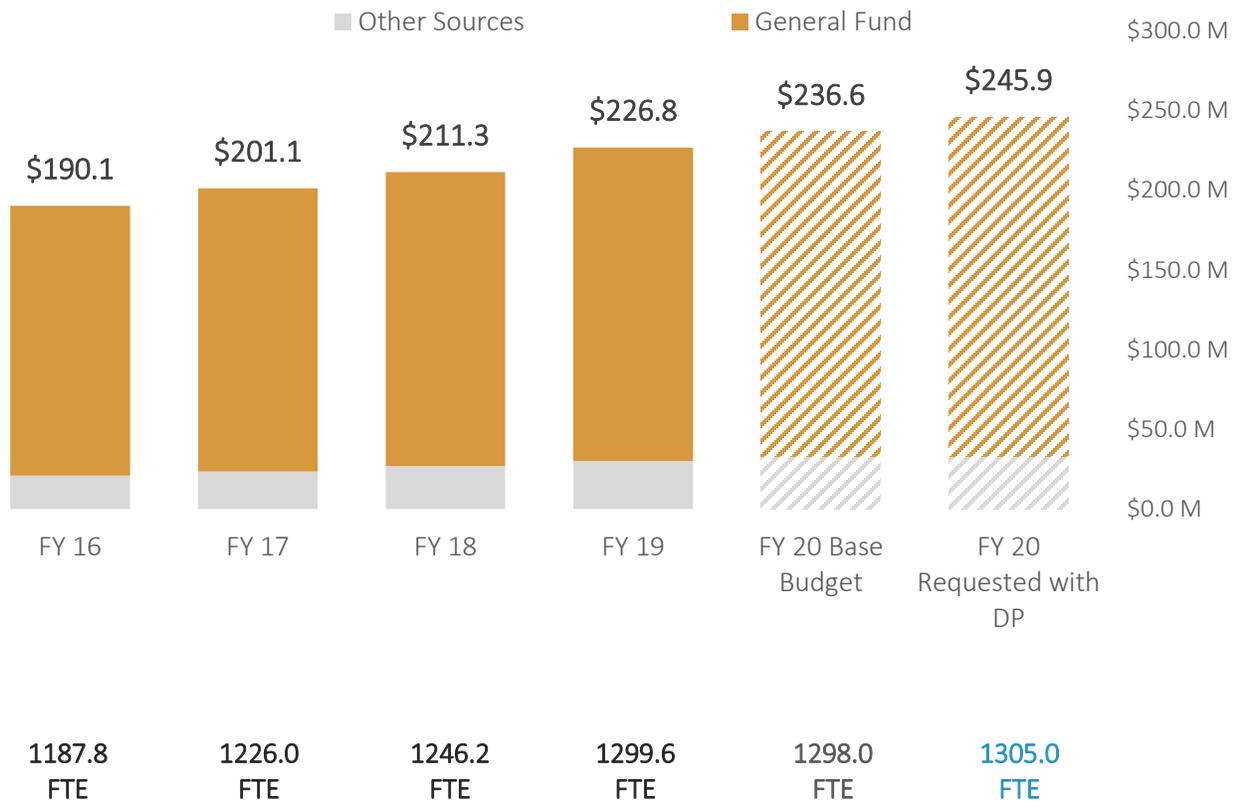




# Police Bureau

*Analysis by Katie Shifley*

## Adopted Budget Revenues - 5-Year Lookback



## INTRODUCTION

The Police Bureau’s FY 2019-20 base budget shifts substantial resources from materials and services to personnel services. While significant vacancy savings will likely be available in FY 2019-20 to cover required materials and services expenditures, going forward the bureau will need to manage personnel services expenditures to maintain a stable budget.

Significant new resources were added to the Police Bureaus budget in FY 2018-19, including \$4.6 million in new General Fund resources to fund a 49.0 new officer training pool. Year-to-date, however, attrition has exceeded hiring and the bureau has a net increase of sworn vacancies. The

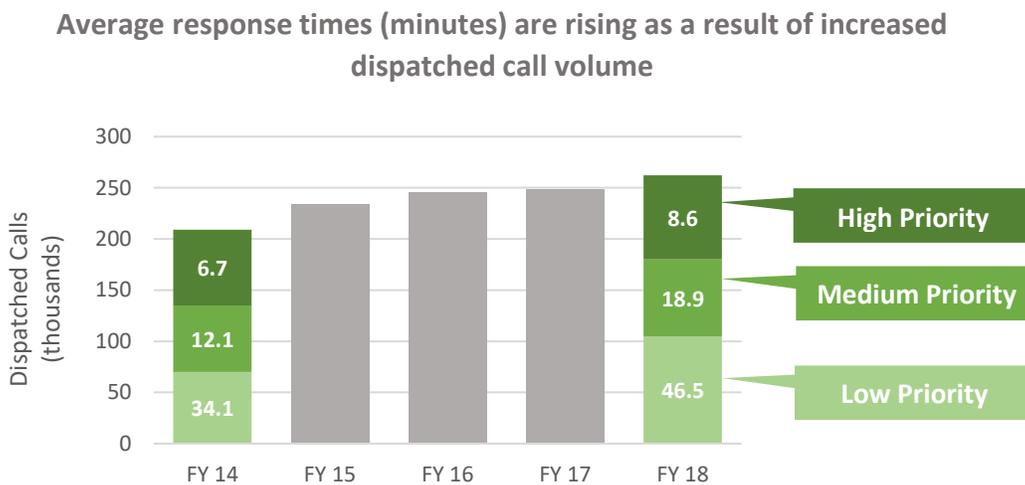
slow pace of hiring will have both budgetary and performance implications for the bureau.

CBO has not recommended any new resources for the Police Bureau in FY 2019-20 given the limited availability of General Fund resources, but does identify available asset forfeiture resources for the bureau's Records Management Replacement project.

## BASE BUDGET KEY ISSUES

### Call Volume and Response Times - Trends

Increasing call volume is affecting call response times across the public safety response continuum at the Bureau of Emergency Communications (BOEC), Portland Fire & Rescue (PF&R), and Portland Police Bureau (PPB). Police Bureau call volume has increased significantly in recent years; total volume has increased more than 25% over the last five years as indicated in the chart below.

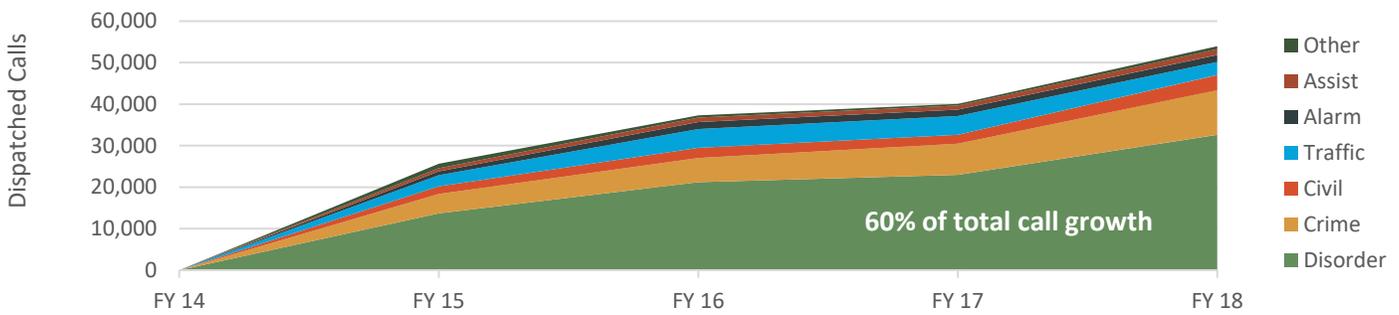


Police Bureau call volume growth has slowed somewhat in recent years. The chart above shows a jump of almost 14,000 calls from FY 2016-17 to FY 2017-18, but more recent calendar year data shows that dispatched call volume has been essentially flat around 259,000 dispatched calls for the last two years.

Despite flat recent call volume trends, the Police Bureau is managing about 55,000 more calls in FY 2018-19 than it was in FY 2013-14 with roughly the same number of officers<sup>1</sup>. Call volume increase has been driven primarily by increases in the "disorder" call group:

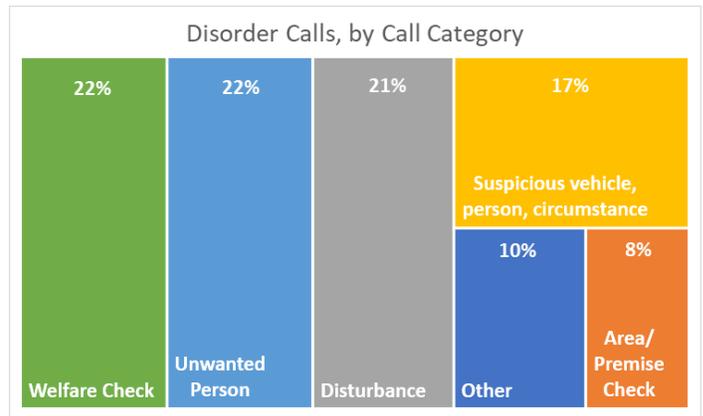
<sup>1</sup> 55.0 officer positions were added in FY 2018-19, but the bureau has not yet filled these vacant positions, net of attrition.

Disorder calls drove 60% of total dispatched call volume increase over 5 years



Disorder calls fall into several different categories. The categories of “Unwanted Person,” “Welfare Check,” and “Suspicious Person, Vehicle, or Circumstance” are all used somewhat interchangeably, and together comprise the majority of disorder calls.

Increasingly, Portlanders are calling for service to deal with situations where no crime is currently in progress<sup>2</sup>, but they are requesting a police response to assess and help resolve the situation.



### Call Volume and Response Times – Demand Management

In addition to hiring additional sworn officers (recruitment and hiring are discussed in greater detail below), the Police Bureau is exploring a number of strategies to mitigate the impact of rising call demand. This is a tactic that public safety bureaus are increasingly employing in response to growing call volume with limited resource availability. Generally speaking, implementing demand management strategies is a far more cost-effective way of addressing increasing call volume than adding sworn patrol officers.

### BOEC Triage Pilot

Beginning in November 2018 and continuing through March 6, 2019, the Police Bureau embedded a sergeant position at the BOEC 911 call center for twelve hours per day from Monday – Friday. This position is responsible for reviewing and triaging incoming calls for service, helping to prioritize police response to calls for service, and clearing calls that do not actually require a police response. In many cases, the call was diverted to another agency or service provider. In cases where no police response was necessary, the sergeant was tasked with contacting the caller and informing them of the rationale for no police response.

<sup>2</sup> It is important to note that disorder calls can evolve into a situation where there is a crime in progress, so it is not accurate to state that crimes do not occur on dispatches for disorder calls.

Below are the top five case types that were cleared:

Case Type	Labor Hours Reduced	Count of Cases Cleared
SUSPICIOUS SUBJ, VEH, OR CIRCUMSTANCE	-131.4	257
UNWANTED PERSON	-98.4	217
THEFT - COLD	-161.0	192
WELFARE CHECK - COLD	-64.8	128
AREA CHECK	-43.9	120

Based on initial results, the Police Bureau has found this trial to be successful. Overall, sergeants cleared 7.3% of calls, diverting 1,874 calls that did not actually require an officer response. This translated to 1,360 hours of officer time “saved.” Put another way, 60 hours of weekly sergeant time freed up 113 hours of officer time. Freeing up officer time to respond to other calls for service and, all else equal, reduces call response time. It is worth noting that this pilot was run using overtime hours; to the degree that positive returns on officer time have been calculated, it may be worth reassigning a sergeant to BOEC on straight time to make it more cost-effective.

### Public Safety Support Specialist (PS3s)

The Public Safety Support Specialist program (formerly called the Community Service Officer, or CSO, program), has not yet been fully implemented. One goal of this program is to reduce call demand on officers where a sworn officer response is not required. Once the pilot program is live, the Police Bureau intends to report back to Council on the impacts of this program after a 6-month period. This program evaluation will hopefully inform Council decisions on whether this \$1.2 million pilot program warrants expansion or reduction.

CBO notes that the bureau’s current plan is to spread the 12.0 PS3s across all three precincts, with four in each. One of the factors in this set-up is having the available Field Training Officer (FTO) resource to work with the newly hired and trained PS3s. From a program evaluation standpoint, the impact of this pilot program will be easier to measure if the PS3s were deployed to a single precinct<sup>3</sup>. Not only would the work of the PS3s be more highly concentrated, with 12.0 staff responding to non-emergency calls for service rather than 4.0, there would also be greater ability to compare the impact of this group across precincts if there were a “business-as-usual” scenario. CBO strongly recommends that PPB reconsider the assignment of these PS3s, and prioritize the evaluative potential of this pilot over “sharing” this resource across precincts.

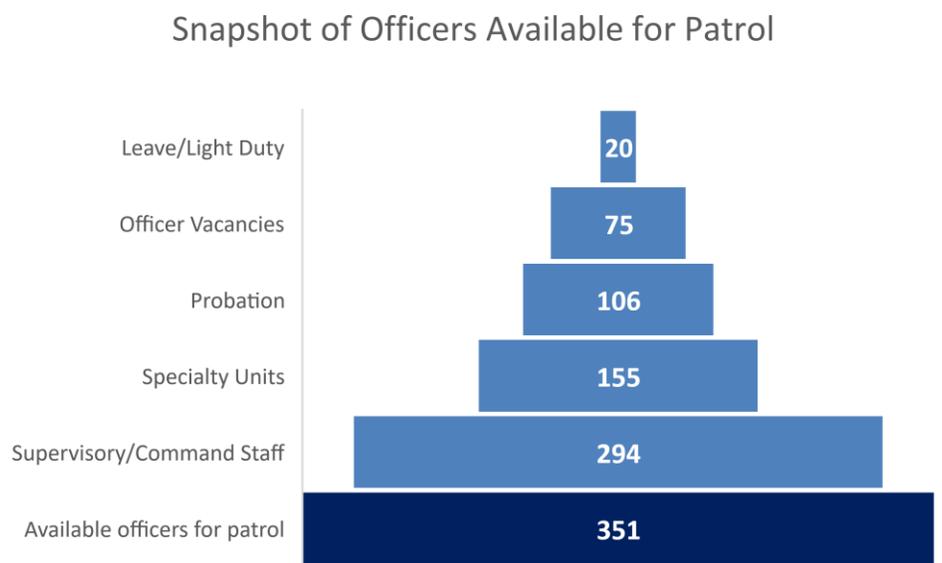
The Police Bureau is exploring other options for reducing or otherwise managing call volume. The bureau is developing new alarm response protocols, which will reduce the overall need to send police officers to private residences and businesses on recurring false alarm calls for service. The bureau is also examining the utilization of non-police agencies to respond to a variety of non-criminal calls from the public (e.g. welfare checks, camping complaints). Identifying and implementing new ways to manage call volume, particularly for calls that do not require a police

<sup>3</sup> Alternatively, the bureau could assign 8 PS3s to one precinct, 4 to another, and none in the third. This set-up would also allow for more direct comparisons of workload impacts.

response, can be a key strategy for the bureau as it attempts to maintain service levels in the face of budgetary and staffing pressures.

### Patrol Staffing

In response to increasing call volume, the Police Bureau requested 90.0 additional officer positions in the FY 2018-19 budget development; ultimately, 49.0<sup>4</sup> additional officer positions were added to the bureau’s force. This brought the bureau’s total sworn force up to 1,001 FTE. The number of sworn officers is only one of several variables that affects the number of officers available for patrol and emergency response. The number of vacant positions, the number of officers on probation, and the relative size of specialty and command staffing all affect the number of officers actually performing emergency response duties. The number of officers available for patrol fluctuates daily, but below is a snapshot of officers available for patrol as of the 2<sup>nd</sup> quarter of FY 2018-19<sup>5</sup>:



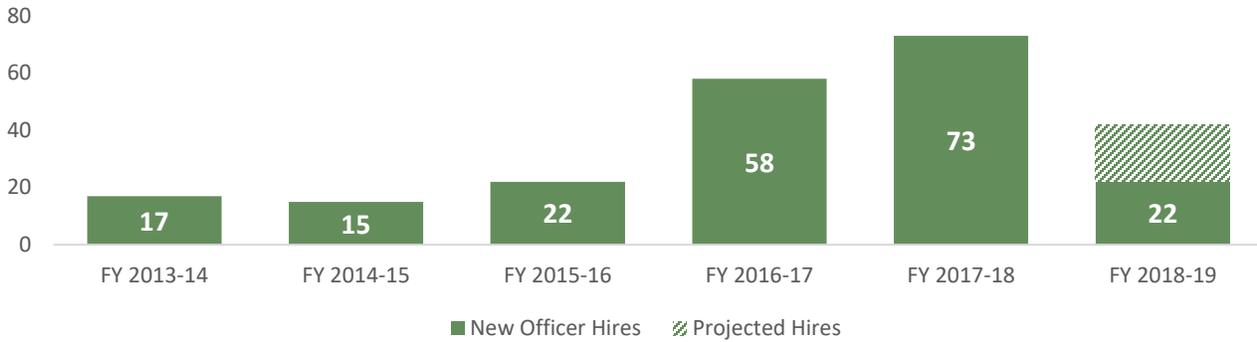
The bureau ended FY 2017-18 with 17.0 officer vacancies. With the addition of 55.0 new officers, the bureau began FY 2018-19 with 72 vacant officer positions. Year-to-date, net of all hiring and attrition, current officer vacancies stand at 75. The pace of hiring in the current fiscal year has been outpaced by attrition, which will be further exacerbated by a wave of 30-50 retirements expected in the third quarter of the current fiscal year. Year-to-date, only 22 new officers have been hired, which is far below the pace achieved in the last two years.

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<sup>4</sup> 55.0 sworn positions were added, but 6.0 of these were specifically dedicated to the Training Division and the Behavioral Health Unit.

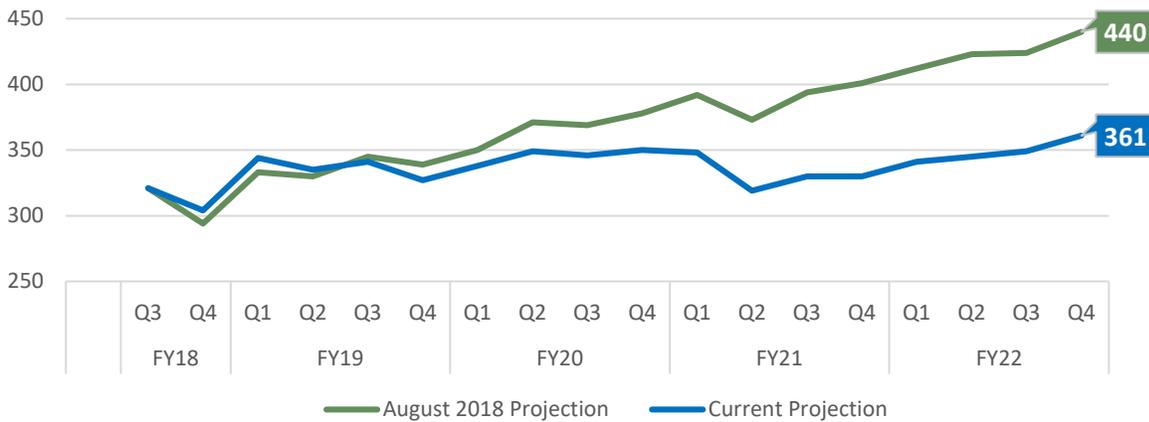
<sup>5</sup> Depending on minimum staffing levels across shifts, the bureau is incurring backfill overtime costs when the available number of officers for patrol is less than 360.

### New Officer Hiring Rates



The pace of hiring is the primary determinant of the bureau’s ability to deploy additional officers to patrol to help manage call volume. As of August 2018, the bureau projected having as many as 440 officers available for patrol by the end of FY 2021-22 based on the pace of hiring during FY 2017-18. However, based on the current pace of hiring, the bureau’s updated projection suggests that as few as 360 officers will be available for patrol by that time.

### Slower than anticipated hiring rate will affect number of officers on patrol for years to come



The slow pace of hiring has budgetary and performance implications; the anticipated reduction in overtime to backfill for minimum staffing levels will likely not come to fruition in the next 18-24 months, nor is the bureau likely to improve emergency response times in the near term if recruitment and hiring are not improved.

Hiring and recruitment is a major challenge for the Police Bureau. The total number of hires increased substantially in FY 2016-17 and FY 2017-18, but the retention rate for those hiring pools was much lower than previous years. Historically, 10% - 15% of officer recruits do not successfully complete probation, but current data suggests that as many as 20% - 25% of probationary officers hired during FY 2016-17 and FY 2017-18 are no longer employed by the City.

The Police Bureau and the Mayor’s Office were heavily focused on recruitment and hiring in FY

2016-17 and FY 2017-18. In addition to executive level focus on this issue, the bureau allocated substantial internal resources toward hiring and recruitment, including development of recruitment videos, social media advertisement campaigns, and other recruitment initiatives. The bureau also worked closely with the Bureau of Human Resources to implement open and continuous hiring for officer positions, as well as process improvements to its hiring process.

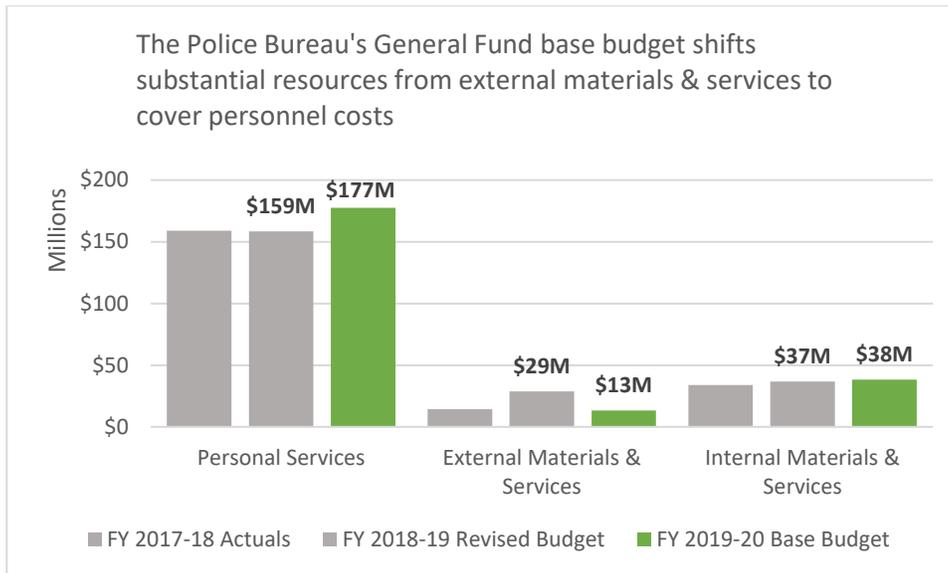
The bureau has worked to decrease the time it takes to complete the background investigation of applicants by implementing new online personal history statements. However, the overall time-to-hire cycle still averages around 340 days. Anecdotally, the bureau frequently loses would-be recruits to other agencies with shorter hiring timelines and struggles with the interest of potential candidates because of the negative local and national narrative regarding police work. The Personnel Division and the Bureau of Human Resources are working together to reduce the overall hiring timeline, as well as implement new recruitment, outreach, and hiring strategies.

The Police Bureau was allocated resources last year for 49.0 additional officers; while there is a natural push to have as many officers available as possible, the bureau specifically requested additional officers in order to develop a training pool to help smooth its hiring/attrition cycles. The development of a continuous and sustained recruitment and hiring strategy, including sustained resources for branding, advertising, strategic recruiting and efficient background investigative decision making must be a part of the Police Bureau's core mission. Maintaining a high degree of focus on hiring and recruitment will help the bureau move past a "boom-and-bust" recruitment cycle and develop a pipeline of new hires even in the face of exogenous challenges (e.g. the strong job market or national narrative around policing).

In light of anticipated attrition and the high number of officer vacancies, it is critical that the Police Bureau maintain its focus on its hiring pipeline and, if necessary, reallocate internal resources to supporting this function.

### **Maintaining an Internally Balanced Budget**

The Police Bureau's FY 2019-20 Requested Budget shows a substantial shift of resources from external materials and services to personal services. While the Police Bureau has stayed within budgeted total General Fund allocation in recent years, it did exceed budgeted personal services expenditures in FY 2017-18 by \$4 million, which was backstopped by underspending on external materials & services. The bureau is on track to again overspend its personal services budget in the current year, but this projection does not include requests for compensation set aside resources.



CBO finds that the bureau’s base budget personnel costs in FY 2019-20 are likely over-estimated. The Police Bureau’s personal services budget is growing significantly – drivers include new officer positions, cost of living increases, increased retirement and benefit costs, overtime costs, and training premiums – but it is likely that the Police Bureau will see substantial vacancy savings in FY 2019-20. The Police Bureau currently has approximately 150 vacancies (100 sworn and 50 non-sworn). Based on the bureau’s hiring rate and vacancy projections, the bureau will be carrying an average vacancy load of 95 officers throughout FY 2019-20. This is roughly equivalent to \$9.5 million, though \$2 million to \$3 million of this savings will likely be redirected to overtime for backfilling minimum patrol staffing levels.

As a result, CBO anticipates that sufficient resources will be available to cover PPB’s required materials and services expenses in FY 2019-20. Going forward, however, as the bureau hires up to full staffing, it will be critical that the Police Bureau manage its personal services expenses such that it can afford basic operational needs covered under its materials and services budget. While basic fleet and electronic equipment replacement reserves are currently budgeted, the bureau does not have a complete understanding of its life cycle equipment and technology needs in outyears.

The Police Bureau has an understaffed patrol function (discussed in greater detail above), and there is a natural tension with preserving as many sworn positions and resources as possible to respond to call demand. However, to the degree that the bureau has current and pressing needs to fulfill professional staff functions and make operational investments in technology and training, the Police Bureau needs to find a balance within its existing resources. This may include reclassifying sworn positions to fulfill a non-sworn need, making major shifts in application of overtime, re-examining patrol shift staffing, or eliminating some non-patrol sworn positions, all to ensure that necessary investments can be made in technology and equipment and professional staffing needs.

Of the \$2 million in ‘constraint’ reductions, the bureau absorbed \$1.1 million as a reduction from its materials and services budget. As the likelihood of a recessionary environment increases, it is critical that the Police Bureau maintain an internal budgetary stability, balancing the cost of its

sworn force with the non-sworn functions and required investments. If the bureau continues to manage a constrained budget by reducing materials and services allocations without actually reducing the anticipated need for these resources, this will lead to budgetary instability in future years.

## PROGRAM OFFER REVIEW

### Program Overview

The Police Bureau's program offers reflect the same 11 programs that have been previously described in requested budget documents. Going forward, the Police Bureau has committed to breaking out these large programs into smaller, more detailed descriptions. CBO anticipates that the Police Bureau will have closer to 30 distinct program offers in FY 2020-21.

### Select Program Offer Analysis

#### Cycle of Violence Reduction – School Resource Officers

*(The purpose of moving to program offers is to present smaller, more meaningful program narratives and outcomes to Council and the publics. As noted above, the Police Bureau has not yet broken out its services into the program offers that will reflect its budget in the future. CBO has elected to analyze a sub-program within this larger category of police services).*

The School Resource Officer program was selected for analysis primarily because bringing in new revenues to support this program was a significant aspect of the bureau's strategy for meeting current service levels within its constraint budget. The continuation of this program is currently under negotiation by decision-makers on Council and the Portland Public School (PPS) Board. CBO's intent is to provide relevant facts and budgetary information, not to take a policy stance or make value judgements about the program itself.

Prior to the early 2000s, the Police Bureau did not provide SROs at local high schools, and the school districts staffed an in-house school police program with DPSST-certified law enforcement officers working as PPS employees. The School District imposed a budget reduction in the early 2000s that eliminated their in-house school police, and the Mayor's Office at that time determined that PPB would absorb the program and its officers within the existing PPB budget at no charge to the school district. During the fall of 2018, the Police Bureau began negotiations with PPS to increase the amount of time SROs were present at schools and to achieve partial cost recovery for the program. The outcome of those negotiations is unclear, but the Police Bureau did not include these external revenues in its base budget assumptions.

#### SRO Program Data

The School Resource Officer (SRO) program is located within the Police Bureau's Youth Services Division. The mission of the Portland Police Bureau's Youth Services Division (YSD) is to "create a safe, inclusive and supportive environment that insures the success of all youth and their families." The SRO program has 12 officers when fully staffed; nine officers are assigned to each of the PPS high school clusters, two officers are assigned to David Douglas High School, and one officer is assigned to Parkrose High School. These officers report to two sergeants in the Youth Services Division. There are currently only nine officers covering all schools due to vacancies and

temporary re-assignments.

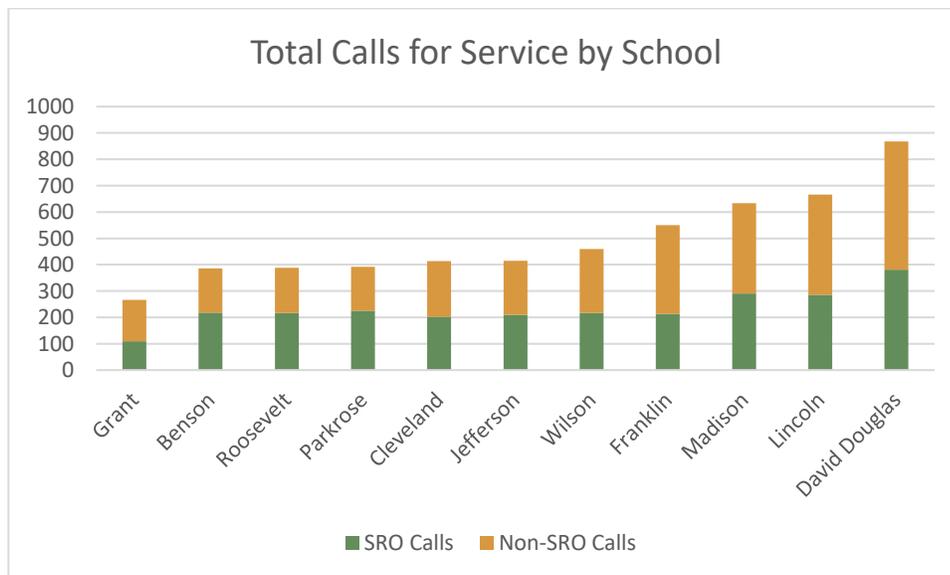
There is limited empirical research on the outcomes and effectiveness of School Resource Officer programs nationwide. The studies that do exist provide mixed evidence, but explore the impact of SROs in the following areas:

- The impact of SROs on student perceptions of safety.
- Trend and demographic research regarding whether students in schools with SROs are more likely to be arrested for low-level offenses.
- The effect SROs can have on deterring students from committing assaults on campus or bringing weapons to school.

A key goal of the Police Bureau’s SRO program is to keep youth out of the criminal justice system, and primary SRO activities include on-site problem solving, education, mentorship, and crime prevention. However, Police Bureau SROs do respond to calls for service in schools, and in aggregate, thousands of calls for service are generated each year by local high schools.

### FY 2017-18 Data from the Police Bureau’s Strategic Services Division

- A total of 5,438 calls for service came in from local high schools. Of these, 3,866 calls for service came from local high schools during school hours (Monday – Friday from 7 AM – 5 PM)<sup>6</sup>
- SROs responded to 2,569 calls for service as the primary or secondary responding officer (across all hours), while non-SRO officers responded to 2,869 calls for service.



- SROs arrested a total of 20 youth under 21 years old (not necessarily students at that school), with other officers arresting a total of 8 youth. Below is the demographic data

<sup>6</sup> Data in this section includes all Portland Public schools as well as private, archdiocese and schools outside the district where a School Resource Officer is assigned.

regarding arrests. Unfortunately, information regarding more positive interactions or outcomes for the SRO program were not available.

**Arrest (definition):** The term arrest for youth is not the same as for an adult. A majority of the cases SRO's deal with that end in an "arrest" simply mean that the SRO completes the paperwork to initiate charges through the Juvenile Justice System. A parent or guardian may elect to take the youth home or have them return to class (depending on the circumstances).

**Demographics of students under 21 years old that are arrested at a school during school hours**

This includes all arrests of an individuals under 21 years old made by an SRO and non-SRO during school hours, Monday-Friday, 7am-5pm. Each arrest represents a single individual. All arrest statistics may include cite-in-lieus.

Arrests by Sex made during School Hours of individuals under 21 years old

Sex	SRO Arrest	Non-SRO Arrest	Grand Total
FEMALE	2	2	4
MALE	18	6	24
Grand Total	20	8	28

Arrests by Race made during School Hours of individuals under 21 years old

Race	SRO Arrest	Non-SRO Arrest	Grand Total
ASIAN	1		1
BLACK	11	5	16
HISPANIC OR LATINO	3		3
WHITE	5	3	8
Grand Total	20	8	28

**FY 2019-20 Considerations**

From a policy perspective, there may be value to retaining these officers in the school system even if partial cost recovery is not achieved and the bureau continues to cover the full cost of this service. The critical question for decision-makers is whether or not the SRO program generates sufficient public value to warrant maintaining these officers in schools, despite constrained resources and limited patrol staffing levels.

The current requested budget does not assume revenues from PPS for the SRO program, and does not assume any changes to the SRO program. Should Council make a policy decision to no longer have SROs in local schools, these officers could be redeployed to support the bureau's patrol function. This could be a cost-neutral decision, essentially shifting existing resources to the precincts and expanding the number of officers available for patrol. Alternatively, the bureau could achieve up to \$1.6 million in cost-savings by redeploying SROs to vacant patrol officer positions and eliminating the SRO positions from the bureau's FY 2019-20 budget.

**NOTABLE CHANGES**

**FTE:**

Reduction of 2.0 FTE in the Strength Programs. The bureau has a decision package requesting to add these positions back.

**Revenues & Expenditures:**

The bureau has made a large shift from external materials and services to personnel services. See "Maintaining an Internally Balanced Budget" key issue section. Constraint budget-specific changes include:

- a. \$350,000 in reduced costs based on process improvements discussed with partners at Multnomah County District Attorney's Office:
  - i. \$125,000 reduction in targeted efficiencies in the case file preparation process
  - ii. \$225,000 reduction in officer overtime associated with criminal cases (33% of total criminal court overtime hours).
- b. \$390,000 increase in external revenue from increasing hourly rates for secondary employment.
- c. \$197,000 reduction due to elimination of Strength Programs
- d. \$1.1 million reduction in materials and services expenses

While the bureau identified some budget adjustments to meet its constraint budget through reduced costs (\$350,000) or increased resources (\$390,000), the bureau achieved a balanced base budget primarily through substantial reductions to its materials and services budget (\$1.1 million).

As noted in the key issues section, the bureau has made a dramatic shift of resources from materials and services to personnel services. Underspensing in FY 2019-20 will likely cover known materials and services expenses in the coming year, but CBO has concerns that the bureau's budget will be unstable in future years if it continues to manage budgetary constraints by reducing materials and services resources rather than managing or controlling personnel services costs. Personnel costs are the primary driver for the bureau's budget, and difficult trade-offs will need to be made to ensure that the budget remains stable, with sufficient resources to fund known materials and services costs.

**Strategic Organization, Goals, or Direction:**

None, but the bureau is currently developing a new strategic plan.

**Five-year Forecast:**

No major changes noted for the General Fund. The Police Special Revenue Fund forecast notes that new revenues from asset forfeiture are slowing<sup>7</sup>, and that the reserve balance will be largely eliminated if this resource is used for a new records management system.

**DIRECTIONS TO DEVELOP**

**Portland Police Bureau Communications & Citizen Partnership Unit**

*\$125,629, 1.00 FTE*

**Direction Language**

The Mayor's Office directed the Police Bureau to create a Communications and Citizen Partnership Unit, the primary goals of which are to reduce sworn overtime on Public Information

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<sup>7</sup> A recent supreme court case will contribute to the declining revenue trend:  
<https://www.nytimes.com/2019/02/20/us/politics/civil-asset-forfeiture-supreme-court.html>

Officer responsibilities, develop a strategic communications plan, and proactively pair the Police Bureau with community events. Funding sources include existing resources and a mix of General Fund ongoing and one-time resources.

### **CBO Recommendation**

The Police Bureau is requesting \$125,629 in new General Fund discretionary resources and \$3,500 in one-time resources to support the addition of a Public Information Manager in its communications group. The intent of the request is to help the bureau develop a more robust and proactive public relations and media strategy.

The bureau currently has five staff in its communications groups, four of which are dedicated full time to bureau communications. These positions and related responsibilities are outlined below:

<b>Position</b>	<b>FTE</b>	<b>Responsibilities</b>
Lieutenant (sworn)	1.0	Acting PIO, responds on-scene to significant events and bureau press conferences, point of contact for media inquiries
Public Information Officer (non-sworn)	1.0	Content development, including press releases, statements, social media, and internal communications
Multimedia Specialist (non-sworn)	1.0	Develops graphics and video content for website and social media
BTS support (non-sworn)	1.0	Video content, website, Intranet, social media
Community Engagement Officer (sworn)	1.0	Coordinating and liaising with various councils and underserved communities; developing internal infrastructure for community engagement

The total cost to add a Public Information Manager position is estimated at \$165,629, but is offset by a \$40,000 estimated reduction in overtime costs in this group. Previously, the sworn position acting as PIO was a sergeant position that was overtime-eligible; in FY 2017-18 the incumbent incurred \$86,976 in overtime costs over 1,320 overtime hours worked<sup>8</sup>. With the transition to an acting PIO filled by lieutenant, and the change in response model to utilize more than one sworn resource in the function of PIO—the bureau predicts a \$40,000 reduction in related overtime costs. A full offset of related overtime costs is not anticipated because it is expected that sworn staff from various specialty units will incur increased media-related overtime costs under this new structure.

Having a proactive, professional communications strategy for engaging with the media and the public is widely considered best practice across police bureaus. This is especially relevant given the rapid evolution of media in recent years, as well as local and national trends that suggest reduced trust in policing agencies. Despite having dedicated staff resources to manage internal and external communication, the bureau’s request indicates that the approach to communications lacks strategic direction.

There are not currently any performance measures associated with the Police Bureau’s communications group. In the past, the bureau had access to information on public perception of

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<sup>8</sup> This is consistent with the workload and cost associated with overtime to fulfill the role of the PIO in prior years.

the Police Bureau from the annual community survey and used this as a proxy for the unit's performance. This particular survey has been discontinued, though a new community survey is currently in development. PSU performed a Portland Public Safety Survey in 2013 to establish baseline data necessitated by the DOJ agreement. At that time, the following recommendations were made:

- Develop a comprehensive communication plan for the Bureau that identifies goals and objectives related to the management of public trust, legitimacy, and perceptions of safety.
- Implement the communication plan along with specific strategies/tactics for achieving these goals and develop measurable outcomes and conduct periodic reviews to assess whether the Bureau's goals are being met.

Absent recent survey data, qualitative and anecdotal information suggests that there is room for improvement, across Portland's communities, in establishing public trust in the Police Bureau and improving perceptions of safety. Notably, industry toolkits for strategic communications emphasize that "the strongest and most lasting impressions [of the police] may come from personal or family member contact with police officers and the stories they tell about the interaction." While a more strategic and proactive approach would improve the bureau's communications, public perceptions of the bureau are often rooted in interpersonal interactions with members of the community.

Effective police bureau communications have both public safety and financial implications. Effective communication about crime and safety issues has obvious benefits for public safety, but effective communications also inform public perceptions of safety and public perception of the Police Bureau itself. Public perception of the Police Bureau may have ancillary effects on the bureau's ability to attract high quality applicants, as well as impact the City's ability to persuade the public to approve future bond issuances to finance public safety initiatives (i.e. new police facilities).

As noted in the major issues section, it will be increasingly critical that the Police Bureau balance its resources to support critical non-sworn functions. In an environment of constrained resources, particularly given the indicators of slowing revenues on the horizon, CBO recommends that the bureau look to realign within its existing resources to advance its strategic communications initiative. Among others, options include reclassifying a vacant position (sworn or non-sworn) or reassigning roles and responsibilities within the existing communications group to free up staff time to focus on strategic communications.

**CBO Recommendation: (\$0 ongoing) (\$0 one-time) | 0.00 FTE**

## Strength Programs

*\$294,787, 3.00 FTE*

## Direction Language

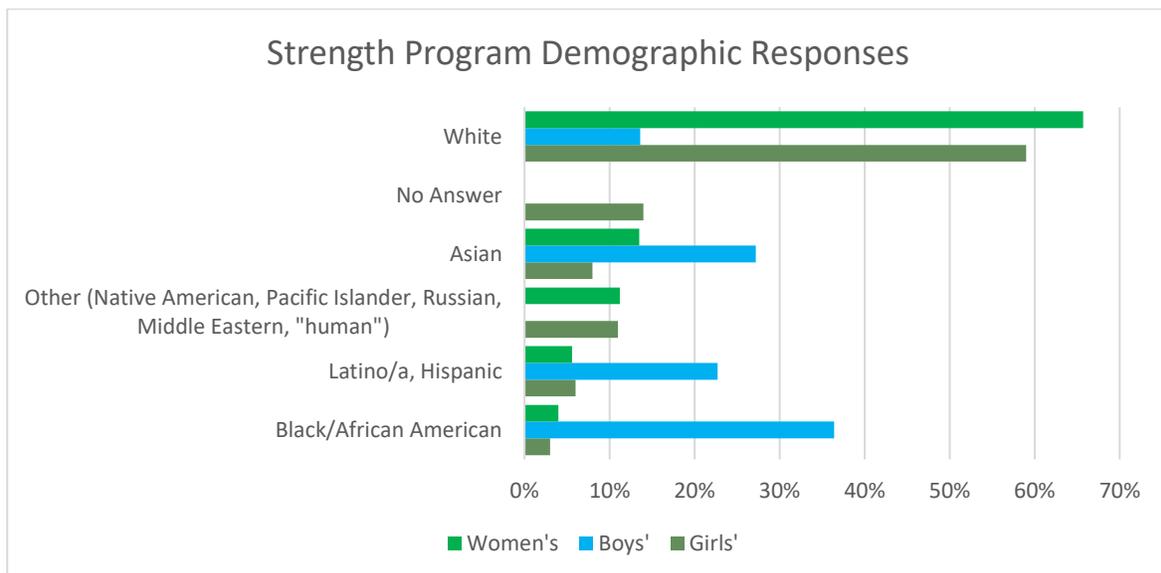
The Mayor's Office directed the Police Bureau to request ongoing resources to restore the Strength Programs that were excluded in the bureau's Program Offer budget.

## CBO Recommendation

The Strength Programs (WomenStrength GirlStrength, and BoyStrength) are managed out of the Family Services Division. The program is currently staffed by 2.0 permanent and 1.0 limited term coordinators. These programs have been eliminated in the bureau's base budget request, and will continue only if additional resources totaling \$294,787 are added back to support them via this decision package.

These programs are a strong avenue for community engagement, and leverage volunteer hours to provide education and training around self-defense, safety, and violence prevention. The GirlStrength programming emphasizes self-defense, while the BoyStrength program focuses on reducing violence against women, among other topics. The WomenStrength program emphasizes self-defense, and many participants are survivors of sexual or domestic violence.

Direct outcomes related to this programming are difficult to quantify, so the bureau primarily tracks program participation and number of trainings offered. These programs, particularly the BoyStrength program, serve a diverse audience. Of the approximately 1,400 participants across all three programs in FY 2017-18, the demographic breakdown is as follows:



Without dedicated staff support, the Police Bureau will not continue to offer these programs. In 2014, the Police Bureau and Civic Life had brief discussions concerning transferring management of this program to the Crime Prevention Program; at that time Civic Life had concerns about its ability to manage this program within its existing resources.

The Strength Programs have repeatedly been put forward by the bureau as reduction options during budget development, as they are considered less core to bureau operations than other potential reduction options. These programs also have cross-over with other youth support and self-defense programming offered by non-profits, public schools, and the private sector.

CBO has concerns about the loss of a popular community engagement opportunity for the bureau, but bureau staff participation in the program does appear to be declining; in FY 2017-18 only 11 bureau staff participated in the BoyStrength program as volunteers, and no bureau staff volunteered for WomenStrength and GirlStrength programs. Given that the bureau has declined

to maintain funding for these programs within its base request, put them forward as a reduction option multiple times in prior years, and that bureau volunteer participation appears to be declining, CBO does not recommend new ongoing funding for these programs.

**CBO Recommendation: \$0 | 0.00 FTE**

## Accountability Enhancement

*\$630,884, 1.00 FTE*

### Direction Language

The Mayor's Office directed the Police Bureau to request ongoing resources to enhance police accountability and training efficacy. The primary goals and outcomes are ongoing review of policy directives, including legal review from the City Attorney's Office, and evaluation of training program and policies.

### CBO Recommendation

The Police Bureau is requesting \$630,884 in new General Fund resources to maintain current staffing for review of the bureau's policy directives (\$330,884 in ongoing resources) and to carry out an external evaluation of the Police Bureau's in-service trainings for detectives, supervisors, and command staff (\$300,000 in one-time resources).

### Policy Directive Review

The Police Bureau has approximately 188 policy directives that cover bureau policy and the conduct of staff as they carry out their duties. These policies range from personnel matters (e.g. time tracking) to conduct (e.g. tobacco use at work) to directives governing field activities (e.g. child abuse investigations). As part of the DOJ agreement, approximately 39 of these policy directives were called out for updating and annual review per the terms of the agreement. All of these directives have now been reviewed and approved by the DOJ, though annual review is still required going forward. The bureau hopes that it will achieve substantial compliance with Police Bureau-specific aspects of the DOJ agreement (including policy directive review) by August 2019. There are approximately an additional 149 policy directives that were not specifically addressed by the DOJ agreement, many of which have not been recently reviewed or updated.

The bureau currently has a team in place that is responsible for policy directive review. The team consists of 1.0 Lieutenant, 1.0 Analyst II, 1.0 limited term Analyst 1, and the support of a limited term attorney in the City Attorney's Office. Current staffing levels have been determined by the bureau and supported by the bureau's existing resources for the last two years, with the express purpose of expediting directive review required by the DOJ agreement. The bureau utilized grants and salary savings to fund the limited term staffing, but is requesting resources to convert these positions to permanent.

Per the bureau, it is a recommended practice to review all policy directives every two years in order to maintain a proactive model of police accountability. The addition of full time attorney support was considered helpful in increasing throughput of policy directive reviews in recent years, though this attorney position also spends time providing legal support to other units in the bureau. The staff time required for review varies substantially depending on the policy directive.

From a staffing and resource perspective, the City already allocates substantial staff time and resources to police accountability and oversight (i.e. Independent Police Review, COCL, PCCEP, Internal Affairs, audit staff in the Professional Standards Division, etc.). In fact, the bureau was allocated over \$300,000 beginning in FY 2018-19 to support 3.0 additional audit staff – doubling the group to 6.0 staff – dedicated to “ensuring compliance with all bureau policies and procedures and providing accountability<sup>9</sup>.” These positions have not been filled as of February 2019, for two reasons. First, the bureau intentionally held these positions vacant to generate vacancy savings to support the 1.0 limited term Analyst I on the policy directive review team. Secondly, due to turnover of existing force audit staff, the bureau has prioritized filling these positions to perform work required by the DOJ agreement.

Police accountability is a high priority for the bureau, the public, and for City leaders. However, given the limited availability of new General Fund resources, CBO recommends that the bureau size and staff its policy review team within its existing resources. Options include continuing to fund limited term staff with one-time salary savings in FY 2019-20, eliminating a vacant position (sworn or non-sworn) to achieve savings to redirect to the Attorney’s Office, scaling the team back to review non-critical policy directives every three years, or redirecting a portion of policy audit staff resources to policy directive review. CBO also recommends the bureau explore any efficiencies that may be gained by combining distinct policy audit and policy directive review teams, or by more directly integrating policy directive review work into existing police accountability structures.

### **External Training Evaluation**

The bureau’s implementation of a new learning management system, LMS Cornerstone, has been underway for several years and is largely deployed. The bureau’s Training Division manages content and curriculum development as well as evaluation of the majority of trainings within its existing resources. The Training Division currently collects data regarding the effectiveness of training for Advanced Academy, In-service, Enhanced Crisis Intervention Team (ECIT) training, and portions of Supervisor In-service. The current request is for \$300,000 to support an external evaluation of in-service training for detectives, supervisors, and command staff.

An October 2017 audit report on the Police Bureau’s Training Division supported the re-allocation of internal resources to expand evaluation of the effectiveness of the bureau’s trainings. Per that audit, “the Audit Team recommends that Training Division command work with PPB command to reallocate analyst resources (not currently assigned to the Training Division) to address gaps in the evaluation of the effectiveness of all trainings. The curriculum development unit should continue to focus on developing evaluation tools that are in line with the best practices in training evaluation.”

Ongoing evaluation of the effectiveness of the Police Bureau training curriculum is dictated by the terms of the DOJ agreement and is critical to ensuring changes to the Police Bureau’s policies are put into practice. To the degree that the bureau is unable to, as recommended by the internal audit, direct analytical resources to evaluate the effectiveness of all trainings on an ongoing basis,

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<sup>9</sup> From the bureau’s FY 18-19 Requested Budget submission

a one-time external evaluation may be warranted. However, in light of the limited availability of new General Fund resources in FY 2019-20, CBO recommends that the Police Bureau pursue an external evaluation consultant with its available resources. In addition to the bureau's materials and services budget, one-time vacancy savings or Asset Forfeiture resources could be utilized to secure an external consultant evaluation.

**CBO Recommendation: \$0 | 0.00 FTE**

## Police Records Management System

*\$7,916,651, 0.00 FTE*

### Direction Language

The Mayor's Office directed the Police Bureau to request one-time resources to backfill increased costs to the bureau for sustainment of the current records management system, RegJIN, as well as one-time resources to implement a replacement records management system.

### CBO Recommendation

The Police Bureau currently operates a records management system called RegJIN, which went live in May 2015. Total implementation costs were approximately \$12 million, and annual program sustainment costs are currently approximately \$2.7 million.

The bureau is requesting a total of \$7.9 million in General Fund one-time resources for RegJIN to cover current program sustainment costs (\$2.9 million) and fund RegJIN replacement (\$5 million). Specifically, the bureau is requesting \$1.4 million in FY 2019-20 and \$1.5 million for FY 2020-21 for RegJIN sustainment costs, as program costs are greater than anticipated and continue to increase. The \$5 million request is to implement a new Records Management System to replace RegJIN when the current contract expires in 2021.

### RegJIN Sustainment

RegJIN is funded by contributions from regional partner agencies (RPAs) based on an allocation formula that takes total system costs divided by the number of users. As such, the fluctuations in the total number of users and program sustainment costs are the primary drivers of changes to RPA contributions. The RegJIN User Board, comprised of all participating agencies, votes each year on increases to per user costs. The Portland Police Bureau (PPB) is the owner of the contract with Versaterm and the largest user of RegJIN, but cannot unilaterally increase per-user costs by more than 10% annually; cost increases over 10% require approval by the user board.

Since the 2015 go-live date, there have been several RPAs that have either exited or declared their intent to exit the user agreement. Exiting RPAs are only allowed to exit on January 1st of a given year, are required to provide 6-month notice, and must pay all costs associated with extracting their data from RegJIN. The primary reason that RPAs have exited the agreement is, per PPB staff, dissatisfaction with the RegJIN system interface. However, increasing cost is also a concern, as the per user cost increases for remaining RPAs when there are exits. Last year PPB offered to subsidize any annual per-user cost increases for partner agencies that are greater than 10% through the life of the contract with Versaterm (contract end date is July 2021) in order to provide greater cost certainty and reduce the likelihood of further exit.

Due to the limit on the per-user fee increase, the City is responsible not only for a higher proportional share of program costs as the number of users declines, but also subsidizing the increase in RPA program costs in excess of the limit. In total, the bureau will pay \$2.2 million for RegJIN operating cost in FY 2019-20, bearing 83% of the system cost; this annual cost for the RMS is a \$500,000 increase over FY 2018-19 costs, which was in turn \$400,000 greater than FY 2017-18 costs. The bureau's request of \$1.4 million in General Fund one-time resources for FY 2019-20 RegJIN costs represents the total cost increase since FY 2016-17, though the bureau has successfully absorbed these increased costs in each of the last two fiscal years, and is expected to do so again in the current fiscal year. While the bureau has been able to absorb these costs historically, this will become more difficult as the bureau approaches full staffing and no longer has the vacancy savings available as a resource.

Increasing RMS costs do put a strain on the availability of resources to support the bureau's other external materials and services expenses, but the records management system is considered absolutely critical to police operations. The fact that the bureau has not funded this cost fully in its base budget is slightly unrealistic; this is an absolutely essential system and there is little doubt that RegJIN costs will be covered within the bureau's existing appropriation levels.

In terms of presenting tradeoffs for discussion, it may be more accurate to consider what other equipment, furniture, consulting, or other operating materials and services expenses the bureau will forego or delay. As noted above in the major issues section, the Police Bureau has made fairly large shifts in the ratio of resources allocated to personal services costs relative to materials and services costs. This is likely a more accurate representation of its personnel costs over the long term, as it approaches full staffing, but in FY 2019-20 the bureau is likely to underspend its personal services budget substantially due to officer vacancies. CBO recommends that the bureau cover the program costs related to RegJIN in FY 2019-20 within its existing resources and revisit the need for FY 2020-21 resources for RegJIN when the bureau's budgetary scenarios for that fiscal year are more fully understood.

### **RegJIN Replacement**

The RegJIN system has been in place for fewer than four years, which is an incredibly short timeline to be considering the pursuit of replacement options. Upon implementation, the RegJIN system was anticipated to have a useful life of 10 or more years. However, given that the per-user sustainment costs are much higher than anticipated due to partner agency exits, general dissatisfaction with the system interface, and the fact that better and less costly technologies may now be available, the Police Bureau was allocated \$300,000 in FY 2018-19 to pursue RegJIN replacement options. At this time the Police Bureau has contracted with an external consultant to explore these options, including cloud-based solutions. The bureau did not set aside any of its existing resources toward a replacement reserve for RegJIN during the past four years.

One of the primary goals of implementing a new records management system to replace RegJIN would be to unburden the City of the outsized cost and risk it currently bears for system maintenance across multiple jurisdictions. CBO strongly recommends that the City Attorney's Office weigh in on any legal risks to RegJIN replacement, given that the current agreement that governs the regional system states that the agreement is perpetual in nature, absent unanimous

agreement to dissolve.

At this time, the external consultant has only just begun development of an RFP for a new records management system. The \$5 million request is based on an average of implementation costs for records management systems for police agencies of a similar size; no detailed cost or timeline information is currently available.

The staff time and resources required to implement a new records management system by 2021 will be significant. The Police Bureau seems confident that it has the existing staff capacity to handle a large technology implementation project over a short time period, but CBO notes that this project will likely put significant strain on the bureau from a staffing resource and change management perspective. The Records Division manager indicated that the bureau can expect a 2-3 day training period, with follow-up, for all officer users of a new system, and at least one week of training for Records Division staff. More detailed cost estimates of this project, when available, should incorporate these costs to the degree possible.

If a new Records Management System is not fully developed prior the end of the current contract, the Police Bureau will be able to extend the agreement. This would not reduce costs or risk to the City for maintaining the current system, but does alleviate concerns about the short time frame over which the bureau intends to replace the current system.

Given the limited information currently available regarding cost and timeline for this project, CBO does not recommend new General Fund resources at this time. This does not preclude the bureau from moving forward with the project after evaluating its options, however. The Police Bureau currently has asset forfeiture reserves of approximately \$4.4 million. These resources are restricted in the sense that they cannot supplant ongoing operational costs, but a one-time Records Management System implementation project would be considered an allowable use of these resources. CBO further recommends that the bureau direct available underspending in the current year and in FY 2019-20 to a replacement reserve for the implementation of this project, in addition to establishing a replacement reserve for the system once in place.

**CBO Recommendation: \$0 | 0.00 FTE**

## Records Division Improvements

*\$358,681, 2.00 FTE*

### Direction Language

The Mayor's Office directed the Police Bureau to develop a proposal to reduce timelines by which public records requests are met. Specifically, the bureau is directed to achieve this goal by finding efficiencies in current processes and addressing insufficient staffing levels. The bureau was directed to continue to provide public records requests to crime victims at no charge.

### CBO Analysis

Three bureaus were directed to ask for additional support for Public Records Requests workload (Office of the City Attorney, Bureau of Technology Services, and the Portland Police Bureau). CBO recognizes that this proposal addresses an important goal of reducing Public Records Requests timelines and reducing barriers to accessing public information, but several questions remain

unanswered. If it is indeed the wish of Council to eliminate cost(s) related to Public Records Request(s), further analysis must be done to scope the impact of eliminating this revenue source given that numerous positions in the City across multiple bureaus are supported with this cost recovery mechanism. Based on CBO analysis and the variation in the multiple requests, there is a clear need for more thorough understanding of how to best reduce the timelines and discover how the City can best allocate resources. No funding is recommended by CBO at this time, but should Council elect to move forward with any aspect of this decision package, CBO would prioritize the addition of 1.0 Coordinator I in the public records group (\$106,583 in ongoing General Fund resources).

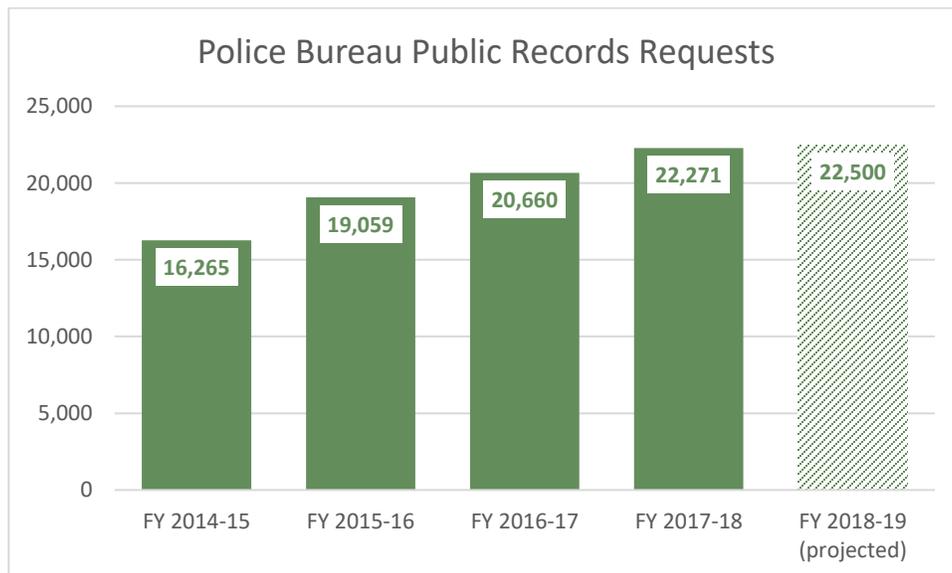
The total request from the Police Bureau is for \$358,681 in new ongoing General Fund resources, as follows:

- 1.0 additional Coordinator I in the public records group (\$106,583)
- \$120,000 to backfill public records request fee revenue foregone due to a recent policy change to no longer charge records fees to victims
- 1.0 additional Supervisor in the Police Bureau’s operational records group (\$126,697)

The Records Division in the Police Bureau has an operational records group (responsible for supporting officer reporting and related records, 49.0 FTE), a public records request group (responsive to public requests for information, 6.0 FTE), and staff assigned to the Body Worn Camera program.

**Public Records Requests**

The total volume of public records requests increased significantly in recent years, but this trend has slowed:



The public records request group currently has 6.0 FTE in its public records request group, inclusive of 2.0 additional staff added in the FY 2018-19 Adopted Budget, though these positions will not be filled until March 2019. The addition of these 2.0 staff were presented by the bureau as cost recovering and authorized without additional General Fund resources. The Police

Bureau's General Fund budget provides a cross-subsidy for this group in the range of \$100,000 - \$200,000 per year as these positions are not fully cost recovery.

The public records division has been making process improvement changes that have resulted in improved turnaround times for public records requests. Despite operating with less than full staffing, this group has an average turnaround time of six weeks, which is down from 16 weeks in 2015. This turnaround time is still less than the bureau's goal of three weeks – only 16% of public records requests are completed on this time frame – but it seems reasonable that the bureau can expect additional improvement once fully staffed. This group is also pursuing process improvements related to the interface between RegJIN and GovQA, the software used to process public records requests Citywide.

Providing reasonable turnaround times for public information requests at a reasonable cost is a foundational aspect of police accountability and is a basic good government practice. Adding an additional General Fund-funded public records specialist would advance that goal and help address an increasing volume of requests. However, CBO does not recommend additional General Fund resources at this time given the limited availability of General Fund resources and the potential for improved request processing times within current resources (due to filling vacancies and process improvements).

The Police Bureau is also requesting \$120,000 in General Fund resources to backfill lost fee revenue for public records requests from victims of crimes, which the bureau began waiving in January 2019. The bureau conservatively estimated the impact on lost revenues on the assumption that all public records requests from the general public are from victims. Based on data available over the last six weeks of actual victim waivers, this foregone revenue is probably closer to \$95,000. There are two ways to offset this foregone revenue and hold the Police Bureau's budget harmless for the revenue impact of the policy change:

- Council could appropriate additional ongoing General Fund resources of \$95,000
- The Bureau could increase its per-request charge to achieve full cost recovery<sup>10</sup>

Absent either of these actions, the bureau will need to increase its existing subsidy of the public records request group. This would redirect resources from other bureau priorities, but could be achieved by reclassifying an existing vacant (sworn or non-sworn) position.

### **Operational Records Request**

Finally, the bureau is requesting \$126,697 in ongoing General Fund resources to establish an additional Supervisor position in the Records Division operational group. Generally speaking, this

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<sup>10</sup> This option may require "housekeeping" changes to bring different sections of City Code into agreement. The current charge for most police public records requests is \$30 per request (fee schedule [here](#)), with additional per page charges for particularly lengthy requests. This is less than cost recovery, but the bureau's option for increasing this fee is limited both by public pressure and by an aspect of City Code that limits that basis for cost recovery charges. Nevertheless, a per-request charge of \$35 would offset personnel costs for approximately 9.0 staff in this group if no waivers were approved, but closer to 7.0 or 8.0 if waivers continued to be processed at the current rate. Approximately 55% of fees for media requests are waived, and 100% of fees are waived for crime victims per a January 2019 policy change.

group is achieving success in reducing the average volume in its queue via process improvements and experimenting with staff scheduling to provide more overlap and opportunities for efficiencies. A member of this team attended the City’s process improvement training, and a formal process improvement engaged is planned for later this year. From April 2018 to present, the average volume in operational records queue has dropped from 2,756 to 1,232.

This particular request is driven by the desire to have a Supervisor position oversee the work of the operational records night shift crew. The driving force behind this request seems to be the lack of formal authority on the night shift, rather than unmanageable workloads. In order to mitigate this concern, CBO recommends that the bureau either up-class an existing records specialist position to a supervisory role or, alternatively, reclassify a vacant position to a supervisory position.

**CBO Recommendation: \$0 | 0.00 FTE**

## SUMMARY OF REQUESTS AND RECOMMENDATIONS

Below is a summary of Portland Police Bureau’s total budget.

	Adopted FY 2018-19	Request Base (A)	Bureau Decision Packages (B)	CBO Recommended Adjustments (C)	Total Recommended Revised (A+B+C)
<b>Resources</b>					
Budgeted Beginning Fund Balance	\$ 4,191,000	\$ 4,338,964	\$ -	\$ -	\$ 4,338,964
Licenses & Permits	1,381,000	1,481,000	-	-	\$ 1,481,000
Charges for Services	3,184,428	3,697,480	-	-	\$ 3,697,480
Intergovernmental Revenues	8,435,356	7,402,097	-	-	\$ 7,402,097
Interagency Revenue	9,630,401	13,227,555	-	-	\$ 13,227,555
Fund Transfers - Revenue	300,000	-	-	-	\$ -
Miscellaneous	3,029,603	3,024,098	-	-	\$ 3,024,098
General Fund Discretionary	196,655,708	203,438,882	9,326,632	(9,326,632)	\$203,438,882
<b>Total Resources</b>	<b>\$226,807,496</b>	<b>\$236,610,076</b>	<b>\$9,326,632</b>	<b>(\$9,326,632)</b>	<b>\$236,610,076</b>
<b>Requirements</b>					
Personnel Services	\$161,104,770	\$180,013,189	\$ 763,581	\$ (763,581)	\$180,013,189
External Materials and Services	28,885,242	18,252,939	8,342,051	(8,342,051)	\$ 18,252,939
Internal Materials and Services	36,747,484	38,343,948	221,000	(221,000)	\$ 38,343,948
Capital Outlay	70,000	-	-	-	\$ -
<b>Total Requirements</b>	<b>\$226,807,496</b>	<b>\$236,610,076</b>	<b>\$9,326,632</b>	<b>(\$9,326,632)</b>	<b>\$236,610,076</b>

