REVIEWING AND RE-ENVISIONING CORE PATROL SERVICES

A Data Analytical Report of Public Opinion for the Portland Committee on Community Engaged Policing

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EXECUTIVE SUMMARY

The purpose of this report is to provide the Portland Committee for Community Engaged Policing (PCCEP) with data-based information related to community input on core patrol recommendations. The information analyzed for this report came from PCCEP's survey, the *"Portland Committee on Community-Engaged Policing's Review and Re-envisioning of Core Patrol Services: DRAFT Recommendations,"* and an App-based community input forum (i.e., Map App).

KEY FINDINGS

1. With 327 respondents, the quantitative analysis of the survey showed widespread support for all 13 *"DRAFT Recommendations"*. Variation in endorsement and consensus (i.e., standard deviation) were observed across recommendations.
   - On a 7-point scale rounding up, an average above 6.45 would indicate strong endorsement. Three recommendations met this criteria, in order, they were: 1) increase access to addiction/behavioral health resources, 2) expand the Portland Street Response program, and 3) increase access to unsheltered/houseless community resources.
   - On a 7-point scale, an average between 5.5 – 6.5 indicates moderate endorsement. The remaining 10 recommendations fell within this range.
   - Some recommendations had smaller standard deviations than others, meaning there was more consensus than others. The majority (~66%) supported recommendations 1-6 (see Table 2), while the majority was split between positive endorsement and neutrality on recommendations 7-13.

2. Support for the recommendations varied based on race, gender and those experiencing/have experienced homelessness beyond what we would expect by chance, controlling for sex, geographical location (e.g., SE), disability, and income. By race, average ratings strongly (i.e., Indigenous) or moderately (e.g., White) or mildly (e.g., Middle Eastern) endorsed all recommendations with one only exception (i.e., Blacks were neutral). Multivariate conclusions should be interpreted with caution due to the small sample sizes for certain groups (e.g., Indigenous N = 5; Black N = 6).

3. Qualitative data associated with the survey **(s)** and the Map App **(ma)** data shared three themes of community input for: 1) police reform **(s = 38%; ma = 22%)**, 2) alternative services to police **(s = 28%; ma = 55%)**, and 3) funding decisions **(s = 16%; ma = 20%)**, however the qualitative survey data included a fourth theme about 4) the need for police **(s = 7%)**.

4. The Map App data analysis indicated general support for the 13 recommendations and also identified a number of patterns in Portland community members' perspectives on Core Patrol Services and the Portland Police Bureau. Details are articulated throughout the report.

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Context

Background

Drs. Aisha Taylor and Adam Murry were contracted on May 5, 2021, to analyze data in support of Portland Committee for Community Engaged Policing's (PCCEP) community-based recommendations to the Mayor Wheeler regarding core patrol services. Prior to our involvement, PCCEP had formulated a set of 13 recommendations based on consultations and focus groups with community partners. In the Spring of 2021, PCCEP distributed a survey based on these recommendations to assess their support from a larger sample of Portland residents. An App was also made available for residents to provide input and ideas for Portland's core patrol services.

Data and analysis

Quantitative data. Survey data included seven demographic variables and 13 items asking about support for each previously identified community-based recommendation for core patrol services. Demographic questions included Portland location (10 response options; e.g., Southeast), gender (9 response options; e.g., Cis-female), race (9 response options; e.g., White), sexuality (7 response options; e.g., Gay), disability (yes/no), having ever experienced homelessness (yes/no), and income (8 response options; e.g., $100,000-$149,999). Support for each recommendation was indicated on a 7-point scale from 1 = "very unsupportive", to 7 = "very supportive", and 4 reflecting neutrality.

Demographic data is reported in the Survey Findings section (see Table 1) followed by frequencies, ranked averages, and standard deviations of recommendation endorsements. Descriptive demographic and endorsement analyses are important for understanding the sample composition and overall level of support. Sample composition helps to frame whose perspectives were captured with this data and how to interpret "overall endorsement" across and within recommendations. Since demographic data only pertains to survey responders, sample data is described under the section "Survey Findings."

A severe limitation to evaluating overall support, i.e., ignoring demographic differences, is that we cannot detect whether support for a given recommendation depends on a particular social position (e.g., sample majority). To address this limitation, we ran a multivariate analysis of variance (MANOVA) to assess different demographic groups' average endorsement of the 13 recommendations, while simultaneously controlling for the effect of other group memberships' influences. Response options were collapsed when there was an insufficient number of responders to justify this type of statistical analysis (e.g., there was only 1 Native Hawaiian/Pacific Islander in our sample; they were re-categorized as Indigenous). In this analysis, statistical corrections (i.e., Bonferroni) were made to control for inflated risk of finding significant results by sheer chance.

Qualitative data. Data analyzed in this report differed depending on the source and type. In the PCCEP survey, qualitative data was taken from an open-ended question, "Please share any questions, resources, and/or comments about to help PCCEP review and re-envision the City's core patrol services (i.e., police officers on patrol duty)?" In addition to the survey, qualitative data was collected as Public Testimony from an App set up to solicit responses to the call for community input on Portland Core Patrol Services. This data is termed "Map App" data.

Qualitative data from the survey and Map App were analyzed using qualitative content analysis (Morgan, 1993), which is an extension of traditional content analysis (Krippendorf, 1989; 2018) for exploratory inquiries. Qualitative content analysis is like its traditional counterpart, except units of meaning (i.e., codes and themes) are not decided beforehand by the researchers and there is an emphasis on people's quotations instead of relying solely on numerical summaries.

Content analysis requires six steps: Design, Unitizing, Sampling, Coding, Drawing Inferences, and Validation (Krippendorf, 1989).

1) In the **design** phase, the context and what would count as data is defined. In our case, the context and data were pre-determined by PCCEP's role to make recommendations to the mayor and their data collection efforts (i.e., survey and Map App).
2) **Unitizing** pertains to sampling units and recording units.
3) **Sampling** units define the population and sample of that population from which inferences will be made. In our case, the population was Portland residents. PCCEP handled the sampling phase through independent and collaborative recruitment to participate in the survey and/or map app invitation. PCCEP shared the survey/app on their website and social media, as did their community partners.
4) In terms of **coding** units, the qualitative content analysis approach (Morgan, 1993) outlines a process by which units of meaning are labeled as they appear in the data. Meaning may be conveyed in a word, set of words, sentence(s), paragraph(s), page(s), or section(s). Whenever meaning is conveyed, a label for that meaning is created and used to code all other data entries (see Table XXX). This is often referred to as emergent coding. There is some subjectivity in this process since the researcher's sensitivity and attention to detail will influence the coding process, however, the alternative is to decide on the meaning units ahead of time (aka., *a priori* codes), which relying on anticipated data and risks missing information due to coder blind spots. This *a priori* form is most appropriate when a comprehensive framework already exists to ensure domain coverage. Codes are enumerated as 1 for present and 0 for absent in each unit of analysis. This process means that frequencies equate to the number of times a given idea is present across all of the ideas contained within the data. The coding phase was contracted to Drs. Taylor and Murry, due to our expertise and experience in implementing these types of methods (Murry, Barnabe, et al., 2021; Murry & James, 2021; Murry & Wiley, 2017; Murry, Yuan, et al., 2021).

5) Responsibility for **drawing inferences** is shared by Drs. Murry and Taylor and PCCEP in two steps. The first is how inferences were drawn for this report. In qualitative research, the concept of *transferability* replaces *generalizability* (Golafshani et al., 2003; Lincoln & Guba, 1985; 1986), where we expect similar meanings to be conveyed by a similar composition of people to our sample, rather than the strict belief that our sample proportionally represents the true score of the larger population (plus error) on a defined set of variables. Although the concepts are similar, the qualitative perspective acknowledges that frequencies, rank order, meaning unit definitions, and nuances within meaning units may differ depending on the lived experiences of individuals and groups. The second level of inferences are the responsibility of PCCEP, to assess the extent to which the 13 previously identified recommendations capture the recommendations distilled through our analysis. Facilitation of this second step was not requested or included in our contract, so we assume this step will take place on an internal level as we report these findings.

6) The final phase of **validating** our results would require a second data collection where a broader, more representative sample of Portland's communities were surveyed, invited to submit opinions via the app, or interviewed some other way. If analyses produce similar results, that would be a testament that the findings we report here are not idiosyncratic to our sample or data collection method.

Results

Survey Findings

     Sample. The 327 survey respondents were distributed across Portland, with the Southeast (29%) and Northeast (25%) making up more than half of the sample. The remainder was shared by the North (12%), Southwest (12%), Northwest (8%), or other designations (14%; e.g., East of 82nd [8.3%], outside of Portland [3%]). Respondents were primarily White (75%), identifying as cis-female (54%) or cis-male (31%), heterosexual (43%), without a disability (79%), never having experienced homelessness (89%), and making $60,000 a year in household income or more (61%). The breakdown of each demographic category is show in Table 1 in the appendix.

     Overall endorsement. On the 7-point scale from very unsupportive to very supportive, three recommendations received very high endorsement after rounding (i.e., > 6.5 average scores). In order, they were: 1) increase access to addiction and behavioral health resources, 2) a more rapid citywide expansion of the Portland Street Response program, and 3) increase access to unsheltered and houseless community resources. The other 10 recommendations were endorsed with supportive ratings (i.e., 5.5 to 6.5 average scores). In order of endorsement strength, the remaining recommendations were: 4) investment into improved police records system, 5) Increase transparency of BOEC calls, protocols, and impact of frequent callers, 6) Fully fund Behavioral Health Unit, 7) Partnerships with community organizations toward restorative justice, 8) Expand pilot program to handle larger volume of dispatched calls, 9) Invest in police and first-responder wellness programs, 10) Create alternative regulatory body for traffic safety, 11) Increase number of police officers who receive crisis-response training, 12) Fund Office of Violence Prevention on a permanent basis, and 13) Remove private security patrols from public spaces (see below and Table 2; note: mean = average score; SD = standard deviation).

     Consensus. Standard deviations (SD) indicate the dispersion, or spread, of raw answers around the average (+/-). The average captures about 2/3's of the respondents' answers within plus or minus 1 standard deviation while about 96% of respondents' answers are captured by the average plus or minus 2 standard deviations. If recommendation neutrality (average between 3.5-4.5) or rejection (average endorsement below 3.5) ratings fall within 1 SD of the average, it indicates that there is disagreement present with the majority of respondents.

     Inspecting the standard deviations, recommendations 1-6 showed no neutrality or disagreement within 1 SD of the average, indicating majority consensus. However, recommendations 7-13 did show neutral ratings within 1 SD of the average. One recommendation, i.e., to remove private security patrols from public spaces, came very close to weak rejection (lower SD = 3.46). This is evidence that the majority was split between positive endorsement and taking a neutral stance. See Table 2.

#	Recommendation	Mean	SD	SD (-1)	SD (+1)
1	The city increase access to addiction and behavioral health resources	6.66	.92	5.78	7.62
2	A more rapid citywide expansion of the Portland Street Response program	6.49	1.24	5.25	7.73
3	Increased access to unsheltered and houseless community resources	6.46	1.27	5.19	7.73
4	Investment into improved police records system	6.27	1.40	4.87	7.67
5	Increase transparency of BOEC calls, protocols, and impact of frequent callers	6.20	1.41	4.79	7.61
6	Fully fund Behavioral Health Unit	6.10	1.63	4.47	7.73
7	Partnerships with community organizations toward restorative justice	6.07	1.68	4.39	7.75
8	Expand pilot program to handle larger volume of dispatched calls	6.02	1.65	4.37	7.67
9	Invest in police and first-responder wellness programs	5.86	1.78	4.08	7.64
10	Create alternative regulatory body for traffic safety	5.84	1.89	3.95	7.73
11	Increase number of police officers who receive crisis-response training	5.83	1.83	4	7.66
12	Fund Office of Violence Prevention on a permanent basis	5.81	1.68	4.13	7.49
13	Remove private security patrols from public spaces	5.52	2.06	3.46	7.58

Intersectional assessment. To assess the relative impact of multiple group membership simultaneously, a multivariate analysis of variance (MANOVA) was conducted, where the seven demographic variables were compared simultaneously on the 13 recommendations. This analysis provides an estimation of the impact of each demographic variable, controlling for the impact of all the other demographic variables.[1] The MANOVA test provides three levels of assessment, 1) the overall comparison across all 13 recommendations, 2) comparison of each demographic for each recommendation, and 3) post-hoc comparisons between each level of each demographic (e.g., Indigenous v. Black v. Asian v. Latino v. Middle Eastern/North African v. White v. non-disclose) for each recommendation. It is only appropriate to interpret results sequentially, meaning that a significance difference must be found at #1 before moving on to #2, and #2 must be significant before moving on to #3 (statistical significance is interpreted at $p <$ .05; a Bonferroni correction was applied for multiple tests).

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[1] It should be noted that, while there was an attempt to collapse response options for low frequency cells, we violated assumptions of this test regarding equal cell sizes, particularly for race. To compensate we interpreted the Pillai's test statistic, which is more robust against unequal cell sizes than other MANOVA test statistics, and we did not analyze any interactions between demographic variables (main effects and interactions can be correlated artificially when the sum of squares for effect plus error do not equal the total sum of squares).

Three demographics were significant in the omnibus, or overall, test: Race (p = .002), Gender (p = .049), and experiencing/have experienced homelessness (p = .009). Differences were not significant by location, sexuality, disability, or income in multivariate tests.

Differences by race were found on recommendations 3, 6, 7, 9, 11, and 12 (see Table 3). For example, people who identified as Black, Middle Eastern/North African, or who did not disclose their race, supported the recommendations *lower* than other races, on average. People who identified as Asian or Indigenous showed the most stark and consistent differences with *strongest* endorsement of the recommendations. It is important to keep in mind, that these populations were represented by very few survey respondents (e.g., Indigenous N = 5; Black N=6).

Gender differences were found on recommendations 6, 8, and 13 (see Table 4), where cis-females tended to endorse recommendations *higher* than others and non-conforming gender individuals endorsed the *lowest*.

People who have experienced houselessness differed on recommendations 4, 6, 12, and 13 (see Table 5), where those who had experienced or were experiencing homelessness endorsed these recommendations *less* than those had not experienced or were not experiencing houselessness.

Qualitative data. Of the 327 survey-takers, 130 provided information on the open-ended question, "Please share any questions, resources, and/or comments about to help PCCEP review and re-envision the City's core patrol services (i.e., police officers on patrol duty)?" Those who provided qualitative data were **significantly different from those who did not in terms of gender, disability, and homelessness experiences**. Cis-females and males were more likely to leave the question blank, while non-conforming gender and gender non-disclosers were more likely to leave a comment. Similarly, individuals with a disability or who had experienced/were experiencing homelessness were more likely to leave a comment than the majority without a disability or homelessness experience, per their proportion of the sample.

Answers were broken into individual meaning units since some entries made multiple comments and codes are designed to represent singular messages of meaning. The coding process (described above under *Data and Analysis*) produced 55 codes, or unique meaning units. The 55 codes clustered by into five broader categories, or themes: 1) Police reforms (38%), 2) alternative services to policing (28%), 3) funding allocation decisions (16%), 4) need for police (7%), and 5) miscellaneous content (10%; see Table 6). Two-thirds all of comments pertained to police reforms and alternative services to policing (67%).

Police reform contained 26 codes that were mentioned 125 times in both vague and specific terms. While general requests for restructuring or reforming police practice were most common code within this category (12%), the vast majority of codes pertained to specific reform recommendations. Recommendations included: Police officer training in mental health, building police-community relationships, hiring more police officers, increasing transparency to the public, forming a unit of unarmed officers, increasing accountability for past and future police

behavior, proving police officers with de-escalation and conflict resolution training, creating specialized units (e.g., retail-specific officers), de-militarizing the police, not increasing mental health training, developing restorative justice programs, expanding the use of body cameras, putting more police on foot around the community, increasing wellness programs for police and other first responders (e.g., EMT), requests for more strict enforcement of laws, more police intervention in local situations, less authoritarian and intimidating uniforms/garb (e.g., for schools), removal of police immunity, reducing union bureaucracy, better vetting police candidates, movement toward technological solutions to reduce police interactions (e.g., traffic cameras), and more (see Table 6).

Alternative services to policing contained 13 codes and was mentioned 93 times. Similar to police reform, the most often occurring code in this category was the general or non-specific call for non-police services (27%). Specific requests followed about alternative services for mental health services, community-based patrols, homeless services, crime diversion/prevention programs, evidence-based practices, addiction services, education programs, social services, food programs, neighborhood renovations, anti-poverty programs, and transportation services (see Table 6).

Categories for funding allocations and the need for police made up an addition 24% of comments. There were six codes for funding allocation recommendations that were mentioned 53 times. About 70% of the time, these recommendations requested funds be moved away from the police department and police officers. Codes in this strain included: defunding/divesting in the police, not increasing police funds, reducing police funds, and not prioritizing police solutions. Two codes in this category requested the opposite, including appeals to adequately fund Portland's police, sometimes mentioning the Portland Police Bureau being underfunded, and calls to increase police funding. These two codes made up 30% of the mentions in this category (see Table 6).

The last category of substance was named the need for police. Although proportionally the category was small, being mentioned only 24 times (7%), its content showed up regularly, with conviction, and often with lengthy entries. The category was comprised of 5 codes, with respondents voicing concerns about gun violence, the changing anti-establishment attitude of the city's residents, costs for alternative programs to policing, failures of currently existing alternative programs, and appreciation for police officers (see Table 6). It is worth noting that there was also a current of resentment towards the police, frequent mentions of arbitrary police violence, and strong convictions toward disbanding the police compared to this pro-police category. Separate codes for resentment against the police was not included because police reform and alternatives to policing categories capture those voices through the tangible suggestions they offer. However, it might be wrongly assumed that the desire for reform or for alternative services is mutually exclusive with the desire for a strong police force. Although this was the trend, there were deviations.

As is often the case in qualitative data, not everything coded as a meaning unit fits within a category of higher-order shared meaning or speaks to the purpose of the data collection. In this case, there were five codes about miscellaneous topics appearing 10% of the time, or 32

occasions. These codes included praise to PCCEP for this work and the opportunity to contribute, localized references (e.g., crime in Lents, Hayden Island, Downtown), the need for political will for reforms, alternative services, and funding decisions to support them, and complaints about the survey (e.g., leading, insufficient information) or the recommendations (e.g., not extreme enough; see Table 6).

Figure 1. Major themes and associated items from qualitative survey data.
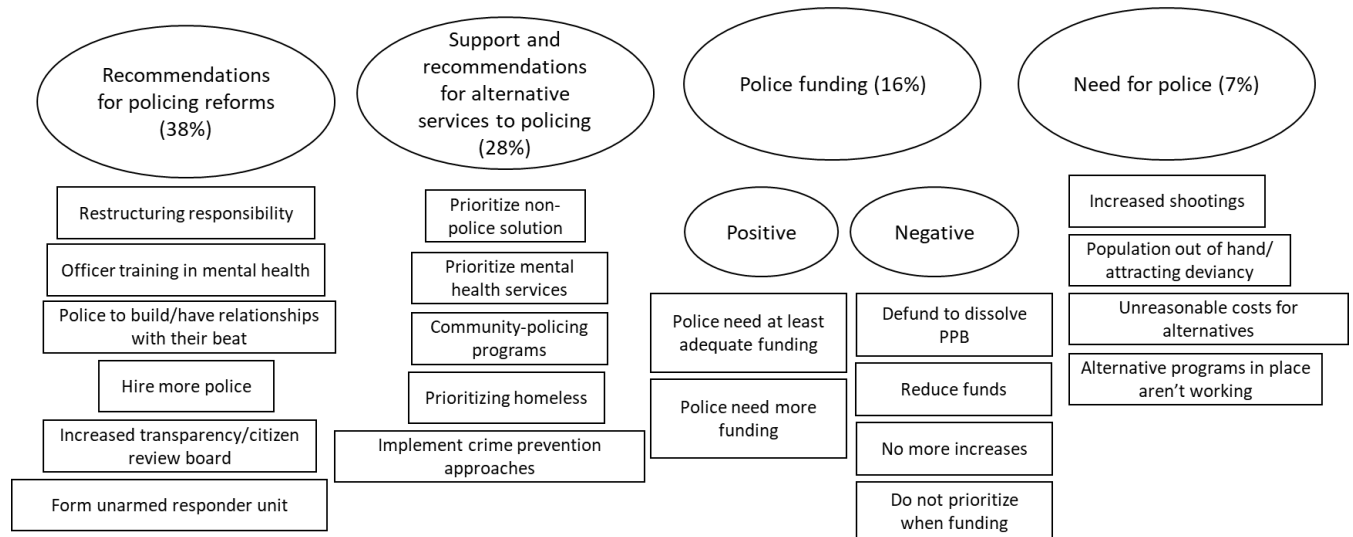
Map App Findings

Similar to the qualitative data from the survey, the 257 messages sent via Map App, or Public Testimony Reader, were broken into units of meaning, since codes are designed to represent singular messages of meaning, and most community members made multiple comments in one message. For example, this one comment: "Funds should be redirected to Portland Street Response and similar programs! Criminalizing homelessness does not deal with the root of the issue!" was coded into four different units of meaning (i.e., codes):

- Support for Portland Street Response
- Expand Unarmed, Community-based Responses & Services
- Redirect Funds Away from Police
- Provide Support for People who are Houseless

All Map App data were collected from January 16, to May 5, 2021. Notably, 136 of the 257 messages were sent in a four-day period of time, from February 25-28, 2021. In January, community members sent 54 messages; in February, a total of 192; and from March to May, 11 messages total were received.

The coding process (described above under *Data and Analysis*) produced 793 coded comments, and 19 codes, or unique meaning units. The 19 codes clustered into three broader

categories, or themes: 1) Alternative Services (55%), 2) Police Reform (22%), 3) Funding Allocation Decisions (20%).

The theme of "**Alternative Services**" included seven codes, and the following paragraphs provide a further explanation of what is meant by each code, as well as multiple example statements that flesh out the sentiments of the input from community members.

"Alternative Services" by Frequency and Percent

Rank	Theme	# of Comments	% of Comments
1	Expand Unarmed, Community Responses & Services	147	33.5%
2	Provide Support for People who are Houseless	97	22%
3	Portland Street Response (PSR) is a Promising Start	84	19%
4	Provide Mental Health Support	58	13%
5	End "Clean and Safe" (Privatized Policing for the Wealthy)	29	7%
6	Mixed Support for Public Safety Support Specialists	16	3.5%
7	End Portland Navigation Teams	9	2%
	TOTAL	**440**	**100%**

The most common sub-theme in this category was "**Expand Unarmed, Community Responses and Services**" (33.5%), which included calls for Portland to invest in community-led services and resources that address public safety at a root level and do not include an armed response. Examples of statements that exemplified this grouping include the following:

- "Core patrol services of PPB should not include an armed presence when a social worker or mental health approach would be more effective and cost less."
- "Develop better ways to respond to welfare checks and police non-emergencies."
- "Whatever form of policing we have, it must be rooted in determining what the needs are for an individual and providing for those needs in any way we can."

The second most common code in this theme was "**Provide Support to People who are Houseless**" (22%), calling for support to address the root causes of houselessness and stop over-policing people who are houseless. Example statements of this code include:

- Real solutions to the root causes of houselessness require publicly-funded, long-term, unconditional housing."
- "We need affordable housing for all, with special attention to the agency and desires of people living outside."
- "The city must end Rapid Response sweeps and instead provide existing camps with basic sanitation and infrastructure: trash and recycling service, bathrooms, warming

stations, and access to potable water… Sweeps do not stop camping, they just disrupt it and traumatize houseless people."

The next code in line is "**Portland Street Response is a Promising Start**" (19%), which means that community members believe PSR is a potentially a good solution, but it needs to be funded, resourced, and run by the community. Community members also noted that it should include training for mediation and de-escalation. Example statements of this sub-theme include:

- "Portland Street Response (PSR) is a promising start and shows how we can replace policing with services that actually take care of people."
- "Radically ramp up funding and development of the Portland Street Response model."
- "There are still concerns with PSR emulating some of the functions of policing, including coercing people into shelters, mental health clinics, and other social services."
- "We are concerned with the Fire Bureau being in charge of the program. Eugene's CAHOOTS program is run by a community-centered, collectively organized healthcare clinic with a lot of trust from the community. The Fire Bureau does not have the same level of trust in the community."

The fourth code in this theme is "**Provide Mental Health Support**" (13%), which includes the need for more Mental Health Intervention Services and also the sentiment that police do not effectively handle people going through mental health crises. Example statements are:

- "There should be personnel who are trained to respond to those in mental health crises who are not PPB."
- "(We should) support and create new resources for the mentally ill populations in our community that end up instead being victimized."
- "(We need) an organized response including peer support from people in the mental health and addictions communities."

The fifth code in the "Alternative Services" theme is "**End Clean and Safe**" (7%), with community members asserting that it is a privatized form of policing for the wealthy and that there is little to no accountability for the actions of those assigned to this duty. Typical statements of this code include:

- "No enhanced services to the wealthy (i.e., Clean and Safe)."
- "(Clean and Safe is) just privatized policing with a misleading name and no financial oversight—get rid of it."
- "They are essentially vigilante organizations operating at the whim and will of the powerful business interests that fund them. They are not about community, or people."

The penultimate code in this theme is "**Mixed Support for Public Safety Support Specialists (PSSS)**" (3.5%), where PSSS is seen as better than armed police, but community members assert that they need training in mediation, de-escalation, and helping people in crisis. In addition, being housed within PPB is not ideal for some. Because there was mixed support, the

number of comments provided in each orientation (i.e., negative, positive, mixed support) is provided, along with one sample statement:

- **Positive** (5): "I support the expansion of the public safety specialists who use unarmed PPB staff to complete routine tasks that do not require an armed officer, such as taking reports of stolen property."
- **Mixed Support** (7): "Public Safety Support Specialists should absolutely be responding to calls whenever possible (instead of the police). The PS3 need training on mediation, de-escalation, problem-solving for people in crisis."
- **Negative** (4): "The PPB needs to be removed from the response to our unhoused neighbors entirely. This includes groups like the Public Safety Support Specialists, as they are ultimately under the PPB, and the PPB's demonstrated definition of public safety does not include our unhoused neighbors."

The final code in this theme is "**End Portland Navigation Teams**" (2%), where the individuals who shared this sentiment stated that the goal of these teams is to remove as many people as possible voluntarily before sweep of the houseless occurs, but it offers no alternatives or real solutions. Example comments include:

- "Because the Navigation teams have no real alternatives to offer, they are only a 'velvet glove' approach to removing houseless people before the 'iron hand' of a sweep occurs. This is not a solution."
- "This is a classic example of a non-solution to make the city feel better about its anti-houseless stance."

The theme of "**Police Reform**" included eight codes, and the following paragraphs explain what is meant by each code, as well as multiple sample statements.

"Police Reform" by Frequency and Percent

Rank	Theme	# of Comments	% of Comments
1	Address Race, Poverty, Queer Bias in Policing	44	25%
2	Police Need More Accountability and Training	36	20%
3	De-militarize the police	33	19%
4	Walk the Beat	25	14%
5	Satisfaction with Police	12	7%
6	Use Traffic Photos vs. Armed Police Stops to Decrease Bias	11	6%
7	Address Gun Violence	10	5.5%
8	Police Need Body Cameras	6	3.5%
	TOTAL	**177**	**100%**

The most frequently discussed topic code in this theme is "**Address Race, Poverty, Queer Bias in Policing**" (25%), which means that Portlanders who mentioned this type of comment asserted that PPB does not make Portland safer more the entire community, over policing people living in poverty, BIPOC, and LGTBQ+ Portlanders. Sample statements include:

- "(PPB is), as we saw for months and months over the summer, actively antipathetic to safety for Black, Indigenous, and other POC Portlanders"
- "It is widely known there are huge racial disparities in how police use force."
- "The Portland Police Bureau is a clear example of toxic masculinity in action. They speak to people in a manner that's condescending, flaunting their superiority complex, contributing to violence and harassment."
- "Treating poverty as an irritant to be criminalized and pushed out of sight will continue to fail (and continue to play out in a racist manner)."

The second code is "**Police Need More Accountability and Training**" (20%), including the call for police to have more training in de-escalation and to be held accountable for excessive use of force. It also includes the assertion that the Police Union has too much power. To provide words from the community, example statements are below:

- "Begin independent and external investigations of the 5% of officers who utilized force more than 10 times in a year."
- "We need to continue to invest in quality training so that our officers know what to do in tense situations and make the correct response with slow and careful actions, not impulsive use of force."
- "The police union blocks attempts to remove officers who use violence and block needed change."

Next up is "**De-militarize the Police**" (19%), and it includes the assertion that a militarized police force is not an effective strategy to lower violence and it decreases community trust. In this code, community members cited a number of studies to support the claim that militarizing the police increases violence in communities. Here are the sample statements:

- "A lot of harm has been done in Portland by the police, and demilitarization is the first step in repairing that harm."
- "The use of chemical warfare on legal protesters this summer was completely illegal and dangerous to our democracy. "
- "Increasingly militarizing our police forces inherently implies—to the officers and to the community—that our streets are a war zone and citizens are the enemy. This further escalates every situation and creates more distrust and animosity."

The fourth most noted code in the theme of "Police Reform" is a call to "**Walk the Beat**" (14%), meaning that for police to build trusting and respectful relationships with community members, they need to conduct visible, non-violent, non-emergency foot patrols in Portland neighborhoods. These statements summarize this code:

- My one wish is for more patrolling in our area to protect our guests and our volunteers. I wish we would see more community policing, where Officers can simply walk/bike the

streets and interact with citizens without it being an emergency, so that trust and respect can be built."

- "Being able to see and talk to police officers in our neighborhoods on a regular basis and to know who our local officer is would be a beginning to feeling more secure."
- "Once there is trust, the police are no longer viewed as enemies, but friends there to serve."

Next in line of frequency is "**Satisfaction with the Police**" (7%), which includes praise and support for the police in the work they are currently doing. Similar to the qualitative data from the survey, while this category was small, being mentioned only 12 times, its content showed up regularly, with conviction. Sample statements include:

- "As a daily volunteer at a homeless downtown shelter, I applaud the work of PPB. They deal with our guests with decency and compassion on every call I have witnessed. As a minority foreign born woman, I appreciate their sensitivity to the diverse population we serve...I am very grateful and appreciative."
- "Several times last summer while walking in the downtown, we encountered the PPB Core Patrol, they were friendly, alert, and professional."
- "Portland Police have been attacked and I would like to see that in the report somewhere, so we as residents understand what they are going through to increase community trust, understanding, and faith in our ability to recover from this pandemic and ongoing increasing violent protests."

The sixth code in this category is "**Use Traffic photos vs. Armed Police Stops to Decrease Bias**" (6%), which includes the recommendation to increase photo radar and red-light camera numbers and assign PPB resources to review photos and issue citations, so armed police do not enforce driving violations. Statements that typify this code include:

- "Implicit bias will ALWAYS result in disparities in police stops. Only taking discretion out of the equation will result in meaningful change in who gets cited."
- "There is no reason a police officer should be involved unless there is danger present. DWI -yes, driving a bit over the speed limit, no. Turn signals, break lights, expired tags, no seat belts, cell phone use, etc. can all be monitored without a police officer and tickets sent in the mail. ENFORCING these laws is necessary but not with an officer and a gun."

The penultimate sub-theme is "**Address Gun Violence**" (5.5%), with a call to create a plan to address gun violence. Statements in this code include:

- "It amazes me none of our elected officials will admit the disbanding of the Gun Violence Reduction Team (GVRT) has led to a dramatic increase in shootings and homicides across our city, with a high number of these victims being African American."
- "The police and the union should be working with the legislature on gun safety laws."

- "We would like to see a plan to address the increased rate of violence in our neighborhood, particularly gun violence. Please address this issue with a real plan."

The least-mentioned theme related to police reform is "**Police Need Body Cameras**" (3.5%). Example statements include:

- "I recommend the PCCEP take a more active role in recommending body cameras because this would go a long way in accountability and transparency for all. Of the top 75% of US cities, Portland is the only city without this equipment."
- "Providing officers with body cameras would allow better accountability of police."
- "The union and PPB have been asking for body cams for the past 6 years and city council has not made this happen. How can a tool of accountability of both the officer and community not be immediately implemented?"

The third overall theme in the Map App data is "**Funding Decisions**" and it has three codes summarizing three different stances on how funding allocation decisions should be made. As with the first two themes, definitions and sample statements are provided.

"Funding Decisions" by Frequency and Percent

Rank	Theme	# of Comments	% of Comments
1	Redirect Funds away from Police to Community-based Solutions	88	55.5%
2	Increase Funding and Resources for Police	53	33.5%
3	Disband/ Abolish the Police	17	11%
	TOTAL	**158**	**100%**

The most frequently-mentioned perspective in this category is "**Redirect Funds away from Police to Community-based Solutions**" (55.5%), with these statements serving as examples of what community members meant:

- "Any vision that accounts for the safety of the entire community… will drastically reduce PPB's duties and redistribute them to organizations and entities capable of even-handed justice."
- "Funding should go to community organizations who can provide those services without weapons, without creating trauma, and without racial bias."
- "Public funding should go towards community care to the most vulnerable in our community, not to arming a police force that commits acts of violence onto those very community members who are most in need."

The second-most common category was in direct contrast to the above: "**Increase Funding and Resources for Police**," calling for a response to the recent increase in crime to include full funding and resourcing of the PPB. This sub-theme was commonly (and expectedly) stated in tandem with the "Satisfaction with Police" code explicated on page 14. Sample statements include:

- "Portland needs more officers on the streets to deter crimes, respond to calls where crimes have occurred or are occurring, and maintain public safety."
- "With the crime rate increasing, PDX needs more police officers to deter crimes. Because of the budget cuts made by city council, PPB is at an all-time low in staffing."
- "Portland has a black eye as a result of the grossly incompetent handling of the riot situation... Police need to address any and all unlawful activity."

The least common sentiment was "**Disband/Abolish the Police**" (11%), with community members expressing that police are abusive and corrupt, so all PPB funding should be reallocated. This code is echoed in these comments:

- They (should) just be disbanded and their resources reallocated to people without guns and with empathy and compassion."
- ""An organization that would gas residential neighborhoods with impunity is not reformable."
- "Just abolish the entire Portland police bureau and invest all that in community services. All the small reforms proposed don't address any of the root causes or inequities."

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Appendix: Tables and Figures

Table 1. Survey demographic data by response option, frequency, and percentage

Location	Frequency	Percent
Southeast	94	28.7
Northeast	83	25.4
Southwest	39	11.9
North	39	11.9
East of 82nd	27	8.3
Northwest	26	8
Outside of Portland	10	3.1
Do not wish to disclose	4	1.2
Downtown	3	0.9
Central Eastside	1	0.3
Missing data	1	0.3
Race	Frequency	Percent
Indigenous	4	1.2
Black	6	1.8
Asian	21	6.4
Latino	12	3.7
Middle Eastern/North African	5	1.5
Native Hawaiin/Pacific Islander	1	0.3
White	244	74.6
Do not wish to disclose	31	9.5
Missing data	3	0.9
Sexuality	Frequency	Percent
Lesbian	14	4.3
Gay	9	2.8
Bisexual	25	7.6
Queer	18	5.5
Heterosexual	143	43.7
Do not wish to disclose	44	13.5
Other	3	0.9

	Frequency	Percent
Missing data	71	21.7
Disability	Frequency	Percent
No	257	78.6
Yes	47	14.4
Missing data	23	7
Past/present experience with homelessness	Frequency	Percent
No	290	88.7
Yes	22	6.7
Missing data	15	4.6
Income	Frequency	Percent
Less than $19k	11	3.4
$20k - $39,999	34	10.4
$40k - $59,999	33	10.1
$60k - $79,999	38	11.6
$80k - $99,999	45	13.8
$100k - $149,999	61	18.7
$150k +	56	17.1
Do not wish to disclose	48	14.7
Missing data	1	0.3

Table 2. PCCEP's community-based recommendations by average endorsement (with standard deviation, or SD).

Rank	Recommendation	N	Average rating	SD	SD (-1)	SD (+1)
1.	The city increase access to addiction and behavioral health resources.	325	6.66*	0.92	5.78	7.62
2.	A more rapid citywide expansion of the Portland Street Response program.	324	6.49*	1.24	5.25	7.73
3.	The city increase access to unsheltered and houseless community resources.	323	6.46*	1.27	5.19	7.73
4.	The city invest in an improved police records system to allow for greater transparency and less harmful policing.	320	6.25	1.40	4.87	7.67
5.	BOEC increase its transparency regarding the public safety calls it receives, its protocols to limit the unneeded or inefficient use of public safety resources, and the effect of frequent callers on its system.	318	6.19	1.41	4.79	7.61
6.	The city ensure the Behavioral Health Unit remains fully funded and maintained.	324	6.10	1.63	4.47	7.73
7.	The city partner with community organizations to form a restorative justice program that moves away from mass incarceration.	326	6.07	1.68	4.39	7.75
8.	Pilot program be expanded to handle a larger volume of dispatched calls.	324	6.02	1.65	4.37	7.67
9.	The city invest further in ensuring effective wellness programs are available for police and other first responders.	322	5.84	1.78	4.08	7.64
10.	The city create an alternative body of people who would handle traffic safety. Additionally, we would request that the city lobby the state to allow non-police personnel handle traffic enforcement.	321	5.83	1.89	3.95	7.73
11.	The police increase the number of officers who receive enhanced crisis intervention training.	324	5.82	1.83	4	7.66
12.	The city significantly increase funding to the Office of Violence Prevention on a permanent basis.	320	5.81	1.68	4.13	7.49
13.	That private security patrols be removed from public spaces, replaced by PS3s or a similar city run program.	319	5.52	2.06	3.46	7.58
NOTE: * indicates item qualifies for "very supportive" designation from public opinion.						

Table 3. Recommendations with significantly different endorsement by race

Abbreviated recommendation		Indig	Black	Asian	Latino	ME/ NA	White	Non-Disclose
	#	N=5	N=6	N=18	N=8	N=4	N=220	N=12
Expand Street Response	3	7.27	5.75	6.17	5.67	5.28	6.75	5.69

Abbreviated recommendation	#							
Expand pilot dispatch	6	6.13	2.72	5.59	5.14	4.54	5.37	4.47
Replace private security	7	6.63	3.52	6.19	6.14	3.48	5.41	5.15
Restorative justice programs	9	7.20	5.68	6.38	6.00	5.09	6.31	4.39
BOEC transparency	11	6.43	4.59	6.28	6.02	4.60	5.92	4.22
Police records transparency	12	6.61	4.13	6.26	6.04	4.81	5.85	4.50
Average		6.71	4.40	6.14	5.84	4.63	5.93	4.74

NOTE: Indig abbreviates Indigenous; ME/NA for Middle Eastern/North African; Mean estimates are from multivariate extrapolations.

Table 4. Recommendations with significantly different endorsement by gender

Abbreviated recommendation		Cis-Female	Cis-Male	Non-conforming	Non-disclose
	#	N=153	N=87	N=18	N=15
Expand pilot dispatch	6	5.30	4.63	4.63	4.85
Fund violence prevention	8	5.86	5.35	4.82	4.43
Wellness therapy for police	13	5.42	4.84	4.50	5.40
Average		5.53	4.94	4.65	4.89

NOTE: Mean estimates are from multivariate extrapolations.

Table 5. Recommendations with significantly different endorsement by past/present experience with homelessness

Abbreviated recommendation		No	Yes
	#	N=258	N=15
Behavioral Health Unit	4	6.53	5.38
Expand pilot dispatch	6	5.29	4.41
Police records transparency	12	5.90	5.02
Wellness therapy for police	13	5.64	4.45
Average		5.84	4.81

NOTE: Mean estimates are from multivariate extrapolations.

Table 6. Themes, codes, code definitions, counts (# of mentions), and percentages within theme and within total count.

Theme/code	DEFINITION	# of mentions	% within theme	% of total
Police Reforms		*125*	*100%*	*38.2%*
Restructure	Restructuring/reforms to policing	15	12.0%	4.6%
PO_MH training	Police officer (PO) training in mental health	12	9.6%	3.7%
PO_community relationships	Police officer relationships and engagement with communities they serve	10	8.0%	3.1%
PO_more	Hire more cops/police officers	9	7.2%	2.8%
PO_transparency	Require transparency of PO processes/Citizen review board	9	7.2%	2.8%
PO_unarmed	Designate unit of unarmed responders	9	7.2%	2.8%
PO_accountability	Accountability for police officers past actions and going forward	8	6.4%	2.4%
PO_De-escalation training	Police training on negotiation/conflict resolution/de-escalation	7	5.6%	2.1%
PO_Specialized units	Specialized units needed for MH needs and domestic violence	6	4.8%	1.8%
PO_Demilitarize	Retire armored vehicles, citizen surveillance, & weapons of war	4	3.2%	1.2%
PO_enough MH training	PO's have enough MH training	4	3.2%	1.2%
Restorative Justice	Develop restorative justice approaches	4	3.2%	1.2%
PO_body cams	Provide PO's with body cameras	3	2.4%	0.9%
PO_on foot	Desire PO's who walk the beat; foot officers	3	2.4%	0.9%
PO_wellness	PO's need more wellness services	3	2.4%	0.9%
Stricter law enforcement	Laws need to be more strictly enforced	3	2.4%	0.9%
PO_more intervention	PO's need to intervene more than they do	2	1.6%	0.6%
PO_non-uniform	Need officers in non-threatening garb	2	1.6%	0.6%
PO_Remove immunity	Remove PO immunity	2	1.6%	0.6%
PO_union bureacracy	Difficulties making changes due to PO union	2	1.6%	0.6%
PO_vetting	Enhance requirements to be a cop	2	1.6%	0.6%
Traffic infraction technology	Automate traffic enforcement	2	1.6%	0.6%
PO_3rd party review	Move away from police reviewing their own misconduct	1	0.8%	0.3%
PO_complaints process	Simplify complaints process	1	0.8%	0.3%

PO_liability insurance	Require PO's to have liability insurance	1	0.8%	0.3%
PO_power	Reduce PO powers	1	0.8%	0.3%
Alternative services to policing		**93**	**100%**	**28.4%**
Non-police solutions	Prioritize other services than policing	25	26.9%	7.6%
Mental health (MH)	Prioritize mental health services	12	12.9%	3.7%
Community-based patrol services	Expand community-based patrol services	10	10.8%	3.1%
Homelessness	Prioritize homeless services	10	10.8%	3.1%
Diversion/prevention	Implement crime diversion/prevention approaches	7	7.5%	2.1%
EBP	Use/collect data from evidenced-based practices to design programs	7	7.5%	2.1%
Addiction	Prioritize addiction services	6	6.5%	1.8%
Education	Deliver education programs for target population/public awareness	4	4.3%	1.2%
Social services	Prioritize social services	4	4.3%	1.2%
Food	Prioritize food programs	2	2.2%	0.6%
Neighborhood rennovation	Clean up garbage, grafitti, care for Portland aesthetics	2	2.2%	0.6%
Poverty	Develop programs to address poverty	2	2.2%	0.6%
Transport	Provide transportation programs/services	2	2.2%	0.6%
Funding allocations		**53**	**100%**	**16.2%**
Defund/disband	Defund the police/abolish police	12	22.6%	3.7%
No increases in funds	Do not increase funds to Portland Police Bureau (PPB)	9	17.0%	2.8%
Reduce funds	Reduce funding for PPB	9	17.0%	2.8%
Adequate funds	Adequately fund the police to respond to crime	8	15.1%	2.4%
More funds	Increase funding to police department and officers	8	15.1%	2.4%
Do not prioritize PPB funding	Do not prioritize PPB when making funding decisions	7	13.2%	2.1%
Need for police/policing		**24**	**100%**	**7.3%**
Gun Violence	Statement about the amount of shootings	7	29.2%	2.1%
Population attitude	Raised accountability for culture/population fomenting entitlement	7	29.2%	2.1%
Costs for alternative programs	Concerns about the costs for alternative programs	4	16.7%	1.2%
Failures of alternative programs	Complaints about current alternative programs not working	4	16.7%	1.2%

PO_appreciation	Compliments and appreciation for police	2	8.3%	0.6%
**Miscellaneous**		_**32**_	_**100%**_	_**9.8%**_
PCCEP_praise	Compliments to proposal writers or for opportunity to provide input	10	31.3%	3.1%
Localized recommendations	Specified particular area of Portland	7	21.9%	2.1%
Political will	Government, politicians, or city officials need to commit/act	7	21.9%	2.1%
Survey complaint	Stated survey was confusing, asked question without enough info	6	18.8%	1.8%
Insufficient recommendations	Recommendations not extreme enough	2	6.3%	0.6%
	**Total**	_**327**_		_**100%**_