



Public Safety Assessment
Commissioner Randy Leonard
September 9, 2008

Report prepared by:

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I. PREFACE

The Portland Police Bureau is comprised of men and women who are among the most professional, creative, and progressive police officers employed by any city in the United States. For decades, Portland police officers have been called upon to protect a rapidly growing city with resources that have grown at a disproportionately slower rate. Particularly in recent years, the excellence of our officers is reflected in the downward crime trajectory Portland has experienced.

The ongoing success of our officers despite a City and County criminal justice system that is strained by shrinking County resources, poor coordination, and redundancy has come at a price. Portland police officers have been stretched to their limits over the course of many years as the first responders in a fractured criminal justice system. Exacerbating that problem is the bureau's long-standing inability to hire up to its authorized strength, mostly due to challenges with recruiting, hiring, and training officers in a timely manner. In response to these issues, Portland police officers have sacrificed everything but the quality of their job performance to fill the void. This has meant less time with their families, fatigue, and as the status quo continues, the sense that the City Council, the Police Bureau Administration, and the community either are not aware of, or do not appreciate their sacrifice. As a result, low morale in the bureau is a significant challenge that must be addressed.

Notwithstanding the challenges facing the bureau, Chief Rosie Sizer and her management team have made important strides over the past two years by making genuine efforts to open the lines of communication with communities of color and sexual minorities, improving the public perception of the Chief's office, and installing capable leaders in key management positions in the bureau.

In this report, with the assistance of the research committee and many others that we interviewed, I have prepared a snapshot of the state of the Portland Police Bureau and a series of recommendations designed to deliver a sustainable framework to ensure that front line officers receive the support they need to do their jobs.

II. STAFFING

At the core of many issues facing the bureau is the historic challenge the Police Bureau has had in staffing up to its authorized strength. The bureau is currently authorized to hire 1,007 sworn officers, and presently has 65 vacant sworn positions and another 75 officers either in the academy or in field training (*Police Bureau Staffing Report 8/4/08*). Assistant Chief Brian Martinek is making inroads in his efforts to improve the process, but leadership and clear direction from the



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Commissioner-in-Charge will be necessary to empower the Bureau to achieve its staffing targets.

It appears that the staffing challenges in the bureau are the result of overly stringent background checks; a lack of an aggressive and coordinated local recruitment effort; unreasonably long periods of time between when a candidate applies, is accepted, and finally placed on the payroll; and an advanced training academy that is redundant with the State's Basic Academy and therefore longer than necessary to train officers in Portland's unique policing environment.

Background checks cause some potential candidates who want to be police officers to be refused employment within the Portland Police Bureau. Most of those who are excluded are denied employment for sound reasons. However, according to the Police Bureau, some of those who are denied employment with the Police Bureau go on to be hired by other police agencies in Oregon, and one candidate rejected by Portland on background was later hired by the United States Secret Service.

Clearly, the Police Bureau must filter potential police officers carefully before they are hired. However, the bureau needs to re-examine its background criteria and make reasonable allowances for what are often problems with a young person's credit history or other low level offense.

It currently takes between 12 and 18 months from the moment a prospective officer applies until that candidate is hired. This period of time is prohibitive to Portland's ability to hire many of the best candidates because they are hired by other jurisdictions more quickly or because they cannot afford to wait the 12-18 months necessary to be hired and move on to other opportunities. The Police Bureau has sought a solution to this issue in some cases through "warehousing" recruits. Warehousing is a term used by the Police Bureau when a recruit is quickly hired and placed in an administrative position until space in the training academy becomes available. This is a promising approach, but its utilization is sporadic, it is not formally sanctioned in the budget, and the recruits are often not exposed to relevant policing experiences in the administrative positions they are placed in.

Finally, the Department of Public Safety Standards and Training (DPSST) recently enhanced its previously 8 week "Basic Academy" by extending it to 16 weeks and adding to the training curriculum. Portland has long had its own "Advanced Academy" which is an additional 16 weeks focused on the unique aspects of policing in Portland's urban environment. However, the expansion of the DPSST training curriculum results in redundancies in the Police Bureau's Advanced Academy, and to date, little effort has been made to eliminate those redundancies.



Recommendations:

- 1) Design background checks to ensure that individuals hired to be police officers have the intelligence, judgment and character worthy of the trust and support of Portlanders. Driving histories, past minor substance convictions, youthful credit shortcomings and other minor issues at times may be less indicators of bad character and more indicators of youthful acts of indiscretion that are often resolved with maturity. The fitness of a candidate's character should be considered in the context of the maturity level of the candidate when issues of concern are identified in their background.**
- 2) Compare the curriculum of the DPSST's Basic Academy with the curriculum of the Police Bureau's Advanced Academy and eliminate any redundancy. Conduct an analysis to determine which components of the Advanced Academy could be taught to police recruits as they concurrently begin limited patrol duties with a coach.**
- 3) Broaden the educational requirements for new hires. Individuals who have successfully passed apprenticeship programs in the trades such as carpenters, plumbers and electricians should qualify under the minimum educational requirement to take the police officer exam. These individuals have not only been required to successfully complete a challenging academic program associated with their particular trade, but they have also demonstrated a strong work ethic by becoming a journeyman in their field.**
- 4) Develop a pre-Academy trainee program to replace the current practice of "warehousing" recruits and present it for formal Council approval in the FY 2009-10 budget. The pre-Academy Trainee program would be used to quickly bring recruits into the bureau to be utilized in a manner that both relieves the workload of sworn officers and augments the training of the recruit. Examples could include having recruits perform a crime prevention function in neighborhoods, assist with graffiti enforcement, or respond to non-emergency calls in lieu of a sworn police officer.**
- 5) Seek authority from the City Council to hire above authorized staffing levels as a method of sustaining target staffing levels. This practice is currently employed by the Bureau of Emergency Communications. For example, if the Police Bureau's authorized staffing is 1000 officers, but their vacancy rate regularly leaves actual staffing at approximately 920, the bureau is short 80 officers at any given time. Using this scenario, the City Council should authorize the Police Bureau to hire 1080 officers, which, with the typical vacancy rate of**



~80 officer positions, would result in staffing levels consistently near the target staffing of 1000 officers. If past performance is an indicator of future performance, this undertaking should result in adequate staffing levels, lower overtime expenses, and improved morale without costing the City additional resources.

- 6) Establish a visible recruiting presence at all of the regional institutions of higher learning.**

III. ENHANCED COMMUNITY PROBLEM SOLVING

When he was the Police Chief, Mayor Tom Potter directed the Police Bureau to adopt “community policing” as the foundation for policing in Portland. The basic tenet of his effort was rooted in the necessity of involving the community in problem-solving to augment traditional enforcement-centric approaches to policing. At that time, Chief Potter effectively instilled those principles into the mantra of the bureau.

Unfortunately, Chief Potter’s vision has been diluted after many years and varying degrees of commitment by subsequent leadership in the Police Bureau. Today, in some parts of the bureau, community policing is viewed skeptically, and it seems a renewed awareness of its effectiveness as a problem-solving strategy is needed. In discussions with a number of officers and some members of the community, it was noted that community policing is often narrowly understood to mean “attending neighborhood meetings,” and not viewed as productive.

However, tremendous opportunity exists to invigorate the Police Bureau’s community problem-solving efforts by capitalizing on the efforts of those units within the bureau where community problem-solving is not simply a policing strategy, but an ethic. Each day, the officers in these units fight and solve crime by involving community and business interests in eliminating environments for crime and in serving as the eyes and ears of the police in their areas. With the assistance of sophisticated data analysis and traditional enforcement efforts, the methods employed by these officers are extremely effective in reducing crime because they enable officers to put both the criminals and the environments that create the opportunity for crime under continual pressure.

One example of this type of problem-solving policing is the Police Bureau’s Service Coordination Team. Based on its success as a pilot in Old Town, this strategy was authorized by the City Council in January 2008 to replace drug and prostitution free zones. The idea was conceived and promoted by front line Portland officers who sought to target drug and alcohol fueled crime. This strategy is focused on arresting offenders and holding them accountable in the criminal justice system—including



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putting them in jail immediately upon arrest—as well as providing the resources and professional treatment necessary to free them of their chemical dependency and stop the addiction cycle that drives their criminal behavior.

The result has been a 71% reduction in the recidivism rate among the top 400 chronic offenders in downtown Portland since October 2004. The unprecedented drop in these criminals' recidivism rates has paralleled a 33% drop in crime in downtown Portland over the last four years. (*PPB Strategic Services Division for Part I & II crimes in the Downtown Business Improvement District 6/30/08*)

Another innovative community policing approach embraced by the Police Bureau is known as the Housing Interdiction Team (HIT). This program seeks to eliminate environments for criminal activity in commercial premises such as single room occupancy (SRO) hotels. SRO's have traditionally harbored drug sales, drug use, prostitution and a variety of other criminal enterprises that generate huge numbers of police, fire, and other agency calls with little or no impact on the crime generated in and around the commercial establishment.

Managed by Central Precinct, HIT brings together district police officers, fire inspectors, building inspectors, housing inspectors, mental health workers, representatives of the Bureau of Housing, The Office of Neighborhood Involvement's Crime Prevention Specialists and representatives from various city elected officials' offices to target SRO's and commercial businesses that are chronic criminal, fire and building code violators.

The HIT program is a centerpiece example of problem solving policing that takes maximum advantage of resources outside of the Police Bureau. It employs the resources of a variety of City and County entities that do not normally coordinate their efforts and, additionally, relieves the adjoining businesses and residents of the burden of the criminal activity associated with the targeted commercial occupancy.

Since this program's inception in 2003, six commercial occupancies have been targeted and successfully rid of both criminal and life safety hazards. The most recognizable of these is the Grove Hotel on West Burnside.

Given the success of these approaches in the Central City, it follows that other parts of the city would benefit from these problem-solving policing strategies. Gang activity is on the rise throughout the city, while in East Portland, 82nd Avenue is experiencing a major increase in prostitution that is impacting the livability of surrounding neighborhoods and fueling crime as a result of the increased prosperity of organized criminals. The complex set of issues that are associated with gang activity and prostitution require comprehensive approaches that incorporate enforcement, environmental mitigation, and drug, alcohol, and mental health treatment.



Recommendations:

- 1) **Build on the bureau's policing successes by adapting the community problem-solving approaches employed by units like the Service Coordination Team and HIT team to all precincts in Portland, particularly in those precincts where gang activity, prostitution, and drug related crimes are most prominent.**
- 2) **The Police Bureau, with the concurrence of the City Council, should designate geographic areas to be targeted by the Service Coordination Team's problem solving policing approach. The assignment of target areas should be updated on an ongoing basis to enable the flow of police resources to areas of need. The evolving target areas will allow the Police Bureau to minimize the impacts of displaced criminal activity, and follow crime as it shifts.**
- 3) **The burgeoning prostitution problem along SE 82nd should be immediately targeted by the Service Coordination Team's problem-solving policing approach. Given the array of issues that cause women to engage in prostitution (addiction, physical abuse, economics, mental health issues, etc.), the Service Coordination Team should work with the County to identify the appropriate range of social services necessary to provide a comprehensive support system for women caught in the cycle of prostitution.**

IV. INTERNAL COMMUNICATION

The Police Bureau suffers from poor internal communication, which limits the exchange of information from the front lines to the decision-makers, resulting in a decision making process that lacks street officer input. This dynamic predictably leads to morale issues and, ironically, limits the effectiveness of bureau management.

The standard decision making system that exists in the Police Bureau occurs mostly within the traditional paramilitary hierarchy typical of many police organizations. The Police Chief, along with the three assistant chiefs comprising the Chief's primary management team, do make informal inquiries with various stakeholders before issuing any directives to the work force. However, given the size of the organization and the informal nature of those communications, most officers are unaware of the informal inquiries, and often perceive directives, budget decisions, and other policies or initiatives as being driven from the top down. There is no formal labor/management system that is systemic to the bureau's policy development, budget preparation or other problem solving processes. The result is that decisions that would



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otherwise be considered good policy or budgeting initiatives are often resisted by front line staff and their union because of their lack of formal inclusion in crafting the budget or bureau policies.

The Police Bureau's resistance to formalized labor/management results in a workforce that feels as though they have little influence in affecting the rules and conditions under which they must conduct their jobs in the streets of Portland. This in turn affects both the effectiveness of Portland's policing efforts and morale.

Effective labor/management systems should not be construed to undermine the chain of command or dilute its importance. In fact, an effective labor/management system has the effect of strengthening the chain of command, as the environment for collaboration improves and the employee/employer relationship develops in a way that removes the incentive or need to circumvent the established decision-making process within the command structure.

Recommendations:

- 1) **Establish a labor/management committee comprised of the Police Chief, the Police Chief's top managers, and members of the Portland Police Association and the Portland Police Commanding Officers Association. The Police Chief should be empowered by the Commissioner-in-Charge of the Police Bureau to discuss and resolve, with the concurrence of the City Council where appropriate, any and all subjects related to the orderly management of the Police Bureau.**
- 2) **Establish a separate labor/management committee for non-sworn employees of the bureau.**

V. MEDIA RELATIONS AND PUBLIC OUTREACH

Many Portlanders develop their perception of the Portland Police Bureau from the information they obtain through the local news media. Currently, there is no medium, such as the Water Bureau's popular blog or news magazine, that allows the Police Bureau to proactively share its many successes and the extraordinary contributions of individual police officers with either the public or with bureau employees. The result of this is that the bureau's method of communication with the general public is almost exclusively reactive, which results in a skewed perspective among the public, the media, and even bureau employees about what the Police Bureau is doing each day for our community.



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The Portland Police Bureau receives a lot of press, sometimes negative, that it cannot control. With a proactive public outreach program, the public will have the opportunity to develop a more balanced perception of the Police Bureau that incorporates the everyday good work the bureau does. As a result, the Police Bureau will be judged in a broader context when controversy inevitably arises.

Recommendations:

- 1) Regularly publish a Police Bureau periodical and distribute a copy to each officer and their families along with locally elected officials, neighborhood organizations, minority organizations and business organizations. The periodical should disseminate contemporary information, profile the individual efforts of the bureau's many outstanding officers, and share the many cutting-edge policing strategies that go unheralded currently.**
- 2) Create an interactive blog, modeled after the Water Bureau's successful blog (www.portlandwaterbureau.com) that highlights the bureau's daily events and profiles many of the same individuals and strategies as the written publication.**

VI. MINORITY COMMUNITY ENGAGEMENT

Under Chief Sizer's leadership, the bureau has initiated several forums designed to engage more intimately with the community. One effort under way is a series of three "living room" conversations with members of the Latino Community. The effectiveness of this initiative in establishing solid, respectful and trusting relationships between the Latino Community and the Police Bureau will be assessed at the conclusion of the three living room meetings. Another successful effort is the Sexual Minorities Roundtable, which is widely recognized as an effective forum. Other minority advisory forums have not yielded such success, such as the Latino Advisory Council, which was dissolved due to concerns in the minority communities that some of these advisory councils did not truly represent them.

In the past, the Police Bureau has attempted to develop forums for public dialogue, but they have not been sustained. Former Mayor Vera Katz conducted weekly police/community meetings, which she personally chaired, in downtown and Northeast Portland. These meetings provided a forum for the community to interact with Mayor Katz, Police Bureau command staff and neighborhood officers on a variety of police related issues. Additionally, the "Chief's Forum," a group of citizens appointed by the City Council, was a regularly scheduled meeting for the



Police Chief and other command staff that was disbanded due to the widely held view that it was not functioning as it was originally intended.

Recommendation:

- 1) Request the assistance of María Lisa Johnson, the Director of the City's Office of Human Relations, to develop a plan for establishing an effective communications system with Portland's various minority communities. It is virtually inevitable that there will be a crisis involving the community that will find the Police Bureau in a position of having to answer hard and serious questions. Having established relationships with community leaders will be important when the next crisis occurs so that the bonds of trust are time proven, reliable and strong.**

VII. RACIAL PROFILING

Racial profiling is an issue that the Police Bureau and our community have struggled with and debated for many years. On one side of the debate is the view that racial profiling is a practice employed by Portland police officers that should be eradicated. On the other side is the view that racial profiling is simply not practiced by Portland police officers. Over years of discussion, little progress has been made in establishing common ground between the two sides on this issue.

Perhaps a more productive pursuit in this regard would be to follow the recommendations of John Campbell of Campbell DeLong Resources. Mr. Campbell believes that even if the two sides cannot agree on whether Portland police officers engage in racial profiling, at least the two sides can agree that there is a perception that racial profiling is practiced by Portland police officers. Once that is established, the two sides can agree that even the perception of racial profiling is a problem for the City and begin the process of identifying and implementing solutions.

Recommendation:

- 1) Establish a committee made up of leaders from the minority community and the Police bureau charged with developing agreed-upon initiatives designed to eliminate the *perception* and/or existence of racial profiling in our community.**



VIII. BUDGET

The Police Bureau's budget development process—along with the implementation of its approved budget—involves a limited amount of input from either the community or front line staff from within the bureau. Further, the leadership of the organization does not give the budget development or budget implementation the priority necessary to effectively manage a \$153 million budget. Each of these dynamics undermines the bureau's ability to maximize its resources in accomplishing its mission.

The insular nature of the budget development process has a number of consequences: First, the budget development is undertaken by a relative few members of the bureau, which limits the breadth of perspective, expertise and insight involved in formulating the budget document. Second, the lack of involvement by internal and external stakeholders results in a budget process that is not transparent, resulting in confusion and distrust. It is very difficult for the Council or the community to support a budget, and particularly budget increases, when they do not trust the way it was developed. Finally, the lack of involvement by internal stakeholders feeds the sentiment shared by front line officers that bureau management is uninterested and uninformed about their needs, which contributes to poor morale.

The insular nature of the implementation of the Police Bureau's budget also has significant consequences. Once the budget is approved, the bureau's ability and willingness to move resources from one unit or precinct to another is very limited. Many ascribe this dynamic to organizational "fiefdoms" where managers of each unit/precinct view the money budgeted to them as though there is a one year claim on that amount of money, notwithstanding other needs which may arise elsewhere in the organization. Routinely over the course of a year, resource needs shift as pockets of crime emerge in various parts of the City, but the flow of resources from lesser priorities to areas of need is a relative rarity.

An illustration of the need for more flexibility in the execution of the Police Bureau's budget can be found in the Drugs and Vice Division. Operational decisions have led to the Drugs and Vice Division being reduced to one shift, and that shift operates from 8AM to 4PM Monday through Thursday. Given the area of focus for this unit, one option to maximize its performance could be a shift that coincides more with the typical crime patterns of drug and vice offenders. There may well be sound reasons for the daytime/weekday schedule, but at a minimum with the type of crime involved, the ability to work overtime on some evenings and weekends is essential to their basic function. However, due to the limited overtime allotted to the unit and the institutional resistance to shifting resources within the bureau, Drugs and Vice has been restricted in its ability to use overtime. This reportedly results in the unit packing up in the middle of an operation because it is 4PM and overtime is not an



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option. Given the burgeoning prostitution problem in Portland, Drugs and Vice seems to be a clear area of need relative to other priorities.

Over the past several years, the Police Bureau has often responded to shifts in resource needs by appealing to the City Council for additional resources rather than identifying opportunities within the bureau's budget to meet the need. For example, the Police Chief recently restricted the use of vacation leave by uniformed officers because of the lack of money in the bureau's overtime budget. The bureau asked the Council for over \$500,000 to augment its approved overtime budget to cover overtime costs for officers using their accumulated vacation. However, according to the Office of Management and Finance, the bureau has historically used its consistently unfilled officer vacancy positions to augment its overtime budget and could have done so in this case without limiting the amount of budgeted positions that could reasonably be expected to be filled during this fiscal year.

One of the major causes of the Police Bureau's budget challenges lies in an institutional lack of expertise and interest in budgeting among the management ranks of the bureau. This is in part due to the tradition of Police Bureau leadership emerging from the ranks with little or no formal exposure to public budgeting. Further, the bureau currently lacks any civilian or sworn budget expert in the management ranks, but has recently initiated a recruitment for a Senior Business Operations Manager, which is a step in the right direction.

Recommendations:

- 1) Develop a budgeting process that includes a representative cross section of the bureau, including sworn and civilian front line employees, as well as members of the public. Design the process to produce a transparent budget that recognizes the input of employee and stakeholder groups, maximizes the utilization of requested resources, and builds institutional knowledge and experience in budgeting within the Police Bureau.**
- 2) Establish a budget training program for the top managers of the Police bureau to enhance their basic understanding of budgets, both in how to develop the budget, as well as how to execute the budget in a manner that recognizes shifts in resource needs as circumstances change in the bureau or the community over the course of a fiscal year.**
- 3) Discontinue the practice of relying on vacancy savings for overtime expenses. Develop a comprehensive strategy for overtime that projects the necessary overtime requirements of the bureau, establishes methods for efficient use of overtime, and**



clearly presents this information to the City Council in the budget process. Overtime is a necessary tool in policing agencies, and the Police Bureau will be well served to achieve transparency in budgeting and to present what it actually needs in the way of overtime resources to execute its mission.

IX. Coordination with Multnomah County

The City and County are interdependent in providing public safety in our community. The Police Bureau's efforts in combating crime in Portland are increasingly incorporating traditional County services like drug and alcohol treatment, mental health services, parole and probation, corrections, juvenile justice, and the court system. This growing interdependence requires a renewed focus and commitment to open and consistent communication between the City and the County, as well as a commitment to maximize limited resources by eliminating redundancies in our collective efforts.

Currently, communication between the Portland Police Bureau and the various County partners does occur, and in some areas outstanding results are being produced. More often, however, the synchronization of target outcomes between the two is sporadic at best.

No better example of excellent coordination between the City and County exists than with the Service Coordination Team's efforts in combating drug related crime in Old Town. This program unites the efforts of the Police Bureau, the District Attorney, judges in the court system, parole and probation, and drug and alcohol treatment providers in a manner that has resulted in a 71% drop in the recidivism rate among the top 400 offenders in Old Town over the past 4 years.

Unfortunately, this great example of coordination between the City and County is the exception and not the norm. One example of a significant challenge between the City and County is with regard to Portland's efforts to combat prostitution. Multnomah County judges routinely release prostitutes after booking when they are arrested, despite Police Bureau officers' requests to the contrary. This not only undermines the Police Bureau's efforts by eliminating consequences for prostitution, it also serves to perpetuate the prostitute's condition. The Police Bureau believes that if prostitutes were incarcerated for periods from 1-3 days, they could be separated and protected from their pimps and then diverted into specific treatment programs to begin the process of breaking the cycle of prostitution. This would have the additional benefit of assisting in the pursuit and prosecution of pimps, who are often not only engaged in compelling prostitution, but also in a variety of other criminal activities affecting our community. Unfortunately, the Multnomah County judges have not been formally approached by the leadership of the City of Portland to discuss how a more



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coordinated strategy with the courts and Multnomah County in general could result in breaking the dysfunctional cycle in which women in prostitution find themselves.

There are a number of other examples where a lack of coordination between the City and County is impacting the efficiency and effectiveness of the public safety system. Limited communication in court scheduling often causes officers to be called to court appearances where they are not always needed, resulting in significant overtime costs for the Police Bureau. Additionally, youth/gang violence prevention and enforcement are hampered by disparate, uncoordinated and/or redundant efforts that thwart the effectiveness of a network already constrained by limited resources. Finally, Multnomah County, Gresham, and Troutdale each provide redundant patrol functions and other police functions such as follow-up investigations and narcotics investigations that represent significant overlap in our community resources.

One of the more obvious reasons for a lack of coordination between the County and the City is an absence of any formal or informal forums for the County and City to address and resolve key obstacles that occur within the local criminal justice system.

Recommendations:

- 1) **Key decision makers at the City and County should develop a joint public safety budgeting strategy each fiscal year. The focus of the strategy should be to ensure the pursuit of a common public safety purpose among the various agencies to avoid conflicts within the system that favor offenders. Additionally, any redundancies in the system should be identified and eliminated, and resource savings should be directed toward agreed upon areas of need in the system.**
- 2) **Create a forum consisting of public safety and elected leaders from the City of Portland and Multnomah County, including the Chief Judge of Multnomah County, the District Attorney, the County Chair, the Sherriff, the Portland Police Chief, and the Commissioner-in-Charge of the Police Bureau, to resolve policy conflicts where they arise throughout the course of a budget year in the city/county public safety system. This body should *not* be charged with producing recommendations, but with *providing direction* to the appropriate city/county agencies involved to ensure the conflict in the system is resolved. The aforementioned officials that comprise this group should meet on a periodic basis or as necessary to resolve conflicts when they arise.**



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- 3) **At the earliest possible date, convene a meeting between the Chief of Police, elected leaders from the City of Portland and Multnomah County judges, the District Attorney and other integral County service providers to develop a coordinated strategy to address the escalating prostitution problem in East Portland.**



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X. CONCLUSION

The Portland Police Bureau faces many challenges; some are imposed upon it, while other challenges are self-created. In my view, if the management of the Police Bureau addresses internal issues such as low morale, lack of internal coordination, outdated hiring processes, poor communication, and inflexible budget development and execution, then the Police Bureau's ability to combat external challenges such as increased gang activity, drug-related crimes, and prostitution will improve.

With that said, the Police Bureau management's resistance to embracing constructive recommendations is a barrier to improving the performance and reputation of the Police Bureau. A consistent observation surfaced throughout the bureau, and among city staff and community stakeholders that the Police Bureau management too often treats internal and external input with defensiveness, suspicion, and distrust. In conducting my research for this report, I was forced to draw the same conclusion when the reaction from the Police Bureau management to my inquiries and observations was defensive, and in some cases, obstructive.

Although the reaction I encountered from Police Bureau management is not unusual in policing agencies, Portland should strive to emerge from the traditional mold of police command culture and set a high standard for other police agencies to aspire to. The recommendations contained within this report, if embraced and implemented, will make the Portland Police Bureau a more functional and satisfying place to work, with adequate staffing, improved morale, and the support of the Council and the public. With that foundation in place, the outstanding performance we see today from our officers will only improve, paving the way for Portland to be regarded as one of the best—if not the best— law enforcement organization in the United States.