions of Deputy Chief and Police Major, like the position of Chief of Police, be filled on an open recruiting basis.

## **4. Precincts**

It is recommended that the Portland Police Bureau eliminate precincts at the earliest possible time.

## **5. Traffic Control**

It is recommended that the Police Bureau hire civilians and train them as traffic control officers for the purpose of eventually taking over primary responsibility for all traffic control.

## **6. Legal Advisor**

It is recommended that the Portland Police Bureau engage a full-time Legal Advisor.

## **8. Non-Law Enforcement Services**

It is recommended that the Sunshine Division, as an activity of the Police Bureau, be phased out as soon as possible, and that the use of police officers for other non-law enforcement functions be discontinued.

# **LAW ENFORCEMENT—AN AREA-WIDE PROBLEM**

## **A. The Nature of the Problem**

In order to achieve more efficient and even police coverage for the above area, it is recommended that Multnomah County contract with the Portland Police Bureau to patrol the appropriate metropolitan areas. Agreement should be made with the City of Lake Oswego, Clackamas County and the Oregon State Police so that coverage in the remaining problem area is consistent.

## **B. Coordination of Law Enforcement Services**

The Committee recommends that CRAG continue on an intensified basis its efforts to bring about coordination of those law enforcement services in the Portland SMSA that lend themselves to an area-wide approach.

The Committee also recommends that CRAG expand its planning activities to include the staff services of recruitment, selection, training, planning, criminal intelligence and purchasing; and, the auxiliary services of communication, records, crime laboratory and detention facilities and services.

It is further recommended that CRAG invite representatives of each law enforcement agency in the SMSA, representatives of each municipal and county government, and lay citizen representatives to form a Law Enforcement Advisory Committee to assist in the formulation of policies and procedures designed to expedite coordination of those law enforcement services in the Portland SMSA that lend themselves to coordination.

The Committee recommends that the City Club appoint a committee to study the *Analysis of Space Use* report of SUA, Inc. with particular reference to the effects the recommendations of the report would have on the coordination or consolidation of governmental functions for the entire Portland SMSA.

The Committee further recommends that under either State or regional jurisdiction a Department of Corrections be established with sole responsibility for detention facilities and services.

## STATUTORY CONSOLIDATION OF LAW ENFORCEMENT SERVICES IN THE PORTLAND METROPOLITAN AREA

The Committee endorses the recommendations of the Portland Metropolitan Study Commission for the establishment of a metropolitan service district and for the establishment of a boundary commission through legislative action of the Oregon Legislative Assembly.

The Committee further recommends that law enforcement services be included among the basic services specified in the enabling legislation establishing a metropolitan service district.

### PERSONNEL AND TRAINING

#### A. Levels of Entry

The Committee recommends the establishment of the positions of Police Agent and Police Officer in the Portland Police Bureau. Job descriptions should be developed, including personal qualifications, training, experience and appropriate competitive salary schedules.

It is further recommended that the position of Police-Community Intern be created with suitable entrance qualifications established to attract individuals who demonstrate trainable potential for police work.

#### B. Lateral Entry

It is recommended that the Portland Police Bureau adopt a lateral entry policy to allow officers from other police departments to take promotional examinations.

#### C. Hiring of Additional Civilian Personnel

It is recommended that the City of Portland create additional meter maid positions, thereby freeing police officers presently assigned to enforcement of parking regulations for more relevant duties.

It is recommended that the Portland Police Bureau continue its program of utilizing additional civilian personnel, and that the Portland Police Bureau use civilian personnel in staff and technical positions when the skills needed for the job do not include those for which police training is necessary.

#### D. Training

##### 1. Statewide Police Academy

The Committee supports the recommendations made in the City Club Report on *Problems of Racial Justice in Portland*, that the project for the establishment in the Portland Metropolitan Area of a law enforcement training academy for the State of Oregon be advanced.

##### 2. Portland Metropolitan Police Academy

###### a. Academy Schedule

It is recommended that the Bureau extend the academy training program over a longer period of time, permitting the recruit to spend less hours per day in class with the rest of the day utilized for on-the-job training.

###### d. Instruction

It is recommended that the Portland Police Bureau more appropriately recognize the crucial significance of basic training by strengthening the Divisions of Personnel and Training and placing them within the recommended Administrative Branch. The qualifications for the position of training director should include preparation in curriculum planning and teaching, and the position should be open to civilians.

It is further recommended that qualified civilian teachers be used for all non-technical subjects included in the academy curriculum.

It is also recommended that when police officers are used as instructors, that they have training in teaching ethics, that teaching be included as a part of their regular duties, that they receive additional compensation, and that a distinctive uniform insignia be provided.

### **3. In-service Training**

#### **a. The "Officer-Coach" System**

It is recommended that the Personnel and Training Division develop an "officer-coach" training program, and that every officer selected as an "officer-coach" be required to complete this program.

"Officer-coaches" should receive added compensation and be provided a distinctive uniform insignia.

#### **b. Content of In-service Training**

The Committee recommends that the Portland Police Bureau actively support the continuing education of its personnel by establishing a plan of financial assistance for tuition for any officer who enrolls in college level courses relevant to law enforcement or who submits and has approved a planned program of study at the college level. Psychology and sociology are subject areas which clearly relate to law enforcement and should be considered as such. Courses in the arts and sciences are also relevant.

It is also recommended that for those police officers attending college, the Portland Police Bureau arrange duty schedules which will not conflict with the hours spent in the classroom.

### **4. Training in the Use of Discretion**

It is recommended that the Portland Police Bureau analyze its written procedures to insure that as many guidelines as possible are in writing. The Committee further recommends that adequate training be given at the academy and also at the in-service level to help officers develop the art of discretionary decision-making.

### **5. Human Relations Training**

It is recommended that the amount of human relations training given be increased to a minimum of 60 hours. A combination of academy and in-service training is recommended to meet this goal. Courses in human relations taught by outside instructors should be structured by academy personnel and more police officers, of patrolman and sergeant ranks, should be used in conducting these classes. Field training should be combined with classroom training. Officer-coaches and Community Relations Officers who have advanced training in human relations and have demonstrated attitudes which will reinforce the training given to recruits should be selected as teachers. Advanced training in this area for police officers at all levels should be a regular and continuing part of the in-service training program.

## **E. Promotion**

It is recommended that seniority (the number of years in service) be eliminated as a factor in determining eligibility for promotional examinations. A total examination score should include the score a candidate earns in a written test, an oral interview, and a compilation of the officer's performance evaluation reports. The weight given in the final score to the candidate's performance evaluation reports should be at least as great as that given to the written examination. Reasonable percentages to assign might be forty per cent for the written examination, forty per cent for the performance evaluation reports and twenty per cent for the oral interview.

## **F. Recruitment**

### **1. Need for a Specifically Assigned Recruitment Officer**

It is recommended that recruitment be assigned and that a specific individual be placed in charge of the recruitment program. The individual should be adequately trained in the area of recruitment and work in conjunction with the Civil Service Board.

### **2. Hiring of Additional Minority Group Officers**

It is recommended that the Personnel Division and the Civil Service Board be assisted by the Community Relations Unit in a concerted recruiting effort among minority groups.

### **3. Other Recommendations**

The Committee recommends that the Portland Police Bureau provide systematic coverage of "Career Days" upon its own initiative.

It is recommended that the Portland Police Bureau make specific recruiting efforts on the local college campuses, both by disseminating information and by making police officers available to interview interested students and to speak to groups of students.

### **G. Selection**

It is recommended that the Portland Police Bureau eliminate height, weight and age standards and resort to judgmental decisions in each individual case. Eliminating the age requirement at the patrolman level will require a change in the City Charter. The final decision should be based upon the specific needs of the Bureau at the time of decision and the particular attributes of the applicant.

The Committee recommends elimination from the psychological examination of items that duplicate the written and oral examinations. It further recommends that the oral interview become the culminating procedure in the selection process and that the interviewing board be composed of the examining psychologist, a representative of the Portland Civil Service Board, and a member of the Portland Police Bureau Personnel and Training Division. This board's responsibility should be to forward its findings to the appropriate employing officer in the Police Bureau whose responsibility it would be to make the final decision to employ or reject each applicant.

### **H. Compensation**

#### **1. Salaries**

##### **b. Parity Between Police and Fire Salaries**

It is recommended that the practice of maintaining parity between Police and Fire Bureau salaries be replaced by a policy of establishing salary schedules which are commensurate with the responsibilities assumed and the duties performed in each Bureau.

#### **Overtime**

It is recommended that court appearances be made on regular duty time whenever possible. Police officers should be paid for overtime rather than receive compensatory time off.

#### **2. Fringe Benefits**

##### **c. Group Life Insurance**

It is recommended that the group insurance agreement be renegotiated and that it provide for a higher schedule of benefits tied to the salary schedule. A police officer desiring additional benefits would pay the cost in excess of the City's contribution. Periodic review of the schedule and the City's contribution should be made in the future so that the insurance plan will remain attractive.

##### **d. Retirement Benefits**

The Committee recommends that the average of an officer's compensation for the five years prior to retirement be utilized in calculating benefits.

It is recommended that any contribution made by a police officer to the pension plan be refunded to him, regardless of how little time he has spent in the Police Bureau. This would not include the contribution made by the City.

It is recommended that a gradual reduction be made in the required contribution by police officers in conjunction with future revisions of salary schedules, so that take-home pay will increase without adversely affecting over-all expense to the City.

### **I. Civil Service Board**

The Committee Recommends that the Portland Police Bureau seek the collaboration of the Portland Civil Service Board in implementing the personnel changes recommended in this report.

The Committee further recommends that the City Charter be amended so that the second paragraph in Section 4-106 covering the age of patrolman applicants be deleted.

**POLICE COMMUNITY RELATIONS****E. Community Relations Unit**

It is recommended that the Portland Police Bureau expand its Community Relations Unit and eventually work actively in all sections of Portland. The officer in charge should be directly responsible to the Chief of Police. A prime goal of the Community Relations Unit should be that all police officers become "community relations" conscious. The program should be expanded and receive the complete support of the entire Portland Police Bureau.

**F. Complaint System**

It is recommended that the complaint system of the Portland Police Bureau be amended so that all complaints are sent to an administrative officer in charge of complaints and that the internal investigation unit thoroughly investigate every complaint. The complaint system should be publicized so that citizens are aware of the method of filing a complaint. Anyone who desires should be allowed to file a complaint without being discouraged from doing so. Each complainant should be informed as soon as possible regarding the disposition of his complaint. It is further recommended the Portland Police Bureau experiment with a plan for general distribution of blank complaint forms, starting with those citizens living in minority group areas.

**G. Public Information Officer**

It is recommended that the Portland Police Bureau appoint a public information officer whose responsibilities would include news releases and public information services.

**H. Internal Investigation**

It is recommended that an Internal Investigation Division be established and that its head report directly to the Chief of Police.

Respectfully submitted,

A. M. Burdge  
Royald V. Caldwell  
Robert M. Christ  
John S. Griffith  
Walter G. Klopfer  
J. Pierre Kolisch  
Jerald W. Schmunk  
Edward G. Welch  
David Hain, *Research Intern*★  
James C. Caughlan, *Chairman*

Approved by the Research Board July 27, 1968 and submitted to the Board of Governors.

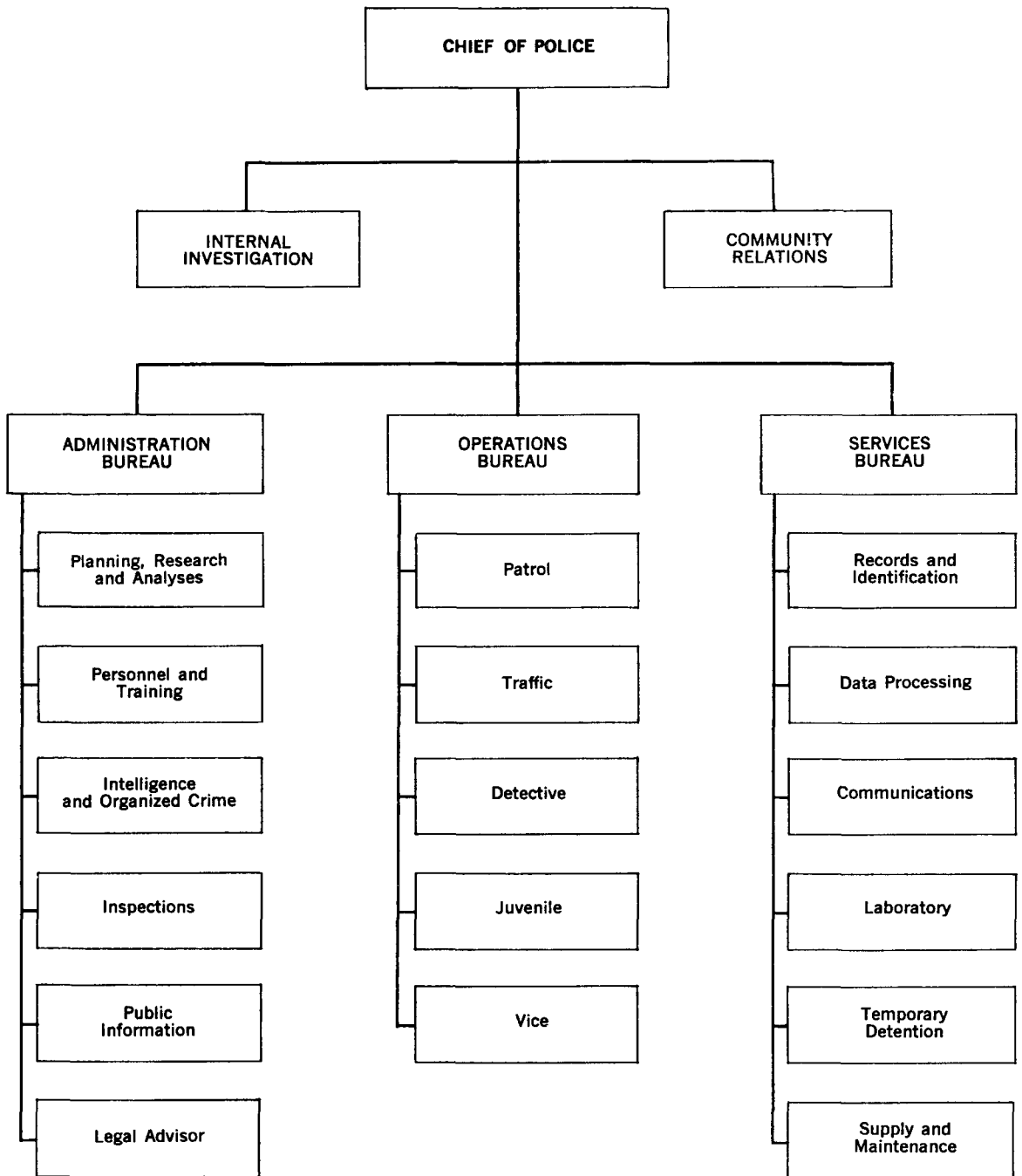
Received by the Board of Governors August 8, 1968 and ordered printed and submitted to the membership for discussion and action.

★ Mr. Hain is also a City Club member.



### APPENDIX A

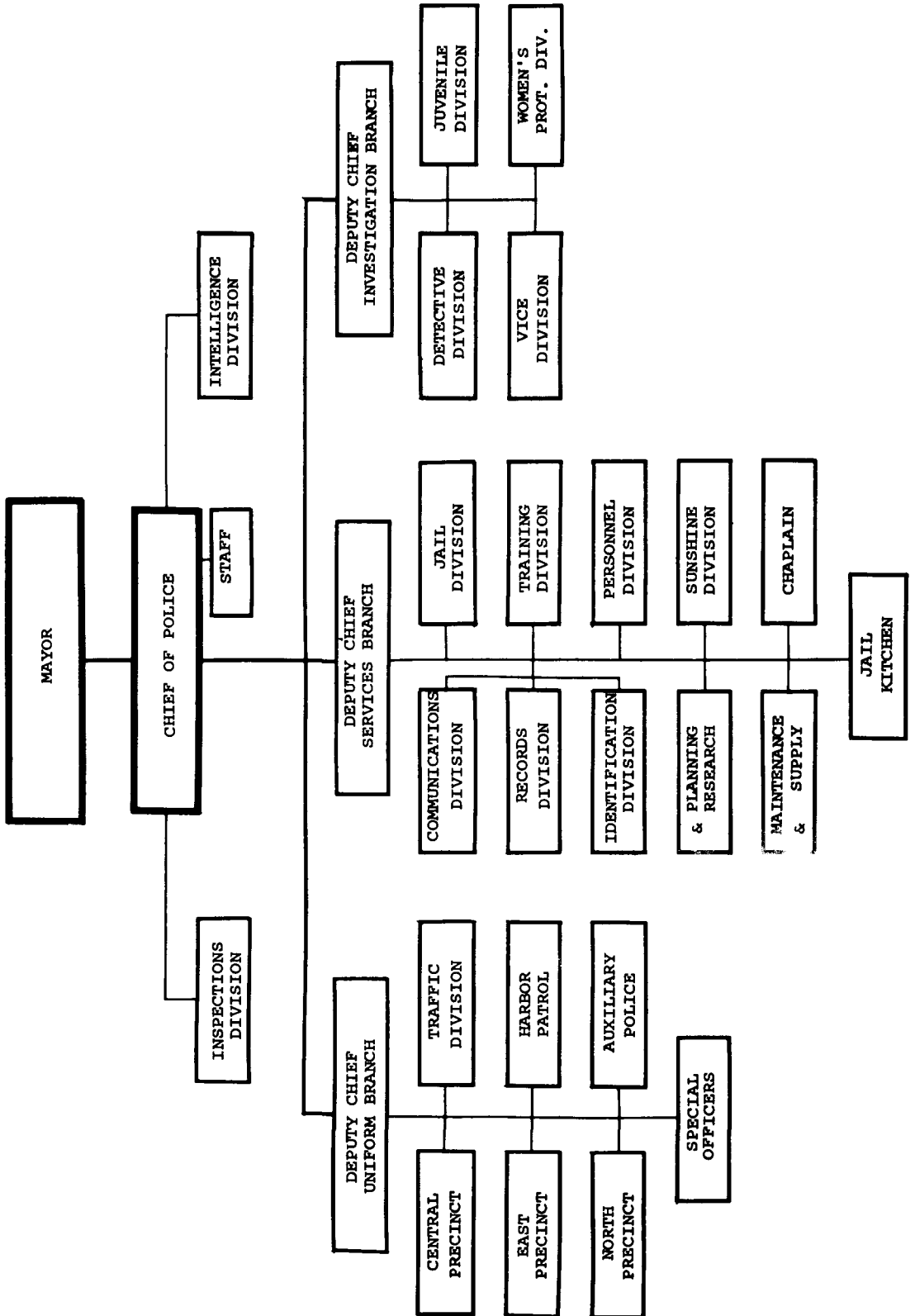
#### One Form of a Well Organized Municipal Police Department



APPENDIX B

ORGANIZATION CHART - BUREAU OF POLICE - PORTLAND, OREGON

1 JUNE 1967



## APPENDIX C

**ANSWERS OF 339 PORTLAND POLICE BUREAU OFFICERS TO THE  
QUESTION: "WOULD YOU FAVOR ANY EXPANSION OF THE POSSIBILITIES  
FOR TRANSFER IN RANK?"**

Response	Number	Percent
Strongly Approve .....	51	15.0
Approve .....	145	42.8
Disapprove .....	88	26.0
Strongly Disapprove .....	55	16.2
Totals .....	339	100.0

From: Study conducted by Kenneth P. Gervais of the Urban Studies Center of Portland State College entitled "The Portland Police Officer."

## APPENDIX D

Training Division, Bureau of Police, Portland, Oregon

**RECRUIT MASTER TRAINING PROGRAM**

(Revised April, 1968)

377 Total Hours	Sub-Hours	Hours
<b>I GOVERNMENT</b> .....		<b>16</b>
1. Outside Agencies (Federal) .....		5
1.1 FBI Jurisdiction .....	1	
1.2 U.S. Marshal .....	1	
1.3 Treasury Department		
1.31 Alcohol & Tobacco Tax .....	1	
1.32 Secret Service .....	1	
1.4 Immigration & Naturalization .....	1	
2. Outside Agencies (Other) .....		7
2.1 Oregon Liquor Control Commission .....	1	
2.2 Juvenile Court & Home .....	1	
2.3 Functions of District Attorney .....	1	
2.4 Functions of City Attorney .....	1	
2.5 Fire Bureau & Emergency Equipment .....	1	
2.6 School Investigators .....	1	
2.7 Telephone Company Special Agents .....	1	
3. United States Constitution .....		2
4. Mechanics of the Judicial System .....		2
<b>II LAW</b> .....		<b>41</b>
1. Administration of Criminal Justice .....		3
2. Oregon Criminal Law (ORS) .....		11
3. Motor Vehicle Laws, State & City .....		4
4. Rules of Evidence .....		4
5. Laws of Arrest, Search, and Seizure .....		8
6. Civil-Legal Liabilities .....		2
7. Responsibilities of Defense Counsel to Client .....		1
8. Civil Rights .....		2
9. Officer in Court .....		2
10. Domestic Relations—Criminal Procedure .....		1
11. Law Enforcement Officer and Civil Matters .....		1
12. Implied Consent Law & DUIL Procedure .....		2

377 Total Hours	Sub-Hours	Hours
<b>III HUMAN RELATIONS</b> .....		<b>15</b>
1. Police and Press Relations .....		1
2. Police and Minority Groups .....		1
3. History of Minority Groups .....		3
4. Police Career and Ethics .....		2
5. Chaplain's Hour .....		2
6. The Mentally Ill .....		4
7. Supervisor-Patrolman Relations .....		2
<b>IV PATROL FUNCTIONS</b> .....		<b>38</b>
1. Patrol Duties and Responsibilities .....		4
2. First Aid .....		13
3. Field Note Taking .....		1
4. Report Writing .....		8
5. Use of Police Records .....		1
6. Patrol Techniques .....		2
7. Explosives .....		3
8. Observation and Description .....		1
9. Basic Crowd Control Techniques .....		3
10. Advanced Patrol Techniques .....		2
<b>V INVESTIGATIVE FUNCTIONS</b> .....		<b>57</b>
1. Attributes of an Investigator .....		1
2. Criminal Investigation, General .....		10
2.1 Preliminary Investigations .....	2	
2.2 Crime Scene Search .....	6	
2.3 Collection & Preservation of Evidence .....	2	
3. Arson Investigation .....		4
4. Burglary Investigations & Field Exercise .....		9
5. Theft & Receiving .....		1
6. Homicide Investigations, Coroner's Office, and Field Exercise .....		4
7. Auto Theft Investigations .....		4
8. Narcotics Investigations .....		3
9. Robbery Investigations .....		2
10. Sex Crime .....		2
11. Vice Investigations .....		1
12. Case Preparation .....		2
13. Interrogations, Interviews, and Polygraph .....		4
14. Surveillance & Field Exercise .....		6
15. Information, Sources and Uses .....		2
16. Organized Crime in the United States .....		2
<b>VI TECHNICAL &amp; STAFF SERVICES</b> .....		<b>11</b>
1. Communications .....		8
2. Uniform & Equipment Care .....		1
3. Jail Procedure .....		2
<b>VII ADMINISTRATION &amp; PERSONNEL</b> .....		<b>2</b>
1. Organization of the Portland Bureau of Police .....		1
2. Personnel Ratings and Records .....		1

377 Total Hours	Sub-Hours	Hours
<b>VIII PHYSICAL ACTIVITIES</b> .....		<b>93</b>
1. Offensive and Defensive Tactics .....		9
2. Preliminary Pistol Instruction .....		18
3. Firearms Training (Outdoor Range) .....		6
4. Gas Indoctrination .....		1
5. Mechanics of Arrest .....		24
6. Close Order Drill .....		2
7. Mob and Riot Control Field Exercise .....		10
8. Physical Conditioning .....		15
9. Classroom Firearms .....		8
<b>IX TRAFFIC FUNCTIONS</b> .....		<b>64</b>
1. Nature and Causes of Accidents .....		1
2. Enforcement Procedures & Violator Contact .....		8
3. PUC Violations .....		2
4. Accident Investigation & Accident Reports .....		6
5. Traffic Citations .....		2
6. Hit & Run Investigations .....		2
7. Traffic Engineering .....		1
8. Pursuit Driving (Classroom) .....		8
9. Traffic Field Exercise I (Pursuit Driving) .....		16
10. Traffic Field Exercise II .....		18
<b>X MISCELLANEOUS</b> .....		<b>40</b>
1. Introduction & Class Rules .....		1
2. Opening Ceremonies .....		2
3. Art of Listening .....		1
4. Class Note Taking .....		1
5. History of Law Enforcement .....		2
6. The Far Left .....		1
7. The Far Right .....		1
8. Officers' Wives Indoctrination .....		4
9. Supervised Study .....		8
10. Seminars .....		8
11. Director's Time .....		5
12. Class Critique .....		2
13. Examinations .....		4

## APPENDIX E

### ANSWERS OF PORTLAND POLICE BUREAU OFFICERS TO QUESTION:

#### "WHAT WOULD YOU SUGGEST TO IMPROVE THE EFFECTIVENESS OF TEACHING AT THE POLICE ACADEMY?"

Suggestion	Number
Better Prepared Instructors .....	91
Visual Aids and Films .....	64
Practical Applications .....	46
More Participation .....	32
In-field Demonstrations .....	19
Smaller Classes .....	6

From: Study conducted by Kenneth P. Gervais of the Urban Studies Center of Portland State College entitled "The Portland Police Officer."

APPENDIX F

**SURVEY OF INTERESTS OF PORTLAND POLICE BUREAU OFFICERS  
REGARDING IN-SERVICE TRAINING COURSES**

Please indicate the amount of interest you would have in the following:	Very Interested		Quite Interested		Slightly Interested		Not Interested		Total
	#	%	#	%	#	%	#	%	
A better understanding of your own reactions to situations .....	143	39	150	41	61	16	15	4	369
Understanding the behavior of some of the offenders with whom you come in contact	156	42	150	40	53	14	14	4	373
Knowing how to identify a real suicide potential, and what to do about it .....	144	39	143	38	70	19	16	4	373
Learn some broad concepts of interviewing, other than those which are now taught .....	181	49	131	35	48	13	11	3	371
New ways of handling family conflicts .....	100	27	111	30	115	31	45	12	371
Knowing more about the causes and handling of psychosis and psychotic people .....	128	34	136	37	82	22	25	7	371
Courses to give more insight into the problems of understanding cultural subgroups or people who have patterns of behavior different from your own .....	84	23	118	32	119	33	44	12	365
Better techniques of supervising personnel .....	127	34	114	31	92	25	36	10	369
Evaluating subordinates .....	84	23	115	32	106	29	58	16	363
Effective report writing .....	172	47	125	34	61	16	11	3	369
A public speaking course for police officers .....	135	37	93	25	94	25	47	13	369
Law enforcement courses at Portland State College .....	127	35	91	25	90	24	58	16	366
Law enforcement courses at Portland Community College	102	28	95	26	92	26	72	20	361
Knowing more about community services, psychiatric schools, welfare, etc.) .....	82	22	110	30	124	34	49	14	365

From: Study conducted by Kenneth P. Gervais of the Urban Studies Center of Portland State College entitled "The Portland Police Officer."

**APPENDIX G**

**ANSWERS OF PORTLAND POLICE BUREAU OFFICERS  
REGARDING IMPORTANCE OF PROMOTION CRITERIA**

	Very Important		Important		Not Very Important		Shouldn't Be Used		Totals
	#	%	#	%	#	%	#	%	
Time in Rank .....	113	30	178	47	79	21	8	2	378
Written Test .....	120	32	207	54	45	12	8	2	380
Oral Test .....	123	32	184	48	59	16	16	4	382
Merit Rating .....	171	46	136	37	44	12	21	5	372
College Degree .....	10	3	93	25	170	46	96	26	369
Other Education .....	22	6	160	47	112	33	49	14	343

From: Study conducted by Kenneth P. Gervais of the Urban Studies Center of Portland State College entitled "The Portland Police Officer."

**APPENDIX H**

**POLICE APPLICANTS EXAMINED**

June 4, 1964—May 3, 1965

(Results of Analysis Conducted by Civil Service Board in Response to Requests by Other Law Enforcement Agencies)

Age	Total Passing Physical Standards	Written		Agil.		Inter.		Removed From List—Medical	Psycho.		Removed After Psycho.	Ap-pointed
		F	P	F	P	F	P		F	P		
21 .....	86	44	42	6	36	22	14	3	3	5	0	5
22 .....	97	40	57	15	42	16	26	1	3	10	1	8
23 .....	46	24	22	3	19	7	12	0	4	2	0	2
24 .....	40	19	21	7	14	7	7	0	1	2	1	1
25 .....	28	10	18	2	16	8	8	0	1	2	0	2
26 .....	22	10	12	2	10	5	5	0	3	1	0	1
27 .....	21	7	14	7	7	3	4	0	1	2	1	1
28 .....	24	12	12	1	11	6	5	3	0	2	0	2
29 .....	9	3	6	1	5	1	4	1	2	1	0	1
30 .....	7	2	5	0	5	3	2	1	0	1	0	1
31 .....	6	0	6	4	2	0	2	0	0	1	0	1
32 .....	7	4	3	2	1	1	0	0	0	0	0	0
33 .....	4	1	3	2	1	0	1	0	0	1	0	1
34 .....	3	0	3	1	2	1	1	0	0	0	0	0
TOTAL .....	400	176	224	53	171	80	97	9	18	29	3	26

**EDUCATION**

GED Grad. ....	71	26	45	9	36	21	15	3	2	4	0	4
HS Grad. ....	165	97	68	20	48	24	24	1	2	6	1	5
College												
0-1 Yr. ....	86	34	52	10	42	18	24	1	5	12	1	11
1-2 Yr. ....	47	13	34	8	26	10	16	1	6	6	1	5
2-3 Yr. ....	27	9	18	1	17	6	11	2	3	3	0	3
3-4 Yr. ....	3	1	2	11	2	1	1	1	0	0	0	0
Degree .....	11	1	10	4	6	3	3	0	0	1	0	1
TOTAL* .....	410	181	229	53	177	83	94	9	18	32	3	29

\*Applicants with GED who also meet other education requirements are included in the totals.

**APPENDIX I**

**POLICE APPLICANTS EXAMINED**

**January 1, 1967 to December 31, 1967**

TOTAL APPLICANTS .....	1,257
Failed—Physical Standards .....	455
Remaining .....	802
Did Not Show .....	257
Took Written Test .....	545
Failed Written Test .....	269
Remaining .....	276
Did Not Show .....	13
Took Physical Agility Test .....	263
Failed Physical Agility Test .....	76
Remaining .....	187
Did Not Show .....	1
Appeared Before Oral Examination Board .....	186
Failed Oral Examination .....	76
Remaining .....	110
Failed either medical test, psychological test, or background chcek or did not show* .....	44
Acceptable .....	66**

(60 eventually appointed)

\*Although adequate records are not available, based on prior experience, it is surmised that a majority of failures occurred as a result of the psychological test.

\*\*Slightly over 5 percent of original applicants.

**APPENDIX J**

**MINIMUM STANDARDS FOR RECRUITMENT.**

The minimum standards shall be:

1. A Citizen of the United States.
2. Fingerprinting of applicants with copy filed with the State Bureau of Identification, Salem, Oregon, for record search of local, state, and FBI files.
3. Shall not have been convicted, by any state or by the Federal Government, of any crime, the punishment for which could have been imprisonment in a federal or state prison or institution.
4. Good moral character as determined by a thorough, comprehensive background investigation covering school and employment records, home environment, personal traits and integrity. Consideration will be given to any and all law violations, including traffic and conservation law convictions, as indicating a lack of good character.
5. Graduation from high school or the equivalent. "Equivalent" defined as having attained a passing score on a General Education Development Test indicating high school graduate level equal to requirements of the Oregon Department of Education.



6. An oral interview by the hiring authority or his representative(s) to determine such things as the applicant's appearance, background, and ability to communicate.
7. Acceptable physical, emotional and mental fitness as established by a licensed physician following examination. . . . The applicant shall possess normal hearing; normal color vision and visual functions. He must possess visual acuity not less than 20/40 in one eye corrected to 20/20, and not less than 20/70 in the other eye corrected to 20/25 or better. Applicant shall be free from any impediments of the senses; physically sound; well developed physically with height and weight in relation to each other and to age as indicated by accepted medical standards. . . .

(From the State of Oregon, Board on Police Standards and Training, Policies and Procedures Manual)

## APPENDIX K

### LOCAL ACTION — POLICE RELATIONS WORKSHOP

The people attending this workshop were all from Portland until nearing the end one person from Seattle joined the group. Therefore, the point of view expressed was directed toward the situation in Portland.

After considerable discussion it was agreed that N.A.I.R.O. should assume responsibility to work with other community agencies to get authorities in the Police Department as well as City administration to recognize that all establishment groups, including the Police, with varying degrees of subtlety, do discriminate on the basis of race and should take immediate steps to help correct the problem.

As a specific example the workshop recommended:

1. That there should be intensive in-service training related to human relations and that such training should be supported by the Police Chief and top administrative officials.

2. That the Police establishment should give top priority in defining their roles to the public. That the police officer not only serves the community in law enforcement but even more as a community service representative performing an almost endless number of duties outside of law enforcement for the benefit of the community.

3. In today's society it is agreed that the police officer has one of the most important jobs in bringing about better understanding in the community. The police officer's job is also one of the most complex and yet the police officer is not adequately compensated for the work which he is called upon to do. The workshop agreed that N.A.I.R.O. should assist in every way possible to get community support for adequate pay for this job. It was agreed that adequate compensation is an important and a very necessary step in developing the professionalism that is needed in this work and that without proper pay incentive it would be impossible to recruit top people for police work.

It was the opinion of the workshop that the present number of community relations officers should be enlarged so that many other areas that need this service could also be covered.

4. To establish a police advisory commission that could develop programs to insure widespread community support for law enforcement, provide an improved complaint procedure and mechanism for redress of grievances.

5. The workshop also felt that a program should be instituted to help attract ghetto youth to police work.

**APPENDIX L**  
**CHIEF'S OFFICE**

August 3, 1966

1966 Memo S. O. #29

To: All Concerned

Subject. Citizen Complaint Procedure

Following is an outline of procedure to be followed when a complaint is received from a citizen.

**I. Complaint Reception**

**A. Precinct or Division Level**

1. All complaints will be referred to the Commanding Officer and a report of the complaint will be transferred to the Chief's Office indicating the action taken.
  - a. Complaints of a minor nature will be investigated at the Precinct or Division level.
    - 1) If the citizen is satisfied the investigation may be closed.
    - 2) If the citizen is unsatisfied further action will be determined by the Chief's Office.
  - b. Complaints of a serious nature will be forwarded to the Chief's Office for investigation.
2. Complaints incident to a traffic arrest or citation as to guilt or innocence will be adjudicated by the Court. If the complaint concerns Bureau policy and procedure or Officer conduct, the action as set forth in this directive will be followed.
3. Anonymous complaints will be investigated as outlined above and forwarded to the Chief's Office.
4. Complaints received by the Municipal Judge, District Attorney or Mayor's Office should be referred to the Chief's Office.

**B. Radio Division**

1. All complaints received by phone will be transferred to the Commanding Officer or Supervisory Officer of the Precinct or Division involved.
2. A radio call card with the name, address, phone number of the complainant, the nature of the complaint, and the name of the Precinct or Division supervisor to whom the complainant's call was transferred will be forwarded to the Chief's Office.

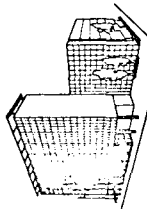
**II. Complaint Response**

- A. The Precinct or Division commanding officer, upon investigating and closing complaint report as authorized, will notify the complainant in person, by phone or by letter whichever is deemed appropriate, of the action taken. This information or a copy of the letter will be included in the report transmitted to the Chief's Office.
- B. All responses to complaints other than II-A will be handled by the Chief's Staff or by whomever the Chief of Police may direct.

DONALD I. McNAMARA,  
Chief of Police

APPENDIX M

OAKLAND POLICE DEPARTMENT COMPLAINT FORM



OAKLAND POLICE DEPARTMENT / POLICE ADMINISTRATION BUILDING, 535 7TH ST., OAKLAND, CALIFORNIA 94607  
 Address all correspondence to Chief of Police

To the People of the City of Oakland:

The Oakland Police Department recognizes that a proper relationship between the police and the community they serve, fostered by confidence and trust, is essential to effective law enforcement. While police officers must be free to carry out their duties in a reasonable, lawful and impartial manner they, at the same time, must carefully observe the rights of all people.

The maintenance of the proper relationship regarding police conduct places upon the Department the responsibility of providing a system of complaint and disciplinary procedures which will not only subject officers to corrective action when they conduct themselves improperly, but which will protect them from unwarranted complaints when they discharge their duties properly.

The Department has met this responsibility by adopting such a system of complaint and disciplinary procedures. We will continue to fulfill our responsibility by assuring full opportunity for citizens to express their complaints, by promptly and courteously receiving them, by investigating them fairly and impartially and by arriving at just dispositions. To this end, the following information is provided to you.

As Chief of Police, I wish to inform you that the Oakland Police Department welcomes your comments regarding constructive criticism of the Department or valid complaints against police officers. Each criticism and complaint received will be investigated and appropriate corrective action taken when warranted by the facts obtained.

Please inform me of any constructive criticisms of the Police Department or valid complaints against its members by appearing personally at my office, 8th Floor, Police Administration Building, 7th and Broadway, or by telephoning 273.3365. If you do not wish to appear at the Police Department, you may register your criticism or complaint by personal letter or by filing in the form on the opposite side provided for your convenience, and mailing it in this convenient folder. Please write as much information as you can so that the Police Department can take appropriate action. It will be helpful if you give your name and address so that we may contact you for further information. Any information that you give will be kept confidential if you request it.

In this way I hope to overcome any communication barriers and to assure you of the full opportunity to express your opinions about the Police Department or to register complaints against any of its members. Please feel free to express yourself on any legitimate problem which you feel should be directed to my attention.

Sincerely,

C. R. Gain  
 CHIEF OF POLICE

STATE YOUR NAME AND WRITE YOUR ADDRESS AND TELEPHONE NUMBER HERE	
WRITE THE DATE THIS FORM IS FILLED IN	WRITE THE DAY AND DATE OF INCIDENT OR ACTION
WHERE DID THE INCIDENT OR ACTION TAKE PLACE?	TIME OF INCIDENT OR ACTION
WRITE THE NAMES OF ANY WITNESSES, THEIR ADDRESSES AND TELEPHONE NUMBERS	
IF A PERSON WAS ARRESTED, WRITE HIS NAME, ADDRESS AND TELEPHONE NUMBER	
IF A POLICEMAN WAS INVOLVED, WRITE HIS NAME, BADGE NUMBER AND CAR NUMBER - IF YOU HAVE THIS INFORMATION	
WRITE THE NATURE OF OPINION OR COMPLAINT	

**APPENDIX N**  
**CHIEF'S OFFICE**

August 17, 1964

1964 Memo G. O. #8

To: All Concerned

Subject: Firearms Investigation Committee

In order to standardize investigative procedures in cases where officers discharge their firearms either accidentally or in the performance of their duty, a FIREARMS INVESTIGATION COMMITTEE will be established. It will be comprised of the Inspector of Police, who will act as Chairman, an officer of the rank of Lieutenant or above from the Detective Division and one from the Uniform Divisions. Meetings shall be called by the Chairman within a reasonable time after the report of a firearms discharge comes to his attention. The committee will scrutinize the circumstances attending each discharge of firearms by a member of the Police Bureau and will recommend to the Chief of Police any appropriate action indicated. If the shooting results in death or injury, the investigation by the Firearms Investigation Committee will not take precedence over normal official investigation and judicial hearings.

Whenever a member discharges a firearm under the above circumstances, he shall notify his immediate superior as soon as circumstances permit. The officer shall submit promptly a written report of the occurrence through channels to the Chief of Police. The Superior Officer shall investigate thoroughly and report through channels to the Chief of Police. In addition, the precinct or division commander will be expected to submit his observations and conclusions in writing to the Chief.

To make clear any questions arising from Paragraph #180 of the Manual of Procedures, it is here emphasized that firearms are to be used only as a last resort when all other means fail:

- a. To defend himself or another person from death or serious injury.
- b. To prevent the commission of a felony.
- c. To apprehend a fleeing felon or to prevent the escape of a convicted felon.

To further make clear the intent of Paragraph 181 Manual of Procedures, it is emphasized that in no instance should a firearm be discharged in combination with a misdemeanor crime. Nor should an officer fire a warning shot or shoot into the air or elsewhere as the law gives no sanction to such action. Members are reminded that the act of fleeing from arrest for a traffic violation is a misdemeanor even though we are permitted to make an arrest without a warrant on "probable cause." He may, however, follow procedures in the disposition of badly injured or dangerous animals after making a reasonable attempt to locate the owner if the type of animal indicates ownership.

DONALD I. McNAMARA  
Chief of Police

DIMc:B

## CHIEF'S OFFICE

October 1, 1964

1964 Memo G. O. #8-A

To: All Concerned

Subject: Firearms Investigation Committee

To further clarify paragraph #3 of 1964 Memo G. O. #8, it is observed that O.R.S. 162.324 reads as follows:

162.324 Escape from official detention

- (1) No person shall:
  - (a) Knowingly escape from official detention.
  - (b) Knowingly cause or facilitate an escape from official detention.
  - (c) Being a public servant concerned in official detention, knowingly or recklessly permit an escape from official detention.
- (2) Violation of subsection (1) of this section is punishable as a misdemeanor or by imprisonment in the penitentiary for not more than five years.

From this statute, officers are authorized to treat the escape of prisoners charged with or convicted of either felony or misdemeanor crimes as a felony.

However, the use of firearms in the apprehension of those escapees charged or convicted of misdemeanors is prohibited by this order and the Manual of Procedures, even though it may be legal under this statute.

DONALD I. McNAMARA  
Chief of Police

DIMc:PRC:B

## APPENDIX O

## INDIVIDUALS INTERVIEWED OR CONSULTED

George Bailey, Sergeant, Oregon State Police  
 Paul Bender, Oregon Director, National Conference of Christians & Jews  
 Rufus Butler, Director, Albina Art Center  
 Ronald Callbeck, Lt., Personnel, Multnomah County Department of Public Safety  
 Owen Card, Executive Secretary of Multnomah County Civil Service Commission  
 Patrick R. Carr, Deputy Police Chief, Portland Police Bureau  
 Homer Chandler, Executive Secretary, Columbia Region Association of Governments (CRAG)  
 Samuel Chapman, Director of the Police Administration Degree Program, Oklahoma State University; also Assistant Director of the President's Crime Commission  
 Donald E. Clark, Associate Director Law Enforcement Program, Portland State College; also Advisor to the President's Crime Commission  
 Robert P. Clohessy, Secretary of the Fire and Police Pension Board, City of Portland  
 Robert Cochrane, Director of Community Ministry  
 Andrew F. Crabtree, Lt., Personnel Officer, Portland Police Bureau  
 George Eastman, Director of the Department of Political Science, Kent State University; also Consultant to the President's Crime Commission  
 Frank Fair, Upward Bound Program, University of Portland  
 Charles R. Gain, Chief of Police, Oakland, California, also advisor to the President's Crime Commission  
 Dr. A. C. Germann, Professor, Dept. of Criminology, California State College at Long Beach, California; also Consultant to the President's Crime Commission

- Kenneth Gervais, Urban Studies Center, Portland State College  
Donald Hancock, Deputy Sheriff, Personnel, Multnomah County Department of Public Safety  
Robert Harris, Patrolman, Community Relation Division, Portland Police Bureau  
James E. Harvey, Lt., Portland Police Bureau  
Gary M. Haynes, Sgt., Portland Police Bureau  
H. J. Belton Hamilton, Assistant Attorney General, Bureau of Labor, State of Oregon  
E. Shelton Hill, Executive Director, Urban League  
George Hoffman, Portland State College  
James Holzman, Director of Public Safety, Multnomah County, Oregon  
The Honorable George Van Hoomissen, District Attorney, Multnomah County, Oregon  
Earl Johnson, Patrolman, Community Relations Division, Portland Police Bureau  
Leon Johnson, Patrolman, Community Relations Division, Portland Police Bureau  
Robert Johnson, Personnel Officer, City of Portland  
Keith Jones, Administrative Assistant, Office of the Mayor, City of Portland  
William Jones, Police Consultant, City of Pasco, Washington, formerly with Multnomah County Sheriff's Office  
Edward Kearney, Lt., Secretary of Portland Police Association  
Richard D. Kuntz, Lt., Records, Portland Police Bureau  
Patrick Lawless, Division of Continuing Education, Portland State College  
E. G. Kyle, Mayor of Tigard, Chairman, Columbia Region Association of Governments (CRAG)  
Joseph D. Matarazzo, Ph.D., Head of Medical Psychology Department, University of Oregon Medical School  
Donald I. McNamara, Chief of Police, Portland Police Bureau  
George R. McDonald, Director, Civil Service Board, City of Portland  
Leo H. Miller, Captain, Records, Identification & Communications, Portland Police Bureau  
Mel Nielson, Patrolman, Community Relations Division, Portland Police Bureau  
John E. Nolan, Lt. (now Captain, then Personnel Officer), Portland Police Bureau  
David L. Norrgard, Field Representative, Public Administration Service, Chicago, Ill.; also Consultant to the President's Crime Commission  
Russell Peyton, Director, Human Relations Commission, City of Portland  
W. B. Pilkey, Personnel Examiner, Civil Service Board, City of Portland  
Paul Pinegar, Director, ACT (Portland Council of Churches)  
Kenneth A. Porath, Senior Personnel Examiner, Civil Service Board, City of Portland  
Bard Purcell, Captain, Portland Police Bureau, assigned to the Model Cities Program  
Mike Randell, Patrolman, Community Relations Division, Portland Police Bureau  
Norman F. Reiter, Captain, Officer in Charge of Training and the Portland Metropolitan Police Academy, Portland Police Bureau  
A. M. Rich, Executive Secretary, Metropolitan Study Commission  
John A. Richardson, Deputy Police Chief, Portland Police Bureau  
Dr. Frank Roberts, then Chairman, Metropolitan City Committee, Metropolitan Study Commission.  
John Roe, Sgt., Community Relations Division, Portland Police Bureau  
Fred Rosenbaum, Chairman, Mayor's Committee on Intergroup Relations  
Richard Ross, TV-News Director, KGW-TV, Channel 8  
James Setterberg, Director of the Budget, City of Portland  
Mark A. Smith, Administrator, Civil Rights Division, Bureau of Labor, State of Oregon

Frank K. Springer, Inspector, Portland Police Bureau  
 Robert Steele, Deputy Police Chief, Portland Police Bureau  
 Edward Toothman, Associate Director, Peace Officer's Standards and Training,  
 State of California  
 James Vorenburg, Professor, Harvard Law School; also Executive Director of the  
 President's Crime Commission  
 Arthur N. Wiens, Ph.D., Professor of Medical Psychology, University of Oregon  
 Medical School  
 Pat Wilkins, former TV New Director, KATU-TV, Channel 2  
 Richard Winslow, Deputy Sheriff, Records, Multnomah County Department of  
 Public Safety

## APPENDIX P

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