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*Portland Police Bureau
Community Policing Profile*

Making the Difference Together

*Partnership
Empowerment
Problem-solving
Accountability
Service Orientation*



"We have made our agency more open and more accountable, and through a strengthening partnership with the community we hope to continue that trend."

In Portland, the Police Bureau and the community have worked hard together to develop our definition of community policing and to help make it a success for us. We have made our agency more open and more accountable, and through a strengthening partnership with the community we hope to continue that trend.

When Mayor IE. Bud Clark and the Portland City Commissioners adopted the transition plan in 1990 we knew we had forwarded an ambitious plan for a department-wide changeover from traditional to community policing methods. The progress made on this plan by the Bureau and the community has put Portland on the map for developing a progressive police agency. We look forward to sharing our ideas, and learning from others, in our National Community Policing Conference in 1992.

To the men and women of the Bureau, and to the people in our community — thank you!

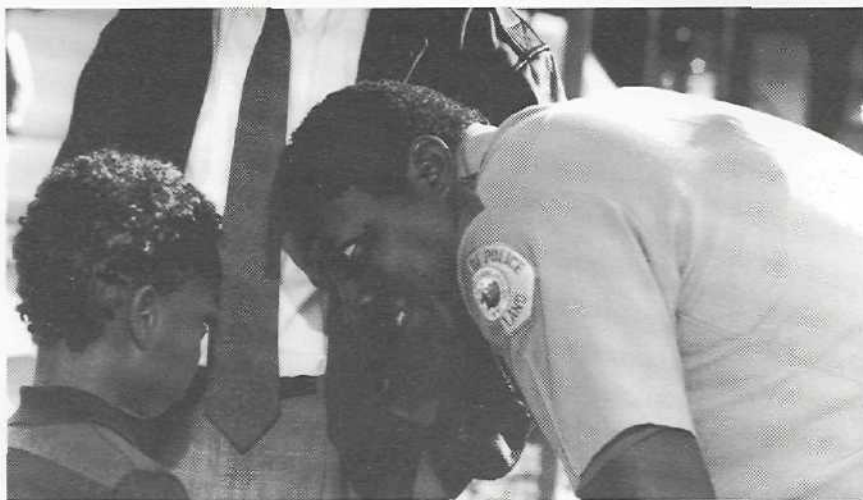


Community Policing Profile

In 1991, the Portland Police Bureau began its second year of a five-year transition to community policing. The transition plan, adopted the previous year, sets forth an extensive set of goals and objectives touching on every aspect of Bureau functions from patrol to personnel evaluations, from communications to recruitment. The five major goal areas of the transition plan are: partnership, empower-



Sgt. Jeanne Bradley, commander of the Sunshine Division, helps accept food donations from students at Alameda School to kick off the holiday food drive.



At the open house of the Iris Court Community Contact Office, North Precinct Capt. Charles Moose talks to a young resident of Iris Court. Ongoing projects for kids at Iris Court include camp activities, improvements in playground equipment and bicycle safety talks.

ment, problem-solving, accountability and service orientation.

With this transition plan, a mission statement was adopted which reads: "The mission of the Portland Police Bureau is to work with all citizens to preserve life, maintain human rights, protect

property and promote individual responsibility and community commitment."

This profile highlights the major activities of community policing for 1991, and outlines the Portland vision for community policing for the next years to come.

Partnership

Joining together with Portland's many communities

"Community policing simply could not have moved forward without working partnerships from Portland's communities...Together, we worked on many critical public safety issues to try to improve and maintain our city's h'vabWty."

The goal of partnership encompasses a wide variety of activities, from participating in Public Safety Action Committees and the Inter-Bureau Task Force, to working with familiar agencies such as Neighborhood Crime Prevention or the Bureau of Buildings, to forging new alliances through the Community Policing Demonstration Projects or the Police Activities League.

With tightened budgets with the passage of Ballot Measure 5 in late 1990, the necessity of partnership became even greater to meet increasing service requests with fewer resources. The police and community came together to provide equipment, such as bicycles for the bike patrol, and to provide services, such as staffing for the new Community Contact Offices sprouting up throughout the city.

Community policing simply could not have moved forward

without working partnerships from Portland's communities: neighborhoods, businesses, service organizations, government agencies, social service agencies and religious institutions. Together, we worked on many critical public safety issues to try to improve and maintain our city's livability from city wide concerns to precinct-specific issues.

Citywide, two organizations, one new and one that has been around for a long time, helped in reaching the disadvantaged in the community. The challenge of reaching out to at-risk youth and helping them with positive role models went to the Greater Portland **Police Activities League**, which held its second annual sports quickness camp in 1991 and conducts year-round sports activities to reduce gang and drug activity among the community's youth. More than 50 Police Bureau employees volunteer their time throughout the year to help with PAL.

Volunteers from the police and the community are also the driving force that moves the **Sunshine Division** to help feed and clothe needy families. Sunshine, which has been helping the community since 1923, expanded its operations



At the second annual Greater Portland Police Activities League summer day camp, Lt. Greg Clark coaches a camp participant for his next round of flag football.

to include becoming the recipient charity for two downtown music festivals and providing new clothing to children in need.

Forming citywide partnerships to bridge cultural differences is a priority for the success of community policing. In late 1991, the Tactical Operations Division Gang Enforcement Team gained a grant to assist in victim assistance and **crime prevention to the Asian communities** of Portland. The grant funds three assistants to work with the Asian Gang Detail on outreach, community education, youth gang intervention, victim advocacy and crime analysis for the city's Asian communities.

In order to better address crimes that occur because of differences of race, ethnicity or sexual orientation, the Detective Division created the **Bias Crime Unit** to work with the community to prevent, identify, investigate and track bias crimes. Bias crimes are defined by state law as those crimes motivated by prejudice based on perceived race, color, religion, national origin, sexual orientation, age, disability or certain status or affiliations of the victim. The unit works closely with neighborhoods, law enforcement and human rights organizations in defining, reporting and prosecuting bias crimes.



Multnomah County Deputy District Attorney Wayne Pearson and North Precinct Capt. Charles Moose discuss plans for the new district attorney office in the HoUaday District/Lloyd Center.

*Joining together with
Portland's many communities*

"A strong partnership and a commitment to change were key steps to success for the adoption of an Old Town Drug Free Zone resolution forwarded to the City Council in 199V

Drug crimes continue to be a major source of crime problems for Portland and most other cities, and efforts aimed at curbing these problems got a boost from a new policy and a familiar training. The Drug and Vice Division, together with the precincts and the Regional Organized Crime and Narcotics Task Force, created a **drug enforcement policy** which outlines responsibilities for street drug sales and middle- and upper-level drug enforcement. Included within this policy is a goal of demand reduction with community involvement. This is the first step toward creating a regional drug enforcement policy for the metropolitan area. In addition, the **Landlord Training Program** continues to serve the community by training landlords how to spot and prevent drug problems on their properties. So far this program has reached 4,000 landlords representing 65,000 rental units.

In addition to city wide priorities, individual precincts and work units worked to form partnerships specific and important to the neighborhoods and areas they serve.

In East Precinct, community leaders from the **Central Eastside** worked with police in a community



East Precinct Officer Chauncey Cur! explains the features of new equipment for the bicycle detail to the media and to Eastside business district leaders who raised money for the bikes.

policing demonstration project to help with the problems of homelessness and street violence. The Central Eastside Industrial Council and the police worked in close cooperation to promote the extension of the drug-free zone ordinance to the inner Eastside and to eliminate problems associated with abandoned buildings and illegal transient camping.

In another partnership, culminating in a fundraising effort by three business districts, East was outfitted with its own bicycles for **bike patrol**, allowing officers to work even closer with the people they serve. The bikes have been useful and popular tools for use in the downtown, Northwest, Hollywood and Hawthorne business districts.

Central Precinct was the first to open its community contact office in spring 1990, in **Old Town**, and created its community policing demonstration project steering committee from leaders in business, social service and neighborhoods to work on street drug dealing and street violence. A strong partnership and a commitment to change were key steps to success for the adoption of an **Old Town Drug Free Zone** resolution forwarded to the City Council in 1991.

A community policing demonstration project in a public housing project named **Iris Court** opened many doors for creating partners for North Precinct. Many strategies created at Iris Court through the involvement of the tenants, the Housing Authority of Portland and the surrounding community were incorporated into other ongoing precinct projects.

Through the work of the Holladay District Public Safety Committee, the Lloyd Center/Holladay District was assigned the first **community-based prosecutor** who continues to work closely with precinct personnel and community members. The group, made up of representatives from business, neighborhoods and police, has helped in the removal of illegal transient camps, reorganized private security radio systems and coordinated district officers, the district attorney and security guards to reduce thefts from cars.



A federal grant helped create a team to work on victim assistance and crime prevention for Portland's Asian communities with the Gang Enforcement Team. Asian Gang Detail Sgt. Larry Ratcliff (right) stands with his team of Kao Chin, Mitchell Phan and Doan Thaoanh.

Creating ways citizens and employees can be part of community policing

"Their number one message to police and city leaders: We want more police visibility and closer communication between neighborhood police officers and citizens."

Community policing requires that citizens take an active role in determining what services they need and that employees take an active role in determining how those needs can be met — that is the message behind the goal of empowerment. Throughout the implementation process, the Bureau and the community created several opportunities to listen to each other.

Created in late 1990, the **Chiefs Forum** finished its first full year of operation in 1991. The 25-member advisory group, with members representing business, neighborhoods, City Council, the police and the community at large, advises the Police Chief on issues ranging from drug enforcement policies and use of Pepper Mace to recruitment practices and diversity goals. In addition, the group continues to assist the Bureau in seeking appropriate funding and resources to provide services the community requests.

With guidance from the Chiefs Forum and Neighborhood Crime Prevention, the Bureau conducted a

citywide **Workshop on Community Policing** in May 1991 to hear what citizens had to say about what they wanted police to do in their neighborhoods and what strategies were working on their crime and livability problems. About 250 people participated in the workshop and turned in surveys asking for more specific information. Their number one message to police and city leaders: We want more police visibility and closer communication between neighborhood police officers and citizens.

Improving that visibility and communication were the goals behind creating **Community Contact Offices** or storefront police facilities that officers can use to write reports and meet with neighbors. Each precinct now has access to at least three contact offices.



Chief's Forum member Steve Moskowitz facilitates a discussion group at a workshop on community policing.



Small group discussions were useful in gaining insights on community priorities for police services. Capt. Roy Kindrick, a Chiefs Forum member, leads a group at a workshop on community policing.

Contact offices and neighborhood liaison officers help the Bureau keep track of individual neighborhood needs, and through the **neighborhood-based patrol project**, neighborhood and police representatives are meeting to establish responsibilities of a liaison officer, boundaries that match more closely with existing neighborhood boundaries and formulas for allocating personnel based on neighborhood profiles of crime and livability issues.

Creating a police force that not only responds to community needs but is made up of groups representing the entire community is the goal of many **recruitment** activities for the agency and community. The Personnel Division realigned its recruitment efforts to concentrate on bringing in women applicants and applicants from the African-American, Native American, Asian and Hispanic communities.

Turning to the internal side of empowerment, police employees also began creating ways they could have more of a say in determining their work environment. North and Central precincts started a trend of asking shifts to **realign work hours** to meet service needs. North Precinct also started its **employee of the month** award which comes with the prize of having a parking space near the building entrance.

The task of keeping everyone in the agency informed of the progress and projects of community policing fell to the **Comments & Notes** newsletter published once every two weeks. Comments & Notes contains news from different precincts and divisions and a regular update from the Chief.



Personnel officers pose with other Bureau staff to prepare a recruitment poster. Public Information Officer Sgt. Derrick Foxworth; Officers Lori Smith-Dyer, Linda Johnson, and Harry Jackson; and Sgt. Ray Tercek help showcase the Bureau.

Creating innovative approaches to solving problems

"The group formed the 122nd Avenue Citizens Patrol, which swore out traffic complaints against repeat offenders, dramatically reducing noise and complaints."

With community policing, officers can add problem-solving to traditional law enforcement techniques. With problem-solving, officers and other police personnel can work with citizens and other agencies to find solutions to long-standing neighborhood crime and livability problems.

And there is no lack of creativity when it comes to thinking up solutions. From the classic example of neighbors who got an agreement from the Parks Bureau to turn up the sprinklers at night to deter drug dealers in parks to new examples of selective street closures to deter cruisers or "No Parking" signs to prevent street parties, Portlanders showed a great deal of courage and innovation to work on their problems.

The **Neighborhood Liaison Officer** program, created in North Precinct in 1990, does a great deal to encourage problem solving by assigning an officer to work with a particular neighborhood and follow the issues of the neighborhood, business and civic organizations



Central Precinct Officer Haven Baxter takes special pen in hand to add his signature to the Washington Park Partnership Agreement. Neighbors West/Northwest Crime Prevention Specialist Lisa Horne (far left) and Sgt. Steve Smith (right) are also ready to sign.

within those boundaries. East and Central precinct soon followed suit. Neighbors like the program because they get to know the officer; officers like the idea because they get to know the area better and they are more appreciated. Neighbors frequently call the officer, "our officer."

Officers were trained in the use of the SARA problem-solving method (Survey, Analyze, Respond, Assess) and were given Community Policing **Partnership Agreements** to use. In the Partnership Agreement, all the parties affected by a particular problem commit to specific actions to alleviate the problem.

- For drug problems at **Washington Park**, Central Precinct, Neighbors West/Northwest and representatives from parks and the zoo gathered to conclude their partnership agreement in an official signing ceremony. To reduce the problems of drug dealing, vandalism and car prowls, this coalition organized neighborhood foot patrols, park exclusions for drug dealers, enhanced police details, case management by the District Attorney's Office, park cleanups and tours promoting use of the park. Crime reports declined dramatically.

- For **Broadway cruising** problems, Central Precinct, the Downtown Community Association and downtown business leaders applied selective street closures in their agreement. Noise, vandalism, public drinking and street violence were reduced through tactical closures of Broadway, Morrison and Yamhill streets.



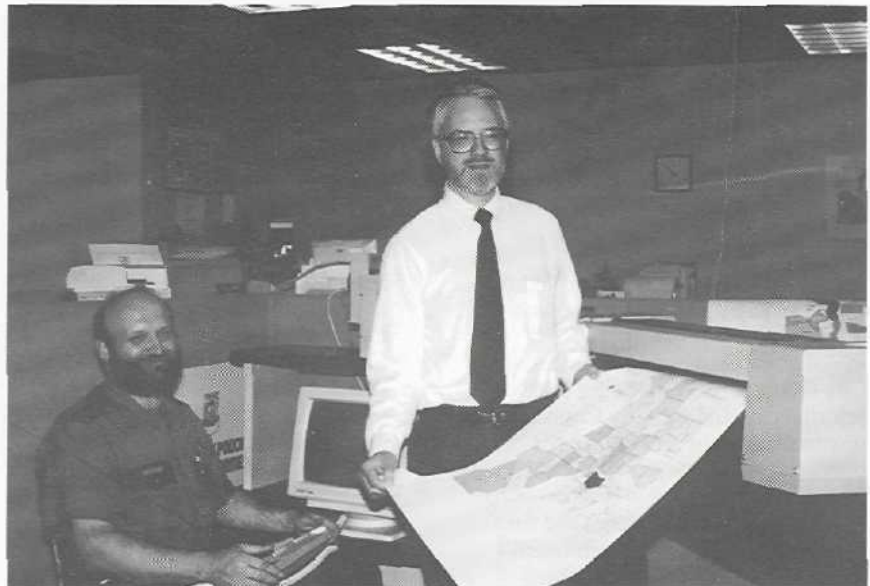
The Washington Park Partnership Agreement brought together community, agency and police representatives to work out solutions to chronic problems. Neighbors West/Northwest Crime Prevention Specialist Lisa Horne holds the agreement, with Officer Bill Colder and Sgt. Bob Baxter at left and Officer Haven Baxter and Sgt. Steve Smith at right.

Creating innovative approaches to solving problems

"Together they were able to reduce police calls for service by more than half by restricting parking at night, installing barriers and increasing patrol."

• **In Operation Target**, North Precinct, Northeast Neighborhoods, Reserve Officers and community leaders who contributed to the North-Northeast Rescue Plan began with a community survey to find almost 100 problem areas to address. These organizations, together with the Bureau of Buildings, Housing Authority of Portland, Oregon Liquor Control Commission, Drug and Vice Division and the Parks Bureau, endorsed an agreement to use aggressive strategies to close down drug houses in the target area. By the end of 1991, almost all of the cases were resolved, and Operation Target II was created.

• For **Marine Drive**, East Precinct, East Portland Neighbors and representatives from Multnomah County Parks, the Bureau of Transportation, the Port of Portland and the Federal Weather Service created an agreement to alleviate large juvenile parties and associated problems of vandalism, underage drinking, drunk driving, assaults and gang activity. Together they were able to reduce police calls for service



Mapping chronic call locations prove to be a useful tool in problem-solving. Community Policing Support Division Officer Dick Karman and Public Safety Analyst Steve Beedle test the new equipment.

by more than half by restricting parking at night, installing barriers and increasing patrol.

• Along **122nd Avenue**, cruising and its related crimes of vandalism, noise and drug and alcohol abuse, became a priority for the Cruising Task Force made up of representatives from police, neighborhood associations, business associations and private security

companies. The group formed the 122nd Avenue Citizens Patrol, which swore out traffic complaints against repeat offenders, dramatically reducing noise and complaints.

Problem-solving agreements and strategies rely not only on close cooperation between the police and citizens, but also between district officers and other Bureau resources. Expanding those capabilities resulted in a pilot project for a **precinct team of detectives** which works out of East Precinct. This gives officers more access to crime information for neighborhood-specific trends and allows detectives to work closer with officers and citizens in gathering information and solving cases.

Information and support are also supplied by the newly renamed **Community Policing Support Division** which provides mapping information, crime analysis, information and referral, statistics on chronic call locations and specialized crime prevention services such as Block Homes, WomenStrength self-defense classes, Telephone Reassurance Program, street safety trainings, engraver loan program through libraries, Victim Callback and the Senior Locks Program which makes free locks available to low-income seniors who want better security in their homes.



Visibility at key community functions is a strategy used by Gang Enforcement Team members in their mission to prevent and suppress gang activity. GET Officers Andrew Kirkland and Greg Duvic visit with residents at Piedmont Pride Day.

Meeting the goals set for community policing

"Through the Chiefs Forum, which includes members appointed by the Council, local officials are kept informed and involved in Bureau policy development."

The Police Bureau is responsible to the community for providing appropriate services and the community is responsible for getting involved in helping solve its own problems.

The Bureau is responsible to the City Council for responding to the priorities set and the City Council is responsible to the Bureau for providing adequate resources to meet those priorities.

Employees are responsible for following through on commitments made to the public or co-workers and Bureau managers are responsible for helping employees do their job. These are some of the examples of mutual accountability community policing sets out to achieve.

Accountability has been fostered through several means and is described in the Community Policing **Attributes and Success Factors** adopted by City Council in 1991. The attributes describe qualities the Bureau is achieving such as "Community drives priori-

ties," "Performance is evaluated" and "Recruitment and hiring reflect community" and the success factors describe what the Bureau will be like when it has achieved them such as "Officer safety," "Job satisfaction" and "Community-neighborhood livability."

The Attributes and Success Factors were adopted as part of an annual **Report to City Council** on community policing. The report also included recommendations from the Chiefs Forum asking the Council to support increased staffing levels, support efficiencies and continue its support of community policing. Through the Chiefs Forum, which includes members appointed by the Council, local officials are kept informed and involved in Bureau policy development.

The Forum and other citizen committees working with the police such as the Precinct Advisory Councils and the Bureau Advisory Committee, serve to help the agency adopt **community priorities** in its service delivery. This is also accomplished through the use of community workshops and surveys conducted periodically.

These priorities are reflected in the programs of the Bureau and budget accountability will be



Assistant Chief Wayne Niman, Mothers Against Drunk Driving representative Marie Brown, Asset Forfeiture Sgt. Roger Hediger, Portland Mayor I.E. Bud Clark and anti-prostitution activist Andy Anderson take part in the grand opening of Seizure World, a facility to store vehicles seized for prostitution or driving while suspended/drunken driving.

monitored through a multi-year plan, started in 1991, to shift from a line-item budget to a **program-based budget**. Program budgeting allows police, citizens and elected officials to determine the costs of current programs, to project future costs and human resource requirements and to establish more accountability for taxpayer dollars.

Internally, to promote better accountability between employees, the Bureau provided **training** to all personnel in what is expected of them under the community policing model. From clerks to detectives to identification technicians to sergeants, all employees have been informed of what is expected of them and what they can expect from others.

Holding employees responsible for goals like efficiency and service is one matter; responsibility for holding the Chief accountable for commitments made fell to the **Chiefs Advisory Committees** reactivated in late 1990. Non-sworn, Supervisors, Officers, Commanders and Investigators gather with the Chief periodically to develop mutual problem-solving strategies.

The need for all employees to be accountable to the community and to each other led to research being completed for a **personnel performance evaluation system** that allows Bureau supervisors and managers the opportunity to evaluate and support employees. This system would also fulfill the transition plan strategies to "create methods for improving internal information, suggestions and feedback."



Records Police Data Technician Harriet Sheets assists officers, attorneys and the public in obtaining crime reports and other records.

Training and rewarding people for community policing

"It states that the employees in the Bureau will work to make it a model of equal opportunity for all"

Helping employees gain the skills to help serve people better and rewarding employees and citizens when accomplishments are achieved are the strategies emphasized in the goal of service orientation.

Just as private businesses work to identify customers' needs and improve ways to meet those needs, public entities like the Police Bureau are discovering that service orientation is a good foundation to sound management practices.

In-service **training** was expanded from firearms, vehicles and felony stops to problem-solving, community meetings and cultural diversity. Training offered to all employees, both sworn and non-sworn, increased, as did training for specialized groups such as Field Training Officers, telephone personnel and managers. Training varied from a traditional classroom atmosphere to "spend an hour with the Chief sessions to discuss community policing philosophy and current events.

As part of training, all employees became familiar with the

diversity goals in the Human Goals statement created and adopted in 1991. It states that the employees in the Bureau will work to make it a "model of equal opportunity for all" and will "provide the opportunity for everyone to rise to as high a level of responsibility and interest as desired, dependent only on that individual's talent, diligence and commitment."

That talent, diligence and commitment will also be rewarded, as a method of encouraging outstanding performance and serving the agency's internal customers. Rewards went for outstanding



Members of the Piedmont Neighborhood Association Foot Patrol are pleased with the Neighborhood Crime Prevention outstanding service award for Piedmont Neighborhood Liaison Officer Len Braithwait.



Officers Margaret Crump and Sue Kahui enjoy a break during in-service training between an hour with the Chief and panel of precinct personnel discussing community policing roles and responsibilities.



Police Chief Tom Potter presents the National Guard service award the Bureau received to Bureau Officer Paul Jensen, Reserve Lt. Danny Rowley, Reserve Officers Matt Wagenknecht and Joe Kaney and Bureau Officer John Thomas.

community service, both on a local and national scale:

- The Neighborhood Crime Prevention program every year honors about one dozen **outstanding law enforcement personnel** in a City Council ceremony. In 1991, Portland Police Bureau honorees were Officers Haven Baxter, Len Braithwait, Jonathon Cox, William Field, Eric Hendricks, Dan Jensen, Herschel Lange, L.D. Smith and Brian Whalen and Sergeants Bob Baxter and Beth Mulvihill. The officers and sergeants were honored for their problem-solving efforts and their ability to exemplify the spirit of community policing.

- Bureau officers in the National Guard who served in **Operation Desert Storm** were honored and thanked by the Chief for their outstanding service, and the Bureau received an award for supporting the Bureau and Reserve officers serving overseas. They were Bureau Officers Paul Jensen, Ed Lock and John Thomas, Detective Dave Simpson, Reserve Officers Joe Kaney and Matt Wagenknecht, Reserve Lt. Danny Rowley and then-Reserve officer now Bureau Officer Doug Gunderson.

Another project is underway to reward people for their efforts at community policing. The **Awards Committee** has been restructured to include both Bureau and community members and will confer the Medal of Valor, the Police Star, the Meritorious Service Medal for Valor, the Distinguished Service Medal, the Commendation Medal, the Unit Commendation Award and the Physical Achievement Award in 1992.

Community Contact locations

Phone numbers for police, neighborhood crime prevention and other community contact agencies are listed on the backpage of this brochure.

