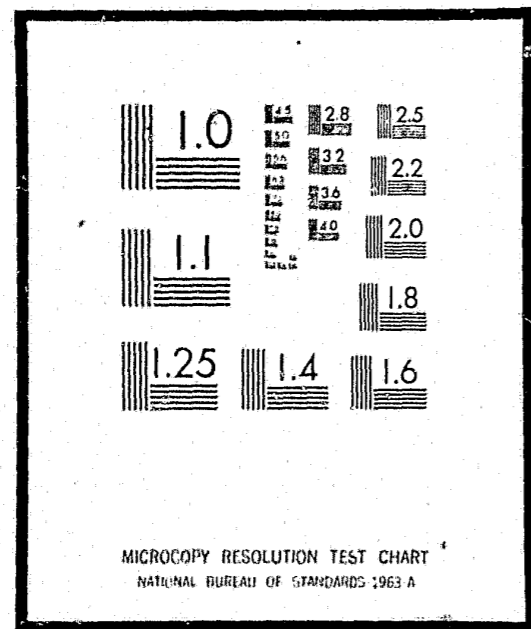


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U.S. DEPARTMENT OF JUSTICE  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE  
WASHINGTON, D.C. 20531

Date filmed

4/27/76

## REPORTS OF THE SUBCOMMITTEES

April 1974

### Police Consolidation Project

John E. Angell  
Director

Steven A. Egger  
Police Systems Specialist

Fontaine Hagedorn  
Community Coordinator

Recommendations and opinions stated herein are those of the subcommittees and do not necessarily reflect the views of the Police Consolidation Project. The Police Consolidation Project was supported by Oregon Law Enforcement Council Action Grants 72 A2.2 and 73 A 2.21.

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Yaden/Associates

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Joyce Coxeff  
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# PREFACE

## THE POLICE CONSOLIDATION PROJECT

In 1968, the Oregon State Legislature referred to the voters a ballot measure which amended the State Constitution to allow consolidation of city-county governments in counties having over 300,000 residents. (Multnomah County, containing Portland, is the only county meeting this requirement.) The measure passed state-wide by a margin of 4 to 3 and within Multnomah County by a margin of 2 to 1. In 1971, the State Legislature enacted enabling legislation which provided that consolidation of Portland and Multnomah County would require the affirmative vote of voters in both Portland and Multnomah County. The voters in each of the five smaller cities in the county could decide if they wished to have their towns join the consolidation.

This act also provided for the appointment of an eleven member City-County Charter Commission to draft a charter. The commission began its work in November, 1971. In November, 1973, the commission submitted its proposed charter for a decision of the voters on May 28, 1974.

Local governmental officials recognized that, should consolidation be approved, merging local police agencies would be a delicate and complex task. Many believed that even if the governments themselves were not consolidated, merging selected police functions would eliminate duplication, promote efficiency, and reduce costs. Realizing that money was available from the Department of Justice's Law Enforcement Assistance Administration to aid local police improvement programs, city officials asked local city-county criminal justice planners to prepare a grant application. This application was subsequently approved.

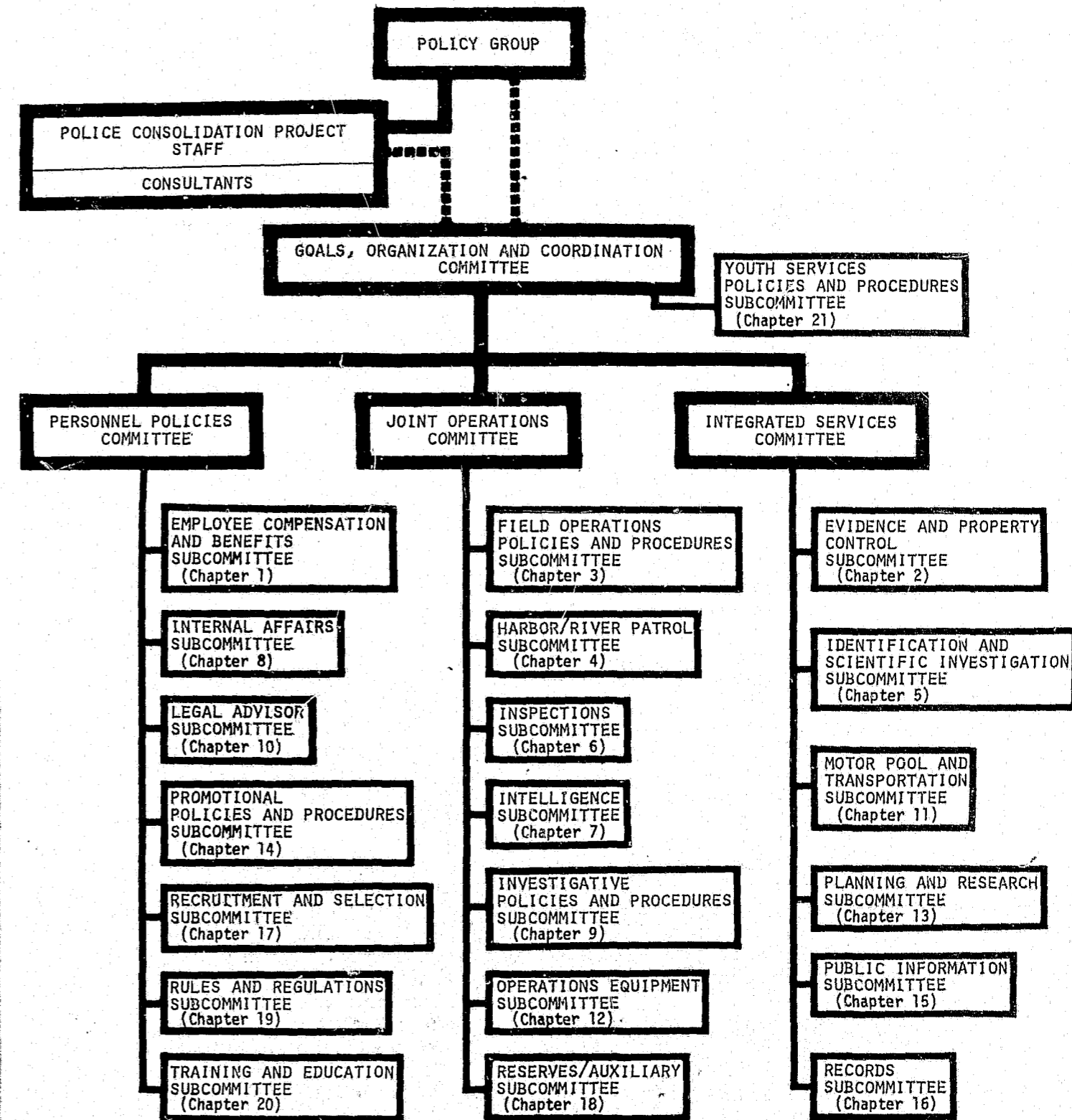
The police consolidation grant was funded to run from March, 1972 to April, 1975. The project director was appointed in July, 1973 and immediately began to coordinate existing police planning efforts, select a staff, and implement an extensive participatory planning model.

The goal of the Police Consolidation Project was not merely to lump together existing police agencies, but rather to develop an entirely new agency which would be responsive to community needs, cognizant of citizen rights, considerate of employee needs, highly efficient and effective, yet flexible enough to adapt to changing priorities to meet the long term police service requirements of Multnomah County. Specific objectives of the project were to organize a participatory planning model, conduct an organizational inventory of all police agencies in Multnomah County, conduct an inventory of police services and police clients, define the legal parameters of police operations, design a police personnel and operations system, initiate merger of selected police supporting services, and, depending on the vote on consolidation, initiate implementation of a consolidated police agency.

The magnitude of the project becomes apparent when one realizes that police agencies in Multnomah County employ more than a third of all local Oregon law enforcement personnel and expend nearly half of all local law enforcement money. Nationally, fewer than ten metropolitan police agencies have been established through consolidation. Never before has such extensive planning been conducted in anticipation of possible consolidation of police functions. The Police Consolidation Project is further distinguished by an extensive participatory planning model allowing employees at all levels of the police organizations and local citizens to become involved in the planning process. It is hoped that the knowledge gained through this planning process will benefit other jurisdictions planning for police consolidation. It is in this hope that this and other Police Consolidation Project reports are published.

#### THE SUBCOMMITTEES

At the heart of the participatory planning model were twenty-one subcommittees. The organization chart on the opposite page shows the relationship of the subcommittees to the rest of the planning model. Each of the subcommittees was established to study and make recommendations about a specific area of the police function. Except for the Youth Services Policies and Procedures Subcommittee, each subcommittee reported to one of the parent committees: Personnel Policies Committee, Joint Operations Committee, or Integrated Services Committee.



These committees forwarded work products from the subcommittees to the Goals, Organization and Coordination Committee.

The Goals, Organization and Coordination Committee was chaired by a Multnomah County Division of Public Safety captain (after the resignation of a Portland Police Bureau captain); vice chaired by a Portland Police Bureau captain; and was composed of three police bureau members, three division of public safety members, two police union representatives, the chief of the Gresham Police Department, and two local citizens. It was the responsibility of this committee to establish objectives and deadlines for the subcommittees; to coordinate, review and assess the work of the subcommittees; to review other projects and planning activities which were related to police consolidation planning; and to prepare recommendations and alternatives for presentation to the Policy Group.

The Policy Group consisted of the mayor of Portland, a Multnomah County commissioner, the chief of the Portland Police Bureau, the director of the Multnomah County Division of Public Safety, the president of the Portland Police Association, the president of the Multnomah County Police Union, and community leaders. This group was established to decide the value and acceptability of the various recommended alternatives.

As the lists of subcommittee membership contained in this volume indicate, a wide variety of people was involved in the planning process -- line officers, police supervisors, police managers, police union representatives, governmental officials, educators, clergy, and businessmen. This participatory planning process required large amounts of the participants' time. The benefits, however, were apparent. First, information was developed by those people having firsthand knowledge of the areas being studied. Second, employees and citizens learned about the functioning of the police agencies and the problems they face. Third, the mutual contact between the diversified participants fostered enduring patterns of cooperation. Fourth, the process reassured employees and citizens that an effort was being made to solve the problems with which they were familiar and that their interests would not be ignored in the reorganization. Fifth, by involvement in the decision making process, resistance to change was reduced. Sixth, primary responsibility for improving the police agencies was given to those people most affected.

The Goals, Organization and Coordination Committee sent a list of objectives (reproduced herein at the first of each chapter) to each subcommittee along with the following recommended rules of operation.

1. General meetings will be held on a periodic basis and will be open to any interested person.
2. Special meetings will be called as needed.
3. Guests will be asked to participate when their special expertise is needed.
4. First names will be used in meetings. Minutes will not reflect rank or agency.
5. Decisions will be arrived at by consensus rather than formal vote whenever possible. A formal vote may be called for by any member.
6. Minutes will be taken of all meetings held by the subcommittees and copies will be mailed to membership, the Police Consolidation Project staff, and others who may request copies.
7. Subcommittee activities will be documented.
8. Subcommittees will provide their parent committee with information, advice and documents that may be requested.
9. Subcommittees will submit all their reports to their parent committee with a copy to the Police Consolidation Project staff.
10. Subcommittee membership will consist of at least one patrolman and one deputy sheriff whenever possible.
11. Subcommittee membership will normally be of equal representation of city and county employees.
12. Periodic progress reports (at least monthly) of the subcommittee's activities will be submitted to the parent committee and the Police Consolidation Project staff.

13. Whenever possible meetings will be held on-duty. Special effort must be made to facilitate representation from officers working afternoon and midnight shifts.
14. The first task of the subcommittees following their formation will be to develop a study plan for the accomplishment of established objectives to include the resources that will be required in the completion of tasks.
15. All employees (sworn and nonsworn) should be asked to participate in subcommittee activities either as a member or a resource person. Meetings of subcommittees should, therefore, be held to accommodate employee input.
16. Citizen participation in subcommittee activities should be solicited when deemed appropriate and coordinated through the Police Consolidation Project staff.

The Police Consolidation Project staff would like to thank the members of the subcommittees for the time and effort expended in study and in formulation of their reports. We believe that, regardless of the upcoming decision of the voters on whether to consolidate city and county governments, the information contained in this volume will prove equally as valuable in improving police services to the citizens of Multnomah County.

Police Consolidation Project Staff  
April 29, 1974

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CHAPTER 1

REPORT

of the

EMPLOYEE COMPENSATION  
AND BENEFITS

SUBCOMMITTEE

## SUBCOMMITTEE MEMBERSHIP

### CHAIRMAN

Robert G. Skipper (Sergeant), Vice, MCSO

### MEMBERS

Robert Andrews (Communications Officer), Radio, PPB

Gerald Nyberg (Deputy), District Patrol, MCSO

Donald Pfannenstiel (Deputy), District Patrol, MCSO

Doris Rees (Clerk), Records, PPB

Larry Rosson (Patrolman), Central Precinct, PPB

Candice Webber (Clerk), Records, MCSO

## SUBCOMMITTEE MEETING SCHEDULE

January 24, 1974	3:00 P.M.
January 29, 1974	3:00 P.M.
February 5, 1974	3:00 P.M.
February 12, 1974	3:00 P.M.
February 19, 1974	3:00 P.M.
February 26, 1974	3:00 P.M.
March 5, 1974	3:00 P.M.
March 12, 1974	3:00 P.M.
March 19, 1974	3:00 P.M.



## SUBCOMMITTEE OBJECTIVES

1. The current compensation and benefits for sworn and non-sworn personnel of each organization must be identified and described.
2. A comparative analysis of similarities and differences is required.
3. Areas of immediate concern to either organization must be identified.
4. Problem areas which must be addressed prior to consolidation must be identified.
5. Recommendations as to the unification of employee compensation and benefits for sworn and non-sworn personnel must be developed.
6. Implementation plans for alternative recommendations must be developed.
7. Determine differences between investigative positions in the city and investigative sergeants in the county.
8. Determine differences between identification technician in the county and identification officer in the city.

## SUBCOMMITTEE REPORT

The Subcommittee for Employee Compensation and Benefits was given the following objectives, numbering one through eight, and is recommending the following action:

- I. The current compensation and benefits for sworn and non-sworn personnel of each organization must be identified and described.

This information is largely found in the labor contracts in the five separate labor organizations, between (1) the City of Portland and the Portland Police Association; (2) Multnomah County and Multnomah County Police Union Local 117; (3) the City of Portland and City Employees Local 189; (4) Multnomah County and Multnomah County Employees Local 88; and (5) Multnomah County and the Multnomah County Corrections Officers Local 1940.

With the exception of City Employees Local 189, all of the contracts expire June 31, 1975. Local 189 expires June 31, 1974, and they are presently in the process of negotiating their 1974-75 fiscal year.

Benefits not referred to in the labor contracts are the retirement systems for each labor organization. However, this matter has been dealt with in the charter wherein the charter provides that the members will enjoy their present benefits and that a retirement plan will be formulated in the first twenty-four months of the new government for all employees.

- II. A comparative analysis of similarities and differences is required.

The subcommittee has made a comparison of the language of the two contracts and finds the level of benefits and areas of employee protection to be very comparable. The subcommittee is recommending that each employee member continue to be covered by his own labor organization contract until expiration June 1975. Should, for some reason because of consolidation, the language not apply, the employee should be afforded the benefits of his or her counterpart.

- III. Areas of immediate concern to either organization must be identified.

Seniority Seniority in each pay grade within the city or county governments should be transferred to the new city-county government. In each job classification there would be only one seniority roster with all employees listed by date of original employment with the city and/or the county.

Unions and Associations If the charter passes, it is recommended that unions hold elections to determine by total majority vote who the union officers shall be of the combined police unions and non-sworn union officers. Further, because of the affiliation of the Multnomah County Police Union with AFSCME, at the time of election of union officers of the sworn personnel, there should be a ballot whether to be independent (such as Portland Police Association) or affiliated with AFSCME and AFL-CIO (as is the Multnomah County Police Local 117).

- IV. Problem areas which must be addressed prior to consolidation must be identified.

Promotions The subcommittee recommends that promotions continue to be made from existing promotional lists until the December 15, 1974 deadline, filling only vacant positions within the respective departments. There is expected to be a void period after December 15, 1974 wherein there will be a waiting period in getting new examinations set up and taken by all employees of the new government.

- V. Recommendations as to the unification of employee compensation and benefits for sworn and non-sworn personnel must be developed.

The subcommittee recommends as under objective II above that each employee at present remain under his existing contract. On passage of the charter the time would be appropriate for each combined employee group union to rewrite a combined contract using the existing contract language and benefits as a high and a low point for unified contracts, thus giving them a point from which to negotiate the fiscal year 1975-76.

- VI. Implementation plans for alternative recommendations must be developed.

No recommendation.

- VII. Determine differences between investigative positions in the city and investigative sergeants in the county.

The subcommittee is recommending that all personnel with the city or the county who took either a detective or sergeant promotional examination be reclassified as detective/sergeant and that their seniority run from the date of appointment as sergeant or detective. This will allow a great deal more mobility of the individuals involved for both the benefit of the individual and the new police department. The county presently uses deputy sheriffs (uniform personnel assigned to work plain clothes) in detectives. This too allows more mobility for the individual and the new department.

- VIII. Determine differences between identification technician in the county and identification officer in the city.

The subcommittee recommends that the position of scientific investigator and identification technician be reclassified to a single classification and receive the pay grade of the Portland Police Bureau identification technician.

CHAPTER 2

REPORT

of the

EVIDENCE AND PROPERTY

CONTROL

SUBCOMMITTEE

## SUBCOMMITTEE MEMBERSHIP

### CHAIRMAN - Resigned

Harold Gowing (Lieutenant), Detectives, PPB

### CHAIRMAN

Robert Hamilton (Lieutenant),  
Scientific Investigation, MCSO

### VIC. CHAIRMAN

Michael Pigott (Operations Analyst),  
Fiscal Administration, PPB

### MEMBERS

Lewis Rice (Deputy), Scientific Investigation, MCSO

Robert Scheideman (Sergeant Specialist),  
Detectives, PPB

Richard Winslow (Sergeant), Scientific  
Investigation, MCSO

### WORK GROUP MEMBERS

Kenneth Amos (Patrolman), North Precinct, PPB

Donald Dimmoff (Detective), Detectives, PPB

Richard Jeffcott (Deputy), District Patrol, MCSO

Daniel Lambert (Sergeant), Detectives, MCSO

Larry Neville (Patrolman Specialist),  
Planning and Research, PPB

James Pierce (Sergeant), Detectives, MCSO

## SUBCOMMITTEE MEETING SCHEDULE

January 24, 1974 1:00 P.M.

February 14, 1974 1:00 P.M.

March 29, 1974 11:00 A.M.

## SUBCOMMITTEE OBJECTIVES

1. The role and functions of evidence and property control activities should be developed.
2. The current role and functions of evidence and property control sections of both agencies must be identified.
3. A comparative analysis regarding the differences and similarities of each agency's evidence and property control section is required.
4. Functions which could be added or eliminated/transferred must be identified.
5. Public access to property control (lost and found) should be examined.
6. Alternative recommendations as to the physical merger, consolidation, and/or co-location of evidence and property control must be developed with sufficient documentation.
7. Implementation plans for alternative recommendations must be developed.

## COVER LETTER

April 5, 1974

Mr. Hal Gowing  
Chairman  
Integrated Services Committee  
City-County Police Consolidation Project

Sir:

Herewith is presented the report of the Evidence and Property Control Subcommittee. The report responds to each of the objectives presented by the Integrated Services Committee to the subcommittee.

The subcommittee, in the discharge of its responsibilities, has utilized information obtained from other organizations, subgroup investigation, personnel investigation, and regular meetings totaling 100 manhours of work.

The subcommittee wishes to thank the Integrated Services Committee for the opportunity to serve the community in this manner and for the professional leadership under which the subcommittee has been privileged to act. The subcommittee hopes that the same spirit can be permeated throughout all of these functions, to accomplish a sure foundation for improved service to the community.

Respectfully,

Lt. Bob Hamilton  
Chairman  
Evidence and Property Control  
Subcommittee

## SUBCOMMITTEE REPORT

### C R E D I T S

The successful outcome of this subcommittee's efforts in reviewing, analyzing, researching and conceptualizing the ideas and goals of effective and efficient handling of evidence and property which becomes the custody of the law enforcement agencies is directly related to the activities of those involved. It is appropriate to acknowledge these persons who have contributed to the response to the objectives, and commend them for their efforts in their completion.

### STATEMENT OF THE PROBLEM

The need is evident for an improved property system in the Multnomah County Sheriff's Office and the Portland Police Bureau. While both governmental departments have the same roles and functions in this area, the operation, responsibility, and storage facilities vary considerably.

The primary interest of both departments is the proper and safe keeping of physical evidence and/or property that is moved from the source, direct or through a crime laboratory, to the storage facility. With regards to evidence, which can be of high value or be perishable, it is the responsibility of the city/county agency to have such evidence available for court on demand (often after long periods of time) and to maintain the chain of evidence.

Other property, which may have been lost, found, or belonging to prisoners, may also be valuable or perishable and must be securely retained until final return to the owner or until it is disposed of by law.

The importance of this service function, to assist in the total police role, cannot be overemphasized.

### STATEMENT OF GOALS

1. To prepare for a partial or complete city/county consolidation of the evidence and property control functions.
2. To upgrade the service function to best meet the needs of the community, present governmental departments, and/or a consolidated agency, presently and in the future.

THE OBJECTIVES PRESENTED BY THE INTEGRATED  
SERVICES COMMITTEE TO THE EVIDENCE AND  
PROPERTY CONTROL SUBCOMMITTEE

The Evidence and Property Control Subcommittee was formed and charged by the Integrated Services Committee at the January 11, 1974 meeting to respond to the outlined objectives.

The subcommittee met regularly to address itself to each of these objectives and to promote alternatives for consideration. Additionally, to accomplish the task of the mission, subcommittee work groups were formed to review the primary objectives of proposing plans which would promote the best possible unified organization.

OBJECTIVE I

THE ROLE AND FUNCTIONS OF EVIDENCE AND  
PROPERTY CONTROL ACTIVITIES SHOULD BE  
DEVELOPED

The premise adopted by all considerations of this problem is that the public, law enforcement agencies, and the courts can best be served if the control of evidence and property is vested in one organization, irrespective of city/county consolidation. The governing of control of materials and functions for preserving evidence are based almost entirely on state laws. The antecedents of record keeping are modifiable, and the relative distances are inconsequential, since both user agencies are now in the same building.

The function of evidence and property control is to receive, secure, and control all evidence and property placed in custody until it is released by property authority and includes:

1. The maintenance of records which will provide proper and complete tracking of each item.
2. The control of all items before and after trial and while awaiting appeal.
3. Assisting the public in recovery of an owner's property.
4. Providing of storage for items regarded as being held for safekeeping.
5. Providing ready access to users of evidence while maintaining the security thereof.
6. Following up on cases for disposition of evidence or property as prescribed by law.

OBJECTIVE 2

THE CURRENT ROLE AND FUNCTIONS OF EVIDENCE AND PROPERTY CONTROL SECTIONS OF BOTH AGENCIES MUST BE IDENTIFIED

The current role and function of the evidence and property control sections of both agencies are primarily the same. Both are basically charged with the receipt, storage/preservation, and final disposition of evidence and other property as directed. (Refer to "A Comparative Analysis Study.")

OBJECTIVE 3

A COMPARATIVE ANALYSIS REGARDING THE DIFFERENCES AND SIMILARITIES OF EACH AGENCY'S EVIDENCE AND PROPERTY CONTROL SECTION IS REQUIRED .

while the procedures are nearly identical, the location, staffing, and hours of operation of the storage facilities represent some differences that are shown in "A Comparative Analysis Study."

OBJECTIVE 4

FUNCTIONS WHICH COULD BE ADDED OR ELIMINATED/TRANSFERRED MUST BE IDENTIFIED

The main responsibility of evidence and property control is to receive and hold evidence for use by proper authorities. The decision as to which items are evidence is not made by property room personnel, but by other persons and organizations, such as officers, detectives, and scientific investigators.

Placing the operation of the evidence property room on a 24-hour basis would increase its utility in storing, maintaining, and dispersing specialized police equipment as may become necessary from time to time. Although incomplete at present, a study on such broadened use of the facilities is continuing.

The maintenance of property rooms by the district attorney and the courts is a redundant operation which could be eliminated by centralizing the responsibility. This would facilitate the clearance of property for disposition by allowing the evidence property room personnel to follow up on items held more than 60 days after the trial of a case.

The evidence property room should have space available for certain criminalistics work, such as fingerprint dusting or photography. This would obviate the need of transporting or removing items from the secured area.

The receipt for found property should be so constructed that sufficient information can be recorded thereon and entered into the CRISS system without referring to other reports.

The facilities should consolidate all property in one area equipped with a freezer, a walk-in safe, and a closed circuit television and monitor system (if the location is removed from the users). The television could be used as a security device in addition to allowing the viewing of items without the necessity of a personal visit to the evidence property room. There should be sufficient space for gun lockers, evidence, car storage, and an examination area, as well as a maximum security area for narcotics.

OBJECTIVE 5

PUBLIC ACCESS TO PROPERTY CONTROL (LOST AND FOUND) SHOULD BE EXAMINED

The consideration of any facility should include plans for an area for public viewing of found articles without jeopardizing the security thereof, although



the priority for this should be rather low because of the relatively infrequent requests for such viewing. A glass enclosure with shelving for display would be best, but a security screen could also provide the ability to invite public viewing of found property. This would assist in the recovery and disposition of such property.

Recent changes in the state statutes provide that defendants and attorneys may examine evidence and an area must be provided which will accommodate these particular inquiries.

#### OBJECTIVE 6

ALTERNATE RECOMMENDATIONS AS TO THE PHYSICAL MERGER, CONSOLIDATION AND/OR CO-LOCATION OF EVIDENCE AND PROPERTY CONTROL MUST BE DEVELOPED WITH SUFFICIENT DOCUMENTATION

The independent studies which are submitted herewith as references contain the recommendations of the subcommittee pertaining to this charge. These recommendations are summarized as follows:

Manpower and location are the most important considerations. The subcommittee recommends that two things happen as prerequisites to all others in order to have an effective operation. Number one is location. The location of the property and evidence control area must be in a single unit and should be as close as possible to the users, the police agencies. The second prerequisite refers to manning the operation. It should operate on a 24-hour basis, allowing access to the users and the public at all times. The security of the operation is the primary concern here and service to the people involved would be secondary.

With these prerequisites understood, the consolidation of the two agencies as they now exist is highly recommended to avoid the duplication of effort. There would also be a financial impact in terms of savings, at least to the county agency, since it would release the scientific investigations personnel from the more routine and mundane tasks of property control. It is estimated these people now spend 50% to 60% of their time in the activity of property control rather than in the performance of their mission function.

If the two storekeepers in the county facility were coupled with the storekeeper personnel already available for city operations, there would be sufficient staff to implement a 24-hour operation. Therefore, in manpower function, there would be no need for an increase in cost.

The benefits of locating all evidence and property in the same area include security, availability, and reliability. These factors are investigated rather thoroughly in the reference material.

#### OBJECTIVE 7

IMPLEMENTATION PLANS FOR ALTERNATIVE RECOMMENDATIONS MUST BE DEVELOPED

A sequence is developed and proposed which will provide implementation of the above recommendations:

1. Obtaining or making available in current facilities a single location suitable for storage of at least all of the non-vehicular property. A further consideration for the location would be to have all vehicular property in the same facility as well.
2. Providing for 24-hour manning of the facility.
3. Development of a system that would provide for the preparation of all forms and the establishment of policies to be followed in the property room. This would include the proposal and submission of information relating to appropriate laws.
4. Implementing a date when all agencies would begin to come to this single source for their activities.
5. A scheduled phase-in, sometime after the implementation date, of the deactivation of the current various storage areas and providing for the systematic absorption of all property into the new system.

6. A formal audit of all records and properties currently on hand to establish a starting point at which both the agencies and the courts could have a firm basis for the operation. This would preclude any "grandfather" type excuses in cases which may come under investigation.

## S U M M A R Y

The subcommittee has now responded to all the objectives presented by the Integrated Services Committee and believes its mission has now been discharged.

The recommendations submitted herein are presented as the ideal and within the scope of a city/county consolidation. They should be considered even in the event that such consolidation is not effected. The same functions are required in property and evidence control whether performed by the city or the county. By the very nature of these functions, then, it is one of the areas which can be controlled by one agency, whether it be the county sheriff or the city. City ordinances and the laws of this state relating to such functions do not preclude any such arrangement for combining the facilities.

The recommendation stands, therefore, that the function of evidence and property control should be consolidated.

REPORT OF WORK GROUP I  
of the  
EVIDENCE AND PROPERTY CONTROL SUBCOMMITTEE

At the last meeting of this subcommittee held on February 17, 1974, where all members of Work Group I were present, Chairman Hal Gowing requested that the group leaders have the members of their particular work group submit their suggestions and ideas, compile them and submit them to him on or about 1 March 1974.

This paper complies with said request and herewith are the comments submitted by members of Work Group I who were assigned the following:

- I. EVIDENCE: Procedure and control from street to storage facility.
- II. FOUND PROPERTY: Procedure and control from street to storage facility.

MEMBERS OF WORK GROUP I

Larry Neville - PPB, Central precinct  
Dan Lambert - MCSO, Investigations Division  
Ken Amos - PPB, North Precinct  
Dick Jeffcott - MCSO, Operations Division  
Bob Hamilton - MCSO, Scientific Investigations Section (group leader)

- I. EVIDENCE: Procedure and control from street to storage facility.

DAN LAMBERT

- I. I prefer the MCSO property pick-up system, utilizing scientific investigation men to come to the scene and process and handle property. This helps avoid contamination through improper handling. I also prefer the optional system of property pick-up whereby we can transport smaller articles or property that doesn't necessarily have to be processed,

etc. This helps to take the burden off of the scientific investigation men somewhat and doesn't impose any great problem for the detectives, inasmuch as we have to come into the same facility at the end of the shift anyway.

2. I very much prefer one central storage facility for both departments, probably utilizing officers integrated from both scientific investigation sections. We would have to revise the file number system possibly, but this shouldn't present any major problem. I would also encourage the DA's office to take a more realistic attitude towards the releasing of evidence/property. Most of this property can be photographed almost immediately after recovery (with the victim/owner shown in the photo); the only possible exceptions might be homicide, rape, violent assault cases, etc.
3. The desk men at the precincts or ODH should not enter into the chain of evidence at any time; this jeopardizes any prosecutable case and only compounds the property handling problem. The less it has to be physically moved, the better and more efficient for everyone concerned.
4. I personally discourage the use of drop-spots or pick-up depots for any evidence property that might end up in the court system. If there was property found, possibly stolen, etc., that merely required disposal through contacting owners, or destruction, then pick-up depots could be utilized.
5. Property pick-up at scene by scientific investigation men relieves the officer or detectives to do a more thorough investigation as well as being available for additional calls or routine duties.

LARRY NEVILLE

1. Central facility near court house.
2. Smaller receipts, better carbons.
3. Auditing to insure the evidence hasn't been illegally removed.

KEN AMOS

1. Central and handling procedure of evidence and other forms of police controlled property should be separate.
  2. To preserve the chain of evidence and avoid embarrassment in court, it should remain with investigating officer (or officer in charge) from scene to storage facility.
  3. Evidence storage facility should be:
    - a. Separate from other property.
    - b. Large enough to accommodate the need.
    - c. Located conveniently to court, district attorney and follow-up personnel (at least within walking distance of court).
    - d. Keeping of sufficient records to protect security should be the responsibility of both the investigating officer and property control personnel and should be tight.
  4. A study should be conducted into possible short-cuts in holding large quantities of evidence for court (such as samplings, photos, etc.).
11. FOUND PROPERTY: Procedure and control from street to storage facility.

DAN LAMBERT

1. Property depots (as few as possible) could be utilized for general "found" property, excluding actual important evidence property.
2. Vehicle processing: Same as #2 above (paragraph 2 under section I - Evidence) centralized, equipped for efficient and thorough processing of vehicles.

LARRY NEVILLE

1. Less paper work, log book in lieu of receipt.
2. Storage facilities at each precinct with daily pick-up by property control.

KEN AMOS

1. Control and handling procedure of found property (and other forms) should be separate of evidence.
2. Since found and other property does not entail legal preservation, handling by officers may be kept to minimum (such as depots located about the city and the county, lockers at precincts, or pick-up on street by property control officers).
3. Central storage facility should be:
  - a. Separate of evidence.
  - b. Large enough to meet the need.
  - c. Centrally located for property control officers and the public.
4. Sufficient records should be kept to protect property security and officer's interest.

A  
COMPARATIVE ANALYSIS STUDY

by  
SERGEANT SCHEIDEMAN and SERGEANT WINSLOW

**THE PROBLEM** To ascertain the differences, if any, between city and county methods of handling evidence and other types of property. To undertake a feasibility study pertaining to said methods between the two governmental departments.

**THE GOAL** To become aware of merger/consolidation factors as related to evidence and property control phases of the two.

**THE OBJECTIVES** To point out the operational consistencies and inconsistencies of their respective functions.

**THE INDICATORS** To compare areas such as personnel, locations, facilities, etc.

**THE DESCRIPTION** Both the City of Portland and the County of Multnomah law enforcement departments are actively engaged in property handling (evidence and other) which is inherent to their profession. Property control becomes an integral part of their respective operations.

**THE ANALYSIS** To be presented in a comparative outline form containing pertinent data and commentary.

1. **Source** Both departments share in the same basic source of property. Evidence property received from and/or related to a crime or crime scene. This type of property most usually flows via sworn personnel, maintaining the evidence chain, into a temporary retention facility. Other properties such as found, protective custody, etc., usually come under departmental control via the same method. Some of the exceptions are listed below:

Evidence and Property Control

CITY

sworn personnel - all  
non-sworn personnel  
- two or three lab  
technicians

COUNTY

sworn personnel - all  
non-sworn personnel  
- corrections officers  
- animal control  
- court (orders)

- II. **Storage Facilities** Listed below are the actual storage facility locations for the city and the county. Of importance is that the city has only four, three or which are in the same building and the fourth within one mile. The county, however, has six locations, none of which is in the same building, and they cover a distance of 15 miles. As shown below, one of the county locations is in the same building containing the three city locations.

CITY

SW 2 & Oak, 1st floor  
- temporary storage while  
processing evidence

SW 2 & Oak, basement  
- property  
- evidence  
- bicycles

SW 2 & Oak, fifth floor  
- property  
- evidence

SW 17 & Madison  
- evidence vehicles

COUNTY

SW 2 & Oak, 4th floor  
- temporary storage,  
processing evidence  
- permanent storage of  
valuables

court house, basement  
- evidence  
- sale pending

Burnside Bridge, under  
west end  
- evidence

NE 245 & Halsey  
- evidence vehicles

NE 245 & Halsey  
- found bicycles

SE 11 & Belmont  
- evidence

III. Hours of Operation The major differences of any consequence are that the city does have some 24 hours a day, 7 days per week facilities; the county does not. (Staffed with personnel at site.)

<u>CITY</u>	<u>COUNTY</u>
SW 2 & Oak, 1st floor - 24 hours a day 7 days a week	SW 2 & Oak, 4th floor - 24 hours a day 7 days a week
SW 2 & Oak, basement - 8 am to midnight, Monday through Friday - 10 am to 6 pm, Saturday	all others not manned - S.I. personnel on call
SW 2 & Oak, 5th floor - 8 am to midnight, Monday through Friday - 10 am to 6 pm, Saturday	
SW 17th & Madison - 7 am to 11 pm 7 days a week	

IV. Storage Facilities - Personnel The city does have personnel assigned to property control; the county does not. The county does have two unfilled budgeted property custodians.

<u>CITY</u>	<u>COUNTY</u>
SW 2 & Oak, 1st floor - sworn - civilian	SW 2 & Oak, 4th floor - sworn - civilian
SW 2 & Oak, basement and fifth floor - civilian	all others not manned personnel on call
SW 17 and Madison - civilian	

V. Disposition Basically, the city and the county follow the same general concepts of property releases/disposals with some procedural differences. The extra step, normally not city involved as such, is in court order dispositions governed by statute:

"turned over to the sheriff," "the sheriff will," etc.

<u>CITY</u>	<u>COUNTY</u>
found bicycles - to owner when identified - to property control, warehouse - after holding 30 days - after holding 6 months if finder places claim	found bicycles - to owner when identified - held 30 days
all other found property - to owner when identified - to property control after holding 90 days	all other found property - to owner when identified - held 30 days
evidence - to court by source - all other evidence - hold 90 day appeal period - returned to owner on authority of detail commander - to property control on authority of detective - all money to city treasury after appeal period - to MCSO on court order	evidence - to court - all other evidence hold until release received

## FOUND PROPERTY and EVIDENCE PROPERTY

by

R. M. JEFFCOTT

From what I could gather at our joint meeting with the IWB, it was the consensus that we should plan for the ultimate and possibly settle for something less. With this in mind I submit the following:

I would like to see a central city/county "depository building." Possibly this could be a multi-purpose building, housing in the basement storage facilities for supplies needed by various departments, negating the present need for ordering from one place, picking up at another or waiting for delivery at their convenience. This building could also house the duplicating and printing facilities needed by the two departments and possibly the city/county government.

As for the property section of this facility, it would be divided into three sections or areas. One for evidence property, one for found property, and the third for property disposal. This would be staffed by bonded civilian personnel, with a sworn shift commander for each shift.

The evidence property section would be a windowless area, equipped with a burglar alarm system. Besides a general storage area there should be either lockers or a property cage device where, under certain circumstances, an officer could take property in and personally place it in a locker or portable "cage" and lock it and sign for it. Then it could be taken out for viewing, etc. and never have to be "unlocked" and signed in and out, nor would it be physically disturbed. This way it would be conceivable that an officer could bring in property connected with a crime and it would be touched by no one but himself until time for court. This area could also contain a place where property could be properly photographed if it were to be released to the owner prior to trial or were perishable or dangerous. A small lab could be included for ascertaining blood stains, narcotic testing, etc. It should also contain a freezer/refrigerator for storage of certain evidence (perishables, drug, explosives, etc.).

The found property section would contain enough storage "bins" so that property could be stored either by alphabetized or type description (purses, wallets, automotive, radio, stereo, etc.).

Property disposal would contain shredders, a suitable furnace (possibly arc) and an area where items that would be sold at auction could be stored.

The main purpose of the whole facility would be to minimize transport, handling, and provide for disposal. It should be located convenient to the courts and have parking facilities for both officers and the public. All property would be cross filed by file number, officer's name and by subject matter. There would be only one receipt necessary; it should show the complete "chain" from initial receipt to final disposal. There would be spaces for the reporting officer, SI or ID, DA, and finally the owner, disposal officer or county property custodian. When a court notice is to be sent to an officer, if property were to be used at the trial, a copy would be sent to the evidence custodian and the property would be "pulled" and ready for the officer on the day of the trial. At the conclusion of the trial, the property would be taken to the disposal section and properly disposed of; i.e., returned to owner, destroyed or sold.

In the case of found property a property inventory receipt should be sufficient, listing the property, the circumstances under which it was found, by whom, location and any other pertinent information, without the necessity of writing a property report, special, or any other form. If an officer felt that the property may have been involved in a crime then he could use his own discretion as to any other reports that should accompany the property inventory receipt.

To me, the main thought would be for simplification of reporting, storing, and disposal. I have contacted the local press and they state that they would be more than willing to cooperate in listing found items, license plates and assist in any way in seeing to it that the public would be aware of any found property. I feel that it would be necessary to have proper legislation to assist in the disposal of found property within a reasonable length of time and do away with the present need for long periods of storage.

## FINDINGS OF THE WORKGROUP

by

MIKE PIGOTT

The work group met on February 22, 1974, to present ideas which they consider the ideal for proper control of evidence and found property.

Preliminary to this meeting, I made a trip through all of the city and county control facilities and discovered what I consider some interesting facts:

1. Location  
Some locations are in close proximity to each other, but, nevertheless, the rooms are separate and, often, even the buildings.
2. Security  
The facilities are poorly secured insofar as none of them are manned 24 hours a day. Among the many features not found at all were frozen food facilities, some safekeeping methods, and weapons control items.
3. Facilities  
Of all the city/county facilities, the total square footage available is approximately 17,000 square feet, and this is divided among 15 different locations.

The above demonstrates the tremendous and virtually critical need for better evidence and property control in the city and the county.

Three criteria were examined and presented in these meetings: (1) location, (2) security, and (3) facilities. Each of these will be taken in detail and solutions presented to assist in formulating ideas and concepts which will improve the security of these sensitive items.

Location

1. Ideal: The ideal location for a facility is in the same building as the users, such as detectives, criminalistics, lab, and possibly even the courts.

2. Functional: This would be a facility located within walking distance of the users and close to the courts. It may be in a different building or a building entirely devoted to security of evidence and property control.
3. Acceptable: This facility would be within a short driving distance from the users and the courts and would be acceptable only if all of the other criteria for an ideal location were met.
4. Unacceptable: Out of the "core" area or an excessive distance to the courts and users.

Security

1. Ideal: All items located in one area that is manned 24 hours a day, seven days a week. Sworn personnel need not be used. This conclusion is based on the experience of the Portland Police Bureau that civilian personnel who have been security screened and who prove conscientious have the ability to handle the operations, always under the direction of the chief of police.
2. Functional: Two or three areas in close proximity, manned 24 hours a day, seven days a week. This implies they may be in different rooms of the same building, but would not be in different buildings.
3. Acceptable: Manned two shifts, 5 days a week, able to be secured, including an alarm system. This would be acceptable, of course, only if all the other criteria of an ideal condition were met.
4. Unacceptable: Not manned regularly and in an unpatrolled area.

Facilities

1. Ideal: The facilities should have generally heavy steel doors that can be secured from the inside but which could still meet fire code specifications that, in the event of fire, a person could exit without having to find a key.

The ideal facility should have an alarm system. There should also be included a walk-in safe with possible safe-deposit type box facilities and a separate walk-in refrigeration unit.



Within the confines of the secure area there should be a separate room for storing narcotics.

To allow for loading and unloading of vehicles the facility should have access, by overhead door, to either an elevator or the street level.

Although there should be no admittance to the internal area by anyone other than personnel, there should be external access to the public. This may include a caged viewing area so that a person attempting to identify found property could view the same through a screen.

Finally, there should be at least 20,000 square feet of storage area for vehicles and 20,000 square feet for other evidence.

2. Functional: Some of the internal items, such as the walk-in safe and the refrigeration units could be separate and located in different rooms.

If the facilities are located some distance from the users, there could be a closed circuit television unit installed with an intercom system so that a person making inquiry about a particular property could view and discuss the same without the necessity of visiting the property control facility in person.

3. Acceptable: If all the other criteria of the ideal condition were met, the refrigeration unit could be deleted and the safe could be large but without the "walk-in" feature. (Note: it has been mentioned that a safe of sizable proportions is available at an abandoned pawnshop somewhere in the local area.)

In terms of available facilities in the area, inquiry was made to Jim Hansen of facilities management, and he reported there were no facilities that would meet the requirements mentioned herein. He suggested the possibility of renting the necessary space, estimating the rental rate between \$2.00 and \$4.00 per square foot per year.

There was discussion regarding use of the abandoned jail portion of the currently inhabited police building as the best available solution. Mention has been made many times of using this area for purposes other than an

evidence and property control room, but I still believe this location would lend itself ideally to the security and control of evidence and without major modifications to the area. This facility could be worked around our current unit with the possible exception of safe and refrigeration unit installation.

After the meeting and prior to preparation of this report, I had the opportunity of visiting the facilities of property and evidence control in Seattle, Washington. In many respects their operations meet all the specifications I have previously outlined herein. A report is being prepared at this time which will demonstrate the effectiveness of the Seattle facilities and upon completion of the report it will be made available to the subcommittee.

RESOURCE MAXIMIZATION REPORT ON  
A VISIT TO THE SEATTLE POLICE DEPARTMENT

by

M. H. PIGOTT

INTRODUCTION

This report is submitted subsequent to a visit to the Seattle Police Department in February, 1974, funded by Resource Maximization Grant to observe the activities of the Seattle Police Department evidence and property room.

Also visited were the evidence and property room facilities and operations of the King County Sheriff's Department, which are separate and distinct from those of the Seattle Police organization.

Since these facilities are in close proximity to each other, with very nearly identical operations, only the notable differences will be stated herein.

SUMMARY AND CONCLUSIONS

The visit to the Seattle Police Department revealed that, while many of their methods of handling equipment have value and usefulness in their form of control, they are not necessarily compatible with the system we use. In my opinion, our evidence and property receipt is more functional, especially since we furnish a receipt to the person from whom property is taken. Their utilization of the storage bag for pistols, however, would indeed be a benefit to our operation, as would the more extensive use, by our system, of rubber stamps and pressure sensitive tags, which would be helpful in maintaining the security of closed envelopes.

The most important information obtained from this visit is the confirmation of the basic ideas of property control and one impressive fact, arising above all else, is that the property and evidence room of the Seattle Police Department is a high priority item. Consequently, required and needed facilities for the control of property receive due attention.

Sad to say, this is not the case in the Portland Police Bureau nor in the county, and, through reports recently received, nor is it the case in the State of Oregon. The end result is that the property room is treated somewhat as a "second cousin."

The Seattle Police Department has painfully recognized that the price paid for proper control of evidence and property is a small one in order to obtain the necessary security. Therefore, they have constantly upgraded and updated their facilities and can now serve the public admirably, as well as maintaining control and security of evidence in a logical and consistent manner for those who must use that evidence in their work (such as detectives and the courts). Understandably, this has been facilitated by the fact that the Public Safety Building was designed with all of these features in mind and, presumably, if we ever develop such a building, such features should definitely be included. However, in this current period when consolidation of evidence and property control by the city, county, district attorney and the courts is being considered, the utilization of an area specifically developed for this purpose would be of the utmost importance.

The facilities and operations used by King County are so similar to those of the Seattle Police Department that, in many ways, they are almost identical and parallel. The facilities are no more than a block apart, within the court buildings, and they both use the same forms and formats. They were questioned as to why there had never been a consolidation and were unable to arrive at an answer, although they admitted it would be a logical conclusion. There is no plan for consolidation of these two entities at this time, but no specific reason was given for maintaining their differentiation, other than that Seattle and King County are, and intend to remain, separate.

The evidence room has no ability to use the Seattle computer, which system is called "Sea-King" and is, in many ways, similar to our CRISS system. The reason for the lack of a terminal in the evidence and property room seems to hinge on their desire to feed input into "Sea-King" in order to change information in the system, rather than to merely receive such information. In my opinion, their position in requesting that capability is incorrect, since records division should be the only authorized input source, with possible limited access for detectives being the only exception. This difference in concept is the reason the Seattle property room is unable to use the computer system as we intend to do.

HOURS

The Seattle evidence and property room is a year-round, 7 days a week, 24 hour a day operation and is open to the public at all times.

MANPOWER

The staff consists of 11 civilian personnel under the direction of three sworn officers with two sworn officers assigned on the day shift and one on first-night. There are only civilian personnel on second-night, or "graveyard" as they call it. The civilian classification is "warehousemen" and, for reference, their top salary range is \$4.50 an hour. Two officers and one sergeant comprise the sworn personnel and each has served in this department for a number of years.

The King County facility is also manned 24 hours a day but with a reduced staff of seven people, two of which are sworn officers.

LOCATION

As mentioned before, the Seattle Police Department occupies the new Public Safety Building. The property room is located on the third floor, exactly adjacent to the elevator. Since the building is constructed on a side-hill, this floor is between the street levels of 3rd and 4th Avenues. So the garage, situated on the same floor, is immediately available to the property room.

The King County facilities are very similar, although located in the city/county building. However, the garage is in the basement rather than on the same level as the property room.

FACILITIES

The physical confines of the Seattle property room are entirely on one floor and consist of a series of work and storage areas.

Work area:

This is a large office about 20' x 30' in size with an anteroom of approximately the same dimensions. The recordkeeping work done in this area will be discussed separately hereinafter under the sections entitled "Operations" and "Documentation."

However, the work room also contains several old-style safe deposit boxes which are used as "day lockers" for funds and valuables received. It is important to note that the Seattle Police Department does not turn funds over to the city treasurer for safekeeping. Property of any monetary value, including funds, is kept in the property room. The only exception to this rule would be those rare occasions when particularly large sums of money are recovered, at which time such funds will be placed in a safety deposit box at a local bank.

If funds in excess of \$500 are taken in during the "off-hours," the property room personnel must telephone the sergeant in charge and he will decide whether the money can be kept in the "day locker" or if he should come down and personally place the funds in the larger safe in the storage area. When the sergeant is not on duty the other personnel have access only to the "day locker" and not to the walk-in safes.

Storage area:

Space used for storage is nearly equal to the square footage currently occupied by the City of Portland, approximately 3,200 square feet, except that it is all located in one area.

The Seattle Police Department uses a system of specially designed boxes with shelving planned specifically for the storage of these property boxes. The shelves are separated into vertical sections with each section marked at the top with a number, e.g. 100, 200, etc.

Chapter 2

There are a number of shelves in each section (not necessarily 100) and each shelf is marked with the beginning number of the section, e.g. 1, 2, etc. (101, 102, or 201, 202 et seq.)

There are two boxes on each shelf marked to correspond with that shelf, e.g. 101 and 101 X, or 201 and 201 X. All property can then be placed in the boxes, which can be removed for viewing of the contents and then replaced without the necessity of referring to any other record in the office.

There are two large walk-in safes; one for the security of large weapons and a smaller safe for the deposit of those pistols and ammunition issued to officers. The facility also contains a walk-in freezer and a locked, safe-type room for narcotics.

The property room has a separate fingerprint area especially equipped for that purpose with exhaust fans, etc. in a closed room where people engaged in that activity can work. A large area is retained for floor storage. No viewing is permitted.

Those having business with the property room have access to windows opening out onto the corridor by the elevators. Therefore, a person has only to walk a few steps from these elevators to be available to any of the property or evidence held by the police department.

#### OPERATIONS

The scope of the operations includes receiving property, holding property, and preparing property for disposal.

##### Receiving property:

Case numbers are assigned to all property in the same manner as we do except they do not start with the number "1" at the beginning of each year, using instead a numbering system with the last two digits of the year preceding the case number, i.e. 73--; 74--; etc.

Officers do not prepare any of the documents used in the storage of evidence or property. When items are brought into the property room the evidence documentation is written by the property room personnel only, and all the officer does is sign for it. No receipts are given to the citizenry when property is taken into custody because officers have nothing to offer as a receipt other than the slip from their day book.

Each document prepared is time stamped at the window and then filed in numerical sequence by the receipt number. This allows an audit of the system and any number unaccounted for is cause for concern.

##### Holding property:

All weapons and radios are maintained in the property room and passed out at roll call for all three shifts. Each radio of the "hand-carry" type is keyed to a specific car and individual and plugged into units installed in the vehicles. Shotguns are carried in each car and are assigned in the same manner as the radios.

All badges, identification, and sidearms for the officers are issued by the property room. While the officers supply their own leather equipment, the City of Seattle furnishes each officer with a .38 caliber Smith & Wesson model K revolver. Specialized equipment, such as may be used in anti-sniper or tear-gas operations, was, at one time, controlled by the property room, but this has now become part of an operations group and is maintained in another area, although it is still stored in close proximity to the garage.

Once property is received in the evidence room, it cannot be released without the signature of an officer, such as the detective in the case. Even if a court order is presented to the property room, it is redirected to the detective involved. On his review and compliance with the order, he will sign a receipt release which will then be acknowledged by the property room.

The only exception to the release by an officer is when the property has been held for safekeeping. Items thus received are not the property of the city but of the owner or person submitting them. If such an item is determined, in fact, to be evidence which should be held, it must be secured under a search warrant even though it is still in the physical control of the property room. At any time before the property room receives this warrant, the owner can come to the property room and claim the property immediately without release from any other person.

The most frequent occurrence of safekeeping is when a prisoner's articles of value are retained such as his wallet, credit cards, etc. Upon his release he can collect these items from the property room immediately.

#### Preparing property for disposal:

The ordinances of the City of Seattle do not provide a method for the claiming of found property by the finder. Such property, including bicycles, can be disposed of only at auction or by destruction order.

It should be noted here that the statutes provide that for a finder to retain property it must be kept in his possession for a year. He need not turn it into the property room, but he must file a notice with the clerk of the court that he has found such property, provide evidence that he has attempted to locate the owner, and must then submit one-half of the value of the property to the city treasurer. This latter provision causes most people to turn in the property, becoming free of the problem without recourse.

#### DOCUMENTATION

Whenever possible the Seattle Police Department property room utilizes envelopes for the storage of evidence and found property.

#### The envelope:

A 3 x 6 brown envelope is the standard size used in which all materials that would possibly fit are stored. These are placed in the boxes in the shelving mentioned earlier and account for most of the items received, containing the same in a relatively small area.

#### Funds envelope:

A long, red envelope with a sticker of the police department thereon is used exclusively for the storage of funds received.

#### Narcotics envelope:

A large, manilla envelope is used for storage of narcotics as well as other items which may not fit into the smaller 3 x 6 envelope.

#### Tags:

The large, pressure-sensitive tag entitled "Seattle Police Department" is used for identification. When an envelope with a tag of this type is emptied, another tag is placed over the old one and the envelope reused.

The tag entitled "Seattle Police Evidence" is used to seal envelopes. It is specially made and self-destructing, being destroyed when it is removed, so that it can be recognized when an envelope has been resealed.

The other tag used by the Seattle Police Department is on heavy paper (cardboard), 1-1/2" x 3" in size, with a grommet inserted in it. These grommets are put in by the police department, and the tag is used to mark all evidence which will not be stored in bags or envelopes, such as weaponry like knives, rifles, etc.

## Chapter 2

3990:

Bags made of heavy tent material are used to store pistols. A tag is placed on the weapon itself which is then inserted in the bag to which a tag is attached at the lower grommet. A hanger is inserted through the upper grommet, and the bag is then hung from a regular 3/4 inch pipe suspended from the ceiling. They are able to hang hundreds of weapons from this pipe so they can be stored in a relatively small area. This particular feature is highly recommended for our use, as well as the system of using pressure-sensitive tags.

#### Record of Evidence:

This is the basic form used when property is received and, with the exception of the Seattle Harbor Patrol, can be filled in only by property room employees. All files are maintained from the audit copy of this form in strict numerical order via the evidence number, not the case number. The form allows a place for the initial receiving of property. Since this list might grow, additions are made to it by means of the application for evidence number.

#### Application for Evidence Number:

This supplemental sheet has a self-adhesive that will adhere to the area entitled "Glue Attachments" on the original record of evidence. Space is provided on this sheet for notations regarding receipt of the property and its storage location. Copies of the original are delivered to the records bureau, to the investigative area, and to the officer who received the property. No receipt is given to the person from whom the property was obtained.

#### Receipt for Evidence:

This form is used when property is removed from the property room on a temporary basis,

being taken either to court, to the detective bureau for examination, or to the attorneys for review. Attorneys do not examine evidence at the window counters, and the property room officer-in-charge is the only person who can obtain the evidence and deliver it to an attorney.

This form also allows for the receipt and return of property by an individual. If the evidence is retained in court, the court clerk must sign for it. If the evidence is returned to the property room, this form will show who made the return.

#### Receipt for Evidence (Form 131):

This self-adhesive form is attached to the original record of evidence when property is either claimed or disposed of. The property description is shown in the same wording as when it was received, and space is provided for the acknowledgment of the authorized person receiving the property at this time. This is part of the permanent record when attached to the original record of evidence.

#### Property Release Authorization (Form 117):

When property is to be released, the detective prepares this form whether release is made after trial or upon the request of the original owner. After found property has been kept for six months and evidence held for one year, this form is sent to the detective who brought in the property so as to clear the property room storage area.

#### Request for Clearance Log:

While the above is taking place, the request for clearance log is used, in which the date the release authorization was sent out is noted. Follow-up can then be made in 30 or 60 days as to the ultimate release of the property. The volume of work involved in preparing these release tracers is such that one clerk is used solely for this purpose.

Letter:

Once property has been released by the detective, the property room sends the owner a letter, advising that the property is now available. This letter has several features which may be incorporated into our organization, one of which is that a person other than the owner may pick up the property provided the owner has authorized it with a notarized signature.

The Seattle Police Department thought our ability to charge a fee of 50¢ a day for safekeeping storage was, indeed, an incentive for people to come and pick up their property.

Disposition of Unclaimed Property:

This is a listing made of all property disposed of either by destruction or by sale at auction and is the permanent log of the disposition of any such property.

Property is put into one of two boxes, one containing items for sale and the other items for destruction. Determination has been made by property room employees as to the value of the property and into which box it should be placed. The personnel responsible for the auction and sale then reviews the property and makes the final decision as to its disposition.

Properties to be destroyed are simply turned over to the property room personnel who take care of the destruction.

Properties of value are transferred to the Seattle Police Association Building in the south end of Seattle. Auctions are held at this location approximately three times a year, at which time bicycles, as well as other found property, are sold at auction.

As a general rule, all property comes to the property and evidence room before going to the laboratory. Laboratory analysis requests are filled out by the person desiring such information and submitted to the property room. A tracing document is attached to the back of the record

of evidence form. The property is listed thereon, and then forwarded to the laboratory.

The file is then maintained separately from the regular numerical file, allowing the property room to trace and periodically check on items taken to the laboratory so they can be returned as quickly as possible to the control of the property room.

CHAPTER 3

REPORT

of the

FIELD OPERATIONS  
POLICIES AND PROCEDURES

SUBCOMMITTEE



## SUBCOMMITTEE MEMBERSHIP

### CHAIRMAN

James Harvey (Captain), Personnel and Training PPB

### MEMBERS

Ralph Cunningham (Sergeant), Detectives, MCSO

James Eder (Deputy), District Patrol, MCSO

John Greisen (Patrolman), Traffic, PPB

Wesley Rhodes (Lieutenant), Detectives, PPB

## SUBCOMMITTEE MEETING SCHEDULE

March 7, 1974

1:00 P.M.

March 14, 1974

1:00 P.M.



# SUBCOMMITTEE REPORT

BUREAU OF POLICE  
PORTLAND, OREGON

March 8, 1974

TO: All Subcommittee Members

FROM: James E. Harvey  
Captain, Director  
Personnel and Training

SUBJECT: Meeting - March 7, 1974 1:00 PM  
Subcommittee on Field Operations Policies  
and Procedures

In attendance at the meeting in the Chief's office were:

Captain James E. Harvey PPB Personnel and Training  
Lieutenant Wes Rhodes PPB Detectives

A discussion was held concerning field operations policies and procedures. It was concluded that a great similarity exists between the policies and procedures of the Portland Police and the Multnomah County Sheriffs. This is due primarily to the standardization in police training due to the Board of Police Standards and Training, the previous merger of city/county recruit academies, the uniform application of state laws and a close daily working relationship.

It was also apparent that policies cannot be developed independently of a duly appointed chief of the consolidated police force. Not only would he have to operate within the policy guidance and financial constraints of the consolidated government officials, but he would have to live with the consequences of his policies. As a result, development of policies must await the selection of a chief who will provide his guidance in their preparation.

Field operations policies and procedures were identified as being of two types: Patrol Policies and Procedures, and Administration Matters which impact upon patrol. The

subordinate topics which were identified are:

## Patrol Policies and Procedures

- size of patrol districts
- acceptable response times
- use of cover cars
- degree of one/two man car assignments
- degree of traffic specialization
- accident investigation
- hit and run investigation
- negligent homicide investigation
- degree of motorcycle assignments and policy regarding their use.
- location of precincts with their effect upon operations
- transportation of prisoners from remote locations
- searches of women prisoners (availability of female officers)
- vehicles
  - types to be purchased
  - off-duty use by executives
- uniform and weapons standardization
- standardization of radio procedures (will probably be accomplished with completion of communications project)
- extent of detective investigation at crime scenes
- extent of water patrol activities

## Administrative Matters

- weapons discharge reporting, investigation, boards
- processing citizen complaints
- rules of conduct and police ethics
- disciplinary procedures
- working conditions
  - seniority in selection of assignment
  - days off
  - 4 - 10 system
  - overlapping shifts
  - career development transfers
  - applicability of union contracts
- detective/sergeant job categories
- safety committee organization/functions
- emergency occurrences plans and procedures

A follow-up meeting will be held on Thursday, March 14, in the Chief's office conference room at 1:00 P.M.

BUREAU OF POLICE  
PORTLAND, OREGON

March 14, 1974

TO: All Subcommittee Members  
FROM: James E. Harvey  
Captain, Director  
Personnel and Training  
SUBJECT: Meeting - March 14, 1974 1:00 PM  
Subcommittee on Field Operations Policies  
and Procedures

In attendance at the meeting in the Chief's office were:

Captain James E. Harvey, PPB  
Lieutenant Wes Rhodes, PPB  
Officer John Greisen, PPB  
Sergeant Cunningham, MCSO

A meeting was held concerning field operations policies and procedures. There was agreement with the principle that policy guidance must come from the Chief of the consolidated police force.

The areas of policy need were reviewed and the following items were developed as additional policy concerns:

Patrol Policies and Procedures

field training officer participation/qualification  
coverage of crime scenes at night by detectives  
participation of reserves auxiliary police

Administrative Matters

public information news release  
length of probationary periods

# CHAPTER 4

## REPORT

of the

## HARBOR/RIVER PATROL

## SUBCOMMITTEE

SUBCOMMITTEE MEMBERSHIP

CHAIRMAN

James Davis (Sergeant), River Patrol, MCSO

MEMBERS

Melvin Brink (Harbor Master), PFD

Vern Cox (Commander),  
Marine Coast Guard Safety Office, USCG

Wesley Nelson (Lieutenant), Central Precinct, PPB

Lyle Perkins (Manager of Safety and Security),  
Port of Portland

SUBCOMMITTEE MEETING SCHEDULE

March 4, 1974

1:00 P.M.

## SUBCOMMITTEE OBJECTIVES

1. A survey of the needs of a harbor/river patrol must be conducted.
2. An examination of current and/or previous policies and procedures regarding harbor/river patrol must be completed.
3. A comparative analysis of similarities and differences of harbor/river patrol functions must be completed.
4. Alternative recommendations for the physical merger, consolidation, and/or co-location of harbor/river patrol functions must be developed.
5. Implementation plans for alternative recommendations must be developed.

## COVER LETTER

MULTNOMAH COUNTY OREGON

INTER-OFFICE MEMORANDUM

TO: Captain Bill Taylor      SUBJECT: Harbor/River Patrol  
Chairman                                 Subcommittee  
Joint Operations Committee

FROM: Sergeant James A. Davis      DATE: April 4, 1974  
Chairman  
Harbor/River Patrol Subcommittee

Sir:

Attached please find the final proposal of the Harbor/River Patrol Subcommittee.

We have attempted to cover all the areas as outlined in the objectives work sheet, ultimately arriving at the attached document. As you will note in the proposal we have suggested that the unit (as we have defined Marine Law Enforcement Unit) limit its area of responsibility to the enforcement of the law and not expand into the areas as was the policy of the old harbor patrol such as harbormaster, dock inspection and the like.

Although they are not included with the proposal I do have copies of the Oregon State Marine Statutes, house bills authorizing the contracting of marine services, and unit procedures, should you wish to survey them.

Should any questions arise or should you wish clarification of any of the attached please feel free to call me at the river patrol offices, 288-6788.

## SUBCOMMITTEE REPORT

BACKGROUND STATEMENT

During the 1958 session, the Congress of the United States passed the Federal Boating Act, better known as the "Bonner Act." The provisions of this act authorize the individual states to enact and enforce laws regarding numbering and/or registration of these boats.

Oregon was one of the first states in the nation to enact legislation authorized by the Bonner Act. In 1959, the Oregon Legislature passed legislation concerning not only numbering of boats, but safety and operational regulations as well. These laws are now contained within the Oregon Revised Statutes as Chapter 488.

Presently, on the waters of the Portland metropolitan area three agencies are engaged in various marine duties: The United States Coast Guard, the Multnomah County Sheriff's River Patrol, and the City of Portland Harbor/Fire Patrol.

The United States Coast Guard, located at Swan Island, is responsible for general safety of the port (commercial aspects) and the enforcement of federal statutes. The Coast Guard conducts patrols of the Willamette and Columbia Rivers. During these patrols, enforcement of pollution laws is actively pursued and they enforce federal statutes, most notably small boating laws and shipping regulations.

The Coast Guard also participates in search and rescue missions in cooperation with the Portland Harbor Patrol and the county river patrol.

In the port area the Coast Guard boards each ship upon entering and determines the cargo being carried. The papers of all ships are checked for compliance with federal regulations.

The Multnomah County Sheriff's River Patrol, located at 43rd and NE Marine Drive, is responsible for enforcement of the laws stipulated in O.R.S. Chapter 488 (small boat enforcement) on the Columbia River from Bonneville Dam to the Columbia County line; on the Willamette River from the mouth of the

Willamette to the Clackamas County line, (near Milwaukie); on the Sandy River from the mouth of the river to just below Dodge Park at the Clackamas County line; Multnomah Channel from the confluence to the mouth; and all of Blue Lake. The river patrol is also responsible for general law enforcement of all waters outside the Portland city limits.

In addition to small boat enforcement and general law enforcement the county river patrol also performs boarding (inspection of small boats); distress assistance; search, rescue and recovery operations; search and recovery of stolen or lost property; first aid; emergency fire fighting; and investigates water related thefts and vandalism complaints.

The Portland Harbor/Fire Patrol is situated in three locations: Boat Station #1, foot of Hawthorne Bridge; Boat #2, 3660 NW Front (Terminal #2); and Boat #3, Terminal #4. It is responsible for all fire fighting operations within the present Portland city limits on the Willamette River and portions of the Multnomah Channel and North Portland Harbor. The harbor/fire patrol conducts patrols of these waters and notifies the agency having jurisdiction of any violation of the city ordinances and state and federal laws and assists the authority having jurisdiction in apprehending and prosecuting violators; enforces city anti-pollution regulations on the river and performs emergency salvage and rescue operations within its assigned districts as directed by the harbor master or fire alarm operator; responds to assist imperiled persons and vessels and attempts to recover bodies from the river. In addition to the above the harbor/fire patrol maintains the office of the harbor master where a log of arrival and departure of ocean going vessels is kept, safety and health inspections of merchant vessels is conducted and inspections of all piers and wharves in the city are conducted for compliance with city ordinances.

In addition to the above listed agencies, the Port of Portland is actively involved in certain portions of waterfront activities, in the maintenance of the port, dock security and terminal facilities.

## Chapter 4

At the present time enforcement of all state laws and regulations relative to boating is being conducted by the sheriff's river patrol. Search and rescue is being conducted by the U. S. Coast Guard, the sheriff's river patrol and the harbor fire patrol. Body search and recovery work is handled by the sheriff's river patrol and the harbor/fire patrol. Pollution laws are being handled by all three agencies at their respective city, state or federal levels. Federal boating and marine laws are being enforced by the U. S. Coast Guard.

It should be noted that in addition to these agencies the Oregon State Police does occasionally work small boat enforcement in conjunction with fish and game work but on a very limited scale.

It is therefore obvious that duplication of services exists in a number of areas.

We believe the consolidated city/county has a number of alternatives open in the above areas, most notably turning the enforcement program over to the U. S. Coast Guard and the Oregon State Police, the dock and port responsibilities being entirely assumed by the Port of Portland, and restricting the fire bureau to fire fighting, or creating a consolidated harbor/river patrol for enforcement and a marine fire section for fire fighting and fire inspections. It is with the stated information in mind that the following is submitted.

It is the opinion of this committee that a marine law enforcement unit should be utilized under the provisions of House Bill 5021, passed in 1973 session of the Oregon Legislative Assembly, and taking effect July 1, 1973, whereby the enforcement of boating laws and regulations may be contracted with cities and counties.

A. Duties of this unit would include:

1. Enforcement of all state boating laws and regulations.
2. Enforcement of all appropriate city-county ordinances.
3. Conduct boardings (inspections) of small boats.

4. General police patrol of the waterways.
5. Water related search, rescue, and recovery.
6. Clear drifts, deadheads, and hazards to navigation.
7. Recover lost and stolen property.
8. Respond to calls for assistance.
9. Emergency fire fighting (minor boat fires).
10. First aid.
11. Investigation of water related crimes.
12. Cooperate with other law enforcement agencies, the U.S. Coast Guard, consolidated fire bureau, Oregon State Marine Board, or other governmental and private agencies when requested to do so.

B. Physical areas of responsibility

1. Columbia River within the consolidated area.
2. Willamette River within the consolidated area.
3. Sandy River within the consolidated area.
4. Multnomah Channel within the consolidated area.
5. North Portland Harbor (entire).
6. Blue Lake (entire).
7. All other bodies of water within the consolidated area.

Crimes or violations occurring on the dock or beach areas would normally be handled by precinct officers. Dock and port security should be a responsibility of the Port Authority.



## Chapter 4

## Chapter 4

C. Manpower Requirements

- 1 sergeant
- 12 patrolmen
- 1 police records clerk

This particular manpower assignment would be displaced as follows:

- six officers assigned to the Willamette responsibility area;
- six officers assigned to the Columbia responsibility area;
- one sergeant assigned to the headquarters office as supervisor;
- one police records clerk assigned to headquarters for normal typing, filing and office work.

D. Equipment Requirements

1. Four front line patrol boats
2. One utility work barge
3. One shallow draft jet boat
4. One shallow draft (row type) boat for flood detail

All the above boats would need the necessary emergency communications and marine equipment.

E. Housing Requirements

1. One office and floating mooring (covered) facility for the Columbia area.
2. One office and floating mooring (covered) facility for the Willamette area.

(see overview of program which follows)

F. Maintenance

Normal and preventive maintenance would be

conducted by marine enforcement personnel. Major maintenance would be let on a contract basis.

OVERVIEW

The enforcement of the boating laws and regulations as well as general policing of the waterways Portland-Multnomah will require police marine law enforcement units.

The above recommendation is based on the proposed construction of additional small boating facilities within the Portland-Multnomah area: the proposed facilities in the lower Willamette, Willamette Park, new launching facilities in the mid-county area of the Columbia River, the acquisition of Gary and Flag Islands by the county for a park, and the proposal by the State of Washington to convert Reed Island into a state park. These areas, while being at opposite ends of the water system, will require much closer patrol and enforcement than is now required. These areas plus the almost 30,000 pleasure boats registered in Multnomah County indicate a need for an expanded small boat enforcement program.

The group felt that since the Multnomah County Sheriff's Office has an active river patrol unit it would be practical to incorporate this unit into the consolidated plan and expand its present operation to more effectively police the water ways. The present Multnomah County Sheriff's Office operation has one supervisor, three full time and three part time officers assigned. Therefore, an addition of six men would be required to bring the unit up to suggested strength. This is structured on a 9 AM to 1 AM patrol program. Should a 24 hour a day program be desired, six additional men would be required. That unit also now utilizes two primary patrol boats, one work barge, one shallow draft jet sled, and one shallow draft row boat, necessitating the addition of two primary patrol boats. It could be considered here that for a short period of time one of these boats could be the 31' patrol craft used by the Portland Police Bureau in the Portland Harbor (The Jenkins). This then would require one boat being purchased for the unit now and the second at a later date. The use of The Jenkins should, however, be limited as it is not designed for small boat enforcement.

For housing the crews and boats assigned to the Columbia River, the present Multnomah County Sheriff's offices and facilities at 4325 NE Marine Drive could be utilized. For the Willamette River the offices which were used by the Portland Police Bureau at the foot of SW Clay Street could be utilized following necessary repairs. This building is in a sheltered section of the water, affords the required office, moorage and work space, and is an existing structure. An alternative to this building would be to reach an agreement with the fire bureau and station the boats along with fire boat #1 or split the boats with one at Station #1 and one at Station #3. It should be noted that if this is done a covered moorage facility must be constructed at those locations in order to protect the boats and allow officers an inside area to accomplish necessary repairs.

It is felt that in structuring the units in this manner it would relieve the fire bureau of the need for performing salvage and rescue operations, assisting boaters, search, rescue and recovery, and allow them more time to conduct fire related operations and prevention along the water. It is also felt that if the Port of Portland would assume the duties relating to the port docks and commercial shipping, including those duties of the harbor master's offices, it would allow both the police and fire units to more effectively function within their respective areas of responsibility.

The structuring of this unit will have no effect on the duties or responsibilities of the Oregon State Police or the U. S. Coast Guard.

Consideration should be given to the fact that by structuring the marine law enforcement unit in this manner the unit qualifies for Oregon State Marine Board funding which would cover approximately 50% of the cost of such an operation.

## CHAPTER 5

### REPORT

of the

## IDENTIFICATION AND SCIENTIFIC INVESTIGATION

### SUBCOMMITTEE

## SUBCOMMITTEE MEMBERSHIP

### CHAIRMAN

Leonard Heller (Lieutenant), Criminalistics, PPB

### VICE CHAIRMAN

Robert Hamilton (Lieutenant),  
Scientific Investigation, MCSO

### MEMBERS

Frank Barst (Deputy), Scientific Investigation, MCSO

Thomas Furukawa (Identification Technician),  
Criminalistics, PPB

David Grieve (Identification Technician),  
Criminalistics, PPB

Jesse Grinnell (Identification Officer),  
Criminalistics, PPB

Stanley Kerner (Jail Commander), Rocky Butte Jail, MCSO

Ernest Thompson (Sergeant Specialist),  
Criminalistics, PPB

Richard Winslow (Sergeant),  
Scientific Investigation, MCSO

Robert Zion (Deputy), Scientific Investigation, MCSO

## SUBCOMMITTEE MEETING SCHEDULE

December 13, 1973	1:00 P.M.
December 20, 1973	1:00 P.M.
December 27, 1973	1:00 P.M.
January 3, 1974	1:00 P.M.
January 10, 1974	1:00 P.M.

## SUBCOMMITTEE OBJECTIVES

1. The role and functions of an identification and scientific investigation section should be developed.
2. The current role and functions of these sections for each agency must be identified.
3. A comparative analysis regarding the differences and similarities of each agency's section is required.
4. Functions which could be added, eliminated and/or transferred must be identified.
5. Public accessibility to these sections should be examined.
6. Alternative recommendations as to the physical merger, consolidation and/or co-location of these units must be developed with sufficient documentation including control factors and interrelationships.
7. Implementation plans for alternative recommendations must be developed.

## COVER LETTER

BUREAU OF POLICE

PORTLAND, OREGON

INTER-OFFICE MEMORANDUM

DATE: March 16, 1974

TO: Chairman L. Rinehart FROM: Lieutenant Heller

SUBJECT: Identification and Scientific Investigation  
Consolidation

As a member of the Integrated Services Committee of the city/county police consolidation, I was appointed chairman of the subcommittee on identification and scientific investigation, with Multnomah County Sheriff's Office Lieutenant Robert Hamilton as vice chairman.

We selected a subcommittee membership of ten persons covering all phases of the work and all ranks involved. The members were: from Multnomah County, Corrections Officer Commander Kerner; Sergeant Winslow; and Identification Officers Barst and Zion. The Portland Police Bureau was represented by Sergeant Thompson, Identification Officer Grinnel and Identification Technicians Furukawa and Grieve. The subcommittee was again broken down into details with Lieutenant Hamilton making a study on what functions should be included or excluded.

The photo laboratory detail was comprised of Frank Barst and Tom Furukawa. The booking, mugging, and printing detail was Stan Kerner and Dave Grieve. The latent print detail was Jess Grinnell and Bob Zion, and the crime scene search was Dick Winslow and Ernie Thompson.

Notices to this affect were sent to all subcommittee members on December 6, 1973, calling for the first meeting to be held on December 13. Subsequent meetings were held every Thursday at 1:00 P.M. with a number of

corrections officers and police patrolmen being invited to the meetings to probe for needs or problems. Our last meeting was scheduled and held on January 10, 1974, as we had been informed in early December that our sub-committee had a suspense date of January 15. At that time each work group was asked to turn in a finished paper on recommendations, problems, possible solutions, and alternative plans on each specific function as soon as possible. All papers have subsequently been submitted by the work details and are attached to this cover prelude.

The identification and scientific investigation consolidation was broken into five distinct sections as follows:

- I. Photo Laboratory
- II. Crime Scene Search
- III. Latent Fingerprint Section
- IV. Booking and Prisoner Identification
- V. All Other Functions

They will be discussed in that order.

The photo laboratory report is, I feel, clear, self-explanatory and correct in every detail. The Multnomah County S.I. section has budgeted for the suggested camera cameras for Rocky Butte Jail in the 1974-75 budget and hopefully this will be agreed by the county commissioners.

The committee on crime scene search, Sergeants Winslow and Thompson, gave a short descriptive sketch of jobs now being performed by the two divisions. They then submitted their proposal of how they felt crime scenes should be covered by a combined S.I.-criminalistics division. I again concur completely with their analysis and conclusions. Their first suggested alternative is a poor substitution for progress investigation and alternative #2 is totally unacceptable to me in every facet.

Officers Grinnell and Zion composed the committee on latent print operation. Their recommendations are extremely progressive and involve the use of computers

in both proposals. I do not feel completely sold on computer use at this time without further investigation, although the possibility is intriguing. Further if we would go to the use of CRISS for our filing and latent search, only one agency should class and enter the fingerprints into the file. We are working on a plan at the present time to organize, coordinate, and implement a single system for the five-county CRISS area. In regard to the general system as proposed for latents, I agree completely in basic concept and feel that at this point in time law enforcement can catch more criminals per dollar spent in this manner than by any other method.

The portion of consolidation most open to controversy was proper procedure for booking and prisoner identification. This section was written up by Stanley Kerner and David Grieve, and will be included with no further comment at this time other than that this is our biggest problem at the present time in terms of work quality. Several different methods of operation are being tried and/or considered.

Lieutenant Robert Hamilton picked up all the loose ends such as document examiner, forensic laboratory, polygraph, etc. I concur with his findings completely, and turn in the entire report to the committee for review.

Respectfully,

Lieutenant Len Heller  
Chairman,  
Identification and Scientific  
Investigation Subcommittee

## SUBCOMMITTEE REPORT

I

PHOTO LABORATORY

by

T. FURUKAWA and F. BARST

A partial consolidation of the Portland Police Bureau and the Multnomah County Department of Public Safety did, in essence, occur on or about July, 1972. At that time the county darkroom facility at the court house was phased out, and all black and white photo processing was assumed by the Portland Police Bureau darkroom. The county contributed the additional supplies and chemicals required for the added volume, but there was no added personnel.

The problems that did arise as a result of this consolidation are being resolved and/or will be a major labor in the present consideration of a complete city/county consolidation.

FACILITIES

At this time, it has been approved by the city council for the remodeling and enlargement of the present Portland Police Bureau darkroom. When this remodeling is completed as planned, it is thought that we will have a complete color darkroom.

CENTRAL BOOKING UNIT

In the interest of uniformity, economy, and quality, it is imperative that the identification (mug) photo cameras be standardized. The major photo-related problem with the present consolidation efforts is the continued use of the Multnomah County ID camera at Rocky Butte Jail. This camera is an inexpensive product which wastes film due to frequent malfunctions and delivers a mug photo which is inferior in quality. The cost of operating the camera is high (film pack film cost 32¢ per sheet) and processing and printing of the 4 x 5 film causes

production problems in the darkroom. Another related factor is the inability to take color slide photos with the present Rocky Butte equipment. These color slides are of vital interest to PPB detectives because of their use in suspect slide files which are viewed by witnesses and/or victims. Research indicates that approximately twenty-seven percent of the individuals that are booked are not photographed on color slides and are consequently not represented in the suspect files.

The Camerz identification camera set-up which is presently in use at the court house booking facility is highly recommended for use at each booking unit. The mentioned equipment has been utilized by the Portland Police Identification Division for a number of years and has proven to be reliable and highly efficient. These cameras produce a three view (front, profile and standing pose) negative on 70mm roll film and also color slide with two views (front and profile) on 35mm roll film. Film cost is low (approximately 2¢ per negative) and processing and printing procedures are simplified to save many man hours of work.

COLOR FILM & PRINT PROCESSING

The previously mentioned remodeling of the present darkroom facility was planned to accommodate color processing equipment which has been budgeted, approved and should be installed in the very near future. When this equipment is operational it will, by previous agreement, process color film and materials submitted by various city and county governmental agencies as well as processing crime scene and other police related photo materials. Having a high degree of automation, the color processing equipment should be run at a relatively high volume to be an efficient and economical operation.

This brings us to the value of color mug photos. In consulting with various detectives and officers, it is their opinion that color mug photos would be of great help to them. Researching all aspects of a change to color mug photos as compared to black and white, we find that the cost for materials would increase but savings on labor would more than offset material costs. Labor cost would be saved due to the above mentioned automated equipment.

CRIMINALISTICS & SCIENTIFIC INVESTIGATION

Photographic equipment used by, or under the control of, these sections is relatively compatible and very near adequate for the requirements of proper crime scene coverage. In recent years there has been a trend away from the use of larger format cameras which has eased the darkroom workload. The handling of cut film, film packs, and other odd size materials is being held to a minimum, and the use of the 35mm camera for the bulk of the photo requirements is highly encouraged.

PERSONNEL

With the consolidation of the Portland Police Criminalistics Division and the Multnomah County Scientific Investigation Section darkrooms and with the coming of an automated color photo lab, it is necessary to have additional personnel. The city darkroom has been handling all of the photo processing formerly done by the county darkroom with no added personnel. With the arrival of the color processing equipment an even greater workload is anticipated. At the present time we have two I.D. technicians handling all the photo work in the darkroom laboratory. It is our opinion that it will take an additional two technicians to handle the work load in the most efficient manner. With the addition of two people, it might be stated that the four technicians be assigned strictly for photo lab work only.

## II

## CRIME SCENE SEARCH

by

Sergeant Thompson and Sergeant Winslow

The criminalistic division (Portland Police Department) and the scientific investigation section (Department Public Safety, Multnomah County) are both involved in performing specific functions at crime scenes. Said functions revolve around physical evidence aspects of the crime scene and its subsequent relationship to the solution of the crime(s). Although both units have the same objectives there are some procedural differences.

A review of some of these differences as follows:

1. Volume/Population/Personnel The city does have a greater volume of crime scenes to cover, a larger population to service, and more personnel compared to the county.
2. Scope of Crime Scene Coverage The county normally has a greater responsibility at a major case crime scene than does the city. There is relatively no appreciable difference between the two units in covering lesser crime scenes. One variation is with physical evidence. The county is involved in locating, transporting, and storage whereas the city unit normally is not.
3. Fingerprint Latents The city's latent program is more comprehensive and operational than the county's, however, the county within the last few months has realigned priorities and is in the process of implementing a latent unit, basically in line with that of the city's.

4. Crime Lab The city does have a crime lab whereas the county does not.
5. Photo Lab The city does have a photo lab whereas the county does not.
6. Property Custodian Function The county has the added responsibility of being property custodians re: evidence, found property, bicycles, etc.; the city\* does not have this responsibility. (The county does have two budgeted positions, current fiscal year, for property custodians, which as of this writing are unfilled.)
7. Silent Alarm Installations The county S.I. section installs silent alarms, the city criminalists do not.
8. Crime Scene Investigator Classifications The city unit's crime scene investigators are classified as "criminalists" and the county's as "scientific investigators."
9. Crime Scene Investigator Pay Scales The city unit's crime scene investigators are scaled at sergeant's pay, while scientific investigators are between the patrolmen (base pay) and sergeant.
10. Miscellaneous (a) The city maintains fingerprint files; the county does not. (b) The county maintains property control files; the city does not. (c) Other relatively minor differences exist.

\* "city" in this instance refers only to criminalistics. A separate unit, staffed with civilians, handles said property custodian functions.

The preceding represents some of the variances which must be given consideration when considering a merging of the two units. They don't appear to represent any differences that cannot be resolved without too much difficulty. They do, however, present some of the inconsistencies of operations that must be considered.

In an effort to pool our experiences and expertise into a pliable projection re: crime scene investigations, it was necessary for us to consider all aspects of our respective units, the minus factors along with the plus factors. In conclusion we are recommending the following proposal.

### PROPOSAL

#### RESPONSIBILITY

The unit should have full responsibility for physical evidence when summoned to or upon arrival at a crime scene. There is no intent to infringe upon other units' (detectives, medical investigator, arson investigator, etc.) areas of responsibilities.

The unit's responsibility should cover the crime scene investigative aspects as follows:

1. photographic
2. fingerprints/latents
3. sketches/diagrams
4. instrumentalities of the crime (physical)
5. physical identifying evidence (proves or disproves)
6. crime scene search (physical evidence)
7. evidential analysis
8. directing crime scene freeze
9. miscellaneous (identi-kit, detect powders, etc.)
10. other, as might be applicable



AUTHORITY

The unit should have authority in line with its responsibility.

COVERAGE

The unit should cover all crime scenes where the unit's expertise can have significance in the satisfactory completion of an investigation. Adequate field units should be "on the street" to cut down call time, and/or aid in providing for automatic coverage where practical.

TIME & PERSONNEL

The unit should have adequate personnel and should be provided with sufficient time to complete its investigations.

EQUIPMENT

The unit should have adequate equipment to enable it to fulfill its responsibilities.

A L T E R N A T I V E #1

Method of operation based upon PPB's current method.

1. Superficial coverage necessitated by the volume of work vs the number of personnel.
2. Checking only those latents for which there is a prime suspect.

A L T E R N A T I V E #2

Method of operation based upon MCSO's current method.

1. Property custodial functions consuming approximately 50% of investigator's time.
2. Superficial coverage (other than major cases) necessitated by the volume of work, non-police assigned functions vs the number of personnel.

**CONTINUED**

**1 OF 5**

AUTHORITY

The unit should have authority in line with its responsibility.

COVERAGE

The unit should cover all crime scenes where the unit's expertise can have significance in the satisfactory completion of an investigation. Adequate field units should be "on the street" to cut down call time, and/or aid in providing for automatic coverage where practical.

TIME & PERSONNEL

The unit should have adequate personnel and should be provided with sufficient time to complete its investigations.

EQUIPMENT

The unit should have adequate equipment to enable it to fulfill its responsibilities.

A L T E R N A T I V E #1

Method of operation based upon PPB's current method.

1. Superficial coverage necessitated by the volume of work vs the number of personnel.
2. Checking only those latents for which there is a prime suspect.

A L T E R N A T I V E #2

Method of operation based upon MCSO's current method.

1. Property custodial functions consuming approximately 50% of investigator's time.
2. Superficial coverage (other than major cases) necessitated by the volume of work, non-police assigned functions vs the number of personnel.

3. Limited latent activity vs suspects necessitated by understaffing.

APPENDICIES

APPENDIX A - Office memorandum copy to district attorney establishing homicide crime scene policy re: medical investigator, scientific investigation and Portland PB Crime Lab (confirmed in conference with Sergeant Thompson, Sergeant Winslow and Dr. Brady, January 2, 1974).

APPENDIX B - Civil Service Board, Portland, Oregon announcement of POLICE IDENTIFICATION OFFICER promotional examination (now referred to as "criminalists").

APPENDIX C - Civil Service, Multnomah County announcement scientific investigator (PML) (76).

APPENDIX A

TO: George Van Hoomissen January 27, 1966

FROM: Desmond D. Connall

SUBJECT: Policy re Evidence Processing in County Police Investigations

At a meeting among members of the sheriff's staff, Mr. Hurt of the Portland Police Bureau, Drs. Henry and Brady, and myself, it was agreed that the following procedure would be established in county police criminal investigations:

A. Homicide crime scene

1. All clothing, contents thereof and other physical evidence actually on the person of the deceased, including tests for recent gun firing by the deceased, are to be initially secured by the representative of the medical investigator who is actually present at the crime scene, taken to the morgue and turned over to the scientific investigation section of the sheriff's office after removal from deceased by the medical investigator.

exception: All blood tests taken by the medical investigator are to be sent by him to Mr. Hurt, Portland Police Bureau laboratory with duplicate sample to be retained by the investigator.

2. All other physical evidence at scene is to be secured by the scientific investigation section of the sheriff's office.
3. In the event that any physical evidence is secured by any one other than the scientific investigation section of the sheriff's office, said evidence is to be turned over immediately to the scientific investigation section.

4. The scientific investigation section will retain all physical evidence under its control and conduct no processing until advised otherwise.

exception: All film is to be processed immediately without further instructions.

- B. All other crime scenes, except DWI cases

All evidence is to be secured initially by the scientific investigation section of the sheriff's office. In the event that any evidence is secured by any one other than the scientific investigation section, said evidence is to be turned over to said section. No processing, except film, shall be done until directed otherwise.

It is requested that this agreement be circulated to all parties concerned and immediately adopted by all departments.

APPENDIX B

POLICE

IDENTIFICATION

OFFICER

TO QUALIFY

Police Officers who have completed three years of continuous service by July 1, 1973. Time served while on any authorized leave of absence from permanent appointment in the required class will be considered as service in the Police Bureau.

THE EXAMINATION

The examination will consist of a written test weighted at 50%, an oral interview weighted at 40%, and a rating of seniority weighted at 10%.

The written test will measure knowledge of official procedures and regulations of the Police Bureau; pertinent State laws and City ordinances; principles and practices involved in criminal investigations including methods and techniques involved in the searching, collection and preservation of physical evidence.

The interview will assess the candidates' qualifications for the position.

Seniority will be rated on the basis that 3 years under permanent appointment in required classes will equal 70 points with each additional month of service earning .357 points. No more than 10 years service will be counted in all.

Candidates must earn a passing score on each part of the examination to be placed on the eligible list.

WHERE TO APPLY

Civil Service Board  
510 S.W. Montgomery

Applications will be accepted only during the two week period starting Monday, May 14, 1973, and ending Friday, May 25, 1973. If necessary, application forms may be obtained prior to this time for filing during this period.

The written test will be given at 8:30 a.m., Saturday, June 2, 1973, at Lincoln High School Cafeteria, 1600 S.W. Salmon Street.

NO FURTHER NOTICE WILL BE GIVEN  
OF THE TIME AND PLACE TO APPEAR

Civil Service Board,  
Portland, Oregon  
George R. McDonald, Director  
Neil B. Davidson, Examiner

POLICE IDENTIFICATION OFFICER

Posted: 5-14-73  
Annc: 30-73

POLICE IDENTIFICATION OFFICER

DISTINGUISHING FEATURES OF WORK

This is technical work in preparing and maintaining criminal and physical evidence identification records.

Work involves the development and maintenance of fingerprint and photograph files and records, clearance of fingerprint and photograph information, and the development, preservation, and presentation of physical evidence relating to criminal activities. Specific assignments to particular cases and instructions relating to bureau policy and procedure are made by an immediate technical supervisor, but regular technical work is carried out with considerable independence.

EXAMPLES OF WORK

(Note: These examples are intended only as illustrations of the various types of work performed in positions allocated to this class.)

Fingerprints and photographs prisoners and suspects, classifies and identifies prints, clears prints with state and federal authorities.

Investigates at scene of crime for latent fingerprints, photographs and develops prints with powders and chemicals; takes photographs of crime scenes, and searches for, collects, preserves, and identifies other physical evidence discovered. Makes enlargements and prepares fingerprints for presentation in court.

Fingerprints and clears prints of civil service and license applicants. Photographs records and documents; develops negatives and prints photographs.

Classifies and files materials for criminal and other identification files; keeps records and prepares reports on findings.

Gives testimony in court as expert witness.

NECESSARY KNOWLEDGES, SKILLS, AND ABILITIES (at time of appointment)

Considerable knowledge of standard fingerprint classification methods, practices, records and equipment.

Working knowledge of operating principles, techniques, processes, and materials used in photography, photocopying, and related reproduction work.

Working knowledge of methods used in preserving and collecting physical evidence and the use of such evidence in establishing guilt.

Working knowledge of police objectives, regulations, procedures and of state and municipal laws and ordinances.

Skill in taking, classifying, and identifying fingerprints, and in searching for, preserving, and interpreting physical evidence and identification data.

Ability to use and operate photographic equipment and reproducing materials.

Ability to maintain clerical records and prepare reports.

Ability to establish and maintain effective working relationships with other employees and the general public.

APPENDIX C

SCIENTIFIC INVESTIGATOR (PML) (76)

GENERAL STATEMENT OF DUTIES Conducts crime scene investigations, performs scientific examinations and evaluations; analyzes all items of evidential value; performs duties relevant to the identification and preservation of physical evidence; renders court testimony; does related work as required.

SUPERVISION RECEIVED Works under the supervision of command personnel who assign duties and functions and reviews completed work for accuracy and effectiveness.

EXAMPLES OF PRINCIPAL DUTIES

1. Conducts a detailed, systematic crime scene search of all items of evidential value.
2. Conducts a thorough examination, recognizing, analyzing, evaluating, photographing, segregating, collecting and preserving all physical or potential physical evidence at crime scenes.
3. Processes crime scenes for latent fingerprints and testifies in courts as an expert witness in fingerprint science.
4. Prepares comprehensive written reports including sketching and diagramming, relating to crime scene investigations.
5. Testifies in court as required.

KNOWLEDGE, SKILLS AND ABILITIES Possess experience and/or educational training in modern methods of crime scene investigation and detection. Such education or training should include experience in Dactyloscopy, police photographic methods (to include dark room procedures and techniques), firearms identification, handwriting and typewriting identification, narcotic examination and various communications equipment such as metal detectors, photo copying devices, radiological detection equipment, electronic silent alarm systems, etc.

MINIMUM QUALIFICATIONS REQUIRED Open to all permanently appointed Deputy Sheriffs from the civil service eligible list with two (2) years service as Deputy Sheriffs in the Department of Public Safety of Multnomah County. Any absences from the position of Deputy Sheriff in excess of 30 days will not be applicable to the requirement of 2 years service as Deputy Sheriff.

QUALIFYING FACTORS AFTER APPOINTMENT Graduation from the Institute of Applied Science, Chicago, Illinois, within 12 month period after assignment to the Scientific Investigation Section.

III

LATENT FINGERPRINT SECTION

by

JESS GRINNELL and ROBERT ZION

Fingerprints are the most positive means of personal identification known to man.

The latent section of any identification bureau is charged with the responsibility of positively identifying or eliminating a person(s), in connection with a particular case(s). Since the opening statement is a fact, fingerprints are the only positive method that a latent section can employ.

In regards to any type of police consolidation, a high priority must be assigned to the identification division due to the enormous responsibility that is demanded from such a division. Similarly, a high priority must be assigned to the latent section within such a division. The latent section, with the related fingerprint files, is the heart of any identification division.

Based on the above facts and the needs of law enforcement in the greater metropolitan and/or regional area, the following recommendations are presented for consideration.

PRIMARY RECOMMENDATION

A completely automated computer video file system (for example the ampex video file system). This system would incorporate the complete storage and rapid retrieval of all fingerprint cards now on file in the identification division(s). The fingerprint card "rolled impressions" would be individually classified, coded, and entered into the system.

A ten digit classification system would be utilized for the coding of the individual fingerprint card impressions opposed to the three digit system which has been suggested and/or is presently being utilized by some departments. The ten digit system would insure maximum retrieval capabilities while reducing to a minimum the number of "similar patterns" that would have to be retrieved from the computer system.

## Chapter 5

This computer video file system would be set up on a five county participation basis. The counties participating would be: Clackamas, Clark, Columbia, Multnomah and Washington.

The latent section would be under the complete control and supervision of qualified fingerprint experts. These experts would have no other duties assigned, except in emergencies. The latent section would operate on a twenty four hour basis and each shift would be staffed by a minimum of five fingerprint experts, or three fingerprint experts and two completely trained civilian personnel to conduct the preliminary search and retrievals with the fingerprint experts doing the follow-up comparison examinations.

If this system is accepted and approved, the agencies involved would not attempt to activate the system until a minimum of twenty (20) properly trained civilians were temporarily hired to assist in the classification, coding, and entering of all fingerprint card information into the computer system. These temporary civilians would be terminated after the computer system was activated.

In addition to the above described complete computer system, an additional computer bank or section would be incorporated into the system for the storage of all the fingerprint cards of known, active criminals in the five county area. These fingerprint cards would be classified and coded, using the ten digit system as described above. This section or bank of the computer would be used exclusively for latent prints comparison examinations.

#### ALTERNATE RECOMMENDATION

The incorporation of coded fingerprint data from all fingerprint cards now on file, into the CRISS system.

The individual impressions on the fingerprint cards would be classified and coded using the ten digit classification system. This code and the subject's name would then be entered into the CRISS computer. "Similar pattern" code classifications and names could then be retrieved from the CRISS computer. The individual fingerprint card could then be manually retrieved from the fingerprint card files and latent comparison examinations performed. An additional computer bank or section would be maintained in the computer listing known, active criminals in the five county area. This section or bank of the computer would be used exclusively for latent print comparison examinations.

The control, supervision, fingerprint experts, civilians, etc. would be identical to that which was outlined in the primary recommendation.

The same number of counties would participate in this system, identical to that which was outlined in the primary recommendation.

The number of temporary civilian help and adequate training needed to activate the system, would be identical to that which was outlined in the primary recommendation.

With the implementation of the primary recommendation or the alternate recommendation, the latent section could service the entire five county area giving the officer on the street, as well as any other interested sections, the maximum service possible in the minimum amount of time.

#### RECOMMENDATIONS FOR THE LATENT SECTIONS OF THE MCSO SCIENTIFIC INVESTIGATION SECTION AND THE PPB CRIMINALISTICS DIVISION

The latent sections of both divisions will classify, code, and file all latents and related information cards under one master system. This will keep to a minimum the amount of time necessary to incorporate the two systems into one in the event of any future city/county police consolidation possibility.

The following steps will be taken to set up the two latent sections for possible future consolidation:

1. The latent system coding, filing, and storage will be set up under present system employed by the PPB latent section.
2. Elimination prints would be taken on all cases, using common sense re: where latents lifted vs owner/employee access to those areas.
3. A separate file will be maintained for all positively compared cases in preparation for future court testimony.
4. The two sections will entertain and/or implement further possible breakdowns of geographical areas in the latent print file drawers.
5. Court enlargement exhibits will be 11" x 14" in size, mounted on cardboard, allowing for a border.



6. The latent print files will be screened and periodically purged in line with the Statute of Limitations applying to each type of case.
7. A palm print file will be maintained with consideration given to increasing the number of different charges where palm prints are automatically taken by CBU.
8. Re-evaluation would be given the "vehicle latent file" to determine the necessity of being maintained as a separate file.
9. Latent section coordinators will meet periodically to re-evaluate section progress and discuss changes and/or modifications.
10. Scientific investigators and identification officers will endeavor to meet individually with their counterparts, to discuss latent procedures, suggest changes, and insure a continued good working relationship.

Modern technological advances in our constantly changing society demand that law enforcement be continually re-evaluated and up-dated. Consequently, divisions within the individual law enforcement departments must keep abreast of these factors to insure that the departments function smoothly and effectively.

The recommendations presented in this report represent the real and factual needs of the latent section, as well as the identification division as a whole. Implementation of these needs will guarantee the effective and efficient operation of the division and insure the high degree of expertise demanded of a latent section.

Thank you for your time and consideration towards these recommendations.

BOOKING AND PRISONER IDENTIFICATION

by

STANLEY KERNER and DAVID GREIVE

STATEMENT OF PURPOSE

Before this committee presents recommendations concerning an ideal booking procedure as it applies to prisoner identification, it is first necessary to examine the purposes, responsibilities and goals of this procedure. There must be an understanding of not only the functions of booking and prisoner identification but of the relationship and effect of these functions upon subsequent actions of police, courts and corrections.

Booking forms the bridge between arrest and incarceration and therefore must, by design, serve a variety of masters. While not in toto a part of police, or courts, or yet corrections it must be responsive to all. It must receive the offender, take charge of his person and property, process him, prepare his records for trial and possible confinement, and above all, maintain him in an area of security until release. The underlying aim of each step in booking is to perform the functions as efficiently as possible and still produce the desired results. However, lack of qualified personnel, antiquated or poorly designed facilities, and foolish or unreasonable demands have clashed harshly with these goals and have produced an unsatisfying compromise. It is not enough to design an ideal prisoner identification program; definitions must be restated and procedures along with responsibilities must be re-examined.

This committee realizes that some things cannot be easily changed. The physical plant of the county court house jail facility is limited, and the changes and proposed alterations are, at best, only short term, stop gap measures. There is but one solution to the myriad of problems associated with booking procedures, and that solution cannot be advanced too strongly. A new building must be constructed to house, or be connected with, the courts, and contain a jail facility large enough to adequately confine all prisoners from arrest to sentencing. All of the problems this committee found concerning security, efficiency,

space, transportation, personnel and service would be solved or greatly eased by this new building.

The main purpose of this report, however, is focused upon only one phase of booking, that of prisoner identification, and the suggestions and proposals set forth are equally as valid with a new facility as with those existing. But before these proposals are given, the functions and relationships of prisoner identification as a service to uniformed police, investigation, records, courts and corrections must be understood.

The President's Commission on Law Enforcement and Administration of Justice in its report "The Challenge of Crime in a Free Society" wrote:

Effective police work draws on fingerprint identification capability both to apprehend those who leave what are called latent prints at the scene of a crime and to identify positively persons held in custody.

This committee concurs with this statement and draws attention to the words, "effective police work." The establishment of identity is a fundamental requirement placed upon the police, and all reasonable effort toward that end is essential to effectiveness. Prisoner identification is that portion of the booking process in which all necessary material is obtained from the prisoner to fulfill the demands of present and future positive identity. The material needed may include all, or part, of the following:

1. Fingerprints and/or palm prints
2. Photographs
3. Physical characteristics and descriptive data
4. Various identifying numbers
5. Handwriting samples

As computerization produces faster and more accurate retrieval of information concerning offenders, suspects and criminal histories, it also increases the demand for prompt, orderly, correct and thorough entries. The aid that sophisticated

hardware provides can be no greater than the records stored within it. In actuality, rapid data reproduction of inaccurate or false information is often worse than having no information at all and holds the potential of serious damage to both the individual involved and the police agency. While safeguards have been established to minimize such occurrences of inaccuracy in other areas, the subject of identity pertaining to criminal histories must be defined and controlled by criminalistics and scientific investigation. One publicized error will create the lingering shadow of doubt upon the entire scope of that agency's work. Criminalistics and scientific investigation depends upon the credibility inherent in all phases of its efforts, and the reputation built upon decades of exemplary performance can vanish with one mistake. Expert opinion is exactly that, and credibility is the essence of acceptability. If identity is erroneously established as the result of inept methods in booking, how can identity be convincingly established by latent print? The proved procedures of identification, that of constant check and recheck, must be maintained and continued, especially in the area of prisoner identification.

In order to be effective all booked prisoners must be identified. Of the nearly 16,000 custody arrests that were made between January 1, 1973 and October 31, 1973, almost two-thirds had a previous record that could be substantiated by fingerprints. It was therefore possible to make a positive identification of those individuals in respect to prior arrests. However, over 6,000 persons needed further processing to assist in establishing identity, and over 3000 additional persons needed further processing to properly record their arrests. Based upon FBI guidelines combined with local policies, reasonable effort to establish and record identity can be defined as the following:

1. Minor charges (traffic charges and most class B and C misdemeanors)--local search and substantiation only
2. Serious charges (felonies and most class A misdemeanors)-- local, state and FBI searches and substantiations

Since the only positive and acceptable means widely used to establish identity is by fingerprint, it must be the basic requirement of prisoner identification. The conventional Henry classification system and the computer designed NCIC system rely upon legible and fully rolled fingerprints before a fruitful search of any file is possible. The FBI standards are precise and unalterable. All improperly rolled cards are rejected without any attempt at search. Since cards sent to the FBI are of those persons charged with serious crimes or those in which identity is crucial, our standards must conform with those set by that agency.

Prisoner photographs, popularly called mug shots, are the most frequently required product of criminalistics. These photographs provide the possible identification of persons for uniform, investigation and corrections, and in some instances, courts. Nothing short of excellence can be accepted in this most critical phase of prisoner identification.

In addition to the fingerprints and photographs, accurate information must be obtained. Birthdates, birthplaces, next of kin and identifying numbers may be difficult to get with reliable certainty, but physical data, such as height, weight, hair and eye color, scars and marks or other physical characteristics must be recorded with assured accuracy.

The purpose, therefore, of the following proposals is based upon these statements:

1. All prisoners must be identified by fingerprints.
2. Every reasonable effort must be made to substantiate each arrest by fingerprint.
3. All prisoner identification must conform to the highest professional standards as dictated by criminalistics and scientific investigation, the Oregon State Bureau of Identification and Investigation and the Federal Bureau of Investigation.
4. All phases of prisoner identification, from prisoner processing during booking to final search and recording, is a continuous operation that must be done as accurately and as thoroughly as possible.
5. Prisoner identification is a highly specialized portion of the overall booking procedure that requires training, skill and experience apart from those utilized in prisoner booking.
6. Prisoner identification is vital to the effectiveness and integrity of police, courts and corrections.
7. Prisoner identification is the foundation of criminalistics and scientific investigation by providing the basic tools for latent print examination.

8. Prisoner identification is the responsibility of the police rather than corrections, and should be handled, staffed and controlled by the police to insure proper standards and integrity.

#### PROPOSALS FOR LONG RANGE OPERATION

##### Proposal A

A new building should be constructed near existing court facilities, or to house new court rooms, that would allow prisoners to be booked, held in custody and processed through the courts without transfer or interruption. Space would be allocated in this structure for criminalistics and scientific investigation so that the fingerprint files would be near the booking center to provide prompt prisoner identification.

##### Proposal B

A regional fingerprint center should be established in connection with both prisoner identification and latent print examination. All participating members in CRISS would follow preset outlines on prisoner identification. All arrest information entered in CRISS would then be substantiated by fingerprints in one location.

##### Proposal C

A semi-automatic computer system should be employed for prisoner identification that would be compatible with a similar single latent print system so that information and fingerprints stored within that computer could be utilized for both examinations.

#### PROPOSALS FOR FACILITIES AND EQUIPMENT--IMMEDIATE

##### Proposal A

Booking should be centralized. The CBU at Rocky Butte should be disbanded and all booking should be done at the court house facility.

One booking center reduces the need for personnel and equipment. The purchase and installation of CRISS terminals and facsimile transmission machines would be kept to a minimum as would the servicing and maintenance of these machines. The problem of uniformity in mug shots as noted in the appendix would be eliminated. The proximity of a downtown location to the police building would allow for faster and more flexible movement of material and/or personnel and would greatly alleviate the problem of transferring film and fingerprints from the booking area to the criminalistics office. Anticipated increase in bookings at the court house would be no more than 20%, and this amount could be absorbed, at most times, with a minimum of difficulty. One ID numbering system could be implemented with ease and order.

Proposal B

Prisoner transport service should be increased and properly equipped. Trucks with cages (paddy wagons) would make frequent, periodic runs from selected locations to the court house with prisoners from outlying districts, (ODH, Rocky Butte, Kelley Building and North Precinct are possible locations.) Present equipment, mainly the bus, would still be used for large prisoner exchanges between the court house and Rocky Butte.

It is important that the amount of time a uniformed officer is off his district be as short as possible. By utilizing strategically located prisoner drop centers and rapid transportation, the off district time would be minimum as would be delay from arrest to booking. The combined decentralized prisoner transport and centralized booking would relieve both street officers and booking personnel.

Proposal C

Prisoner booking should return to the 7th floor facility at the court house with all possible haste.

This proposal is imperative. The isolation of the CBU on the 8th floor is the largest single cause of problems involving security and personnel placement, and, indirectly, the errors in prisoner identification.

Proposal D

New equipment needs for prisoner identification are:

1. Duplicate Camerz cameras, 70mm and 35mm, to replace present 8 year old cameras. The present cameras would be retained, serviced and used as back up equipment.
2. Easy to use, accurate weight and height measuring devices.
3. A new fingerprinting stand that would permit two persons to be fingerprinted at the same time, and contain a built in roller system to facilitate the taking of palm prints.

PROPOSALS FOR OPERATION AND PERSONNEL--IMMEDIATE

Proposal A

Adequate personnel should be hired and assigned to the centralized booking center so that no less than six corrections officers and one supervisor would be present on any shift. This does not include any additional personnel placements other than booking and jail custody. Court room guarding, prisoner transport or bailiff duties would require others to be assigned to these tasks.

Security dictates that a minimum crew have two men assigned to CBU, two men to the control center, one to the cell blocks, or tank, and one to the security door. In case of trouble, three men should be available to respond.

Proposal B

Prisoner identification should become a separate section of the booking procedure and should be performed by identification technicians whose responsibilities lie with police operations. These technicians would be trained, qualified persons under the jurisdiction of criminalistics and scientific investigation.

Identification technicians would be trained in all phases of prisoner identification as well as understand the relationship of their work to other departments and agencies. Performance in that capacity would be judged by those who rely upon that work. Persons skilled in taking fingerprints, classification, searching, filing and, to some degree, photography would be faster, more efficient and more accurate. By performing only prisoner identification, ID technicians would be available and could more easily keep up with the load of heavy booking. Quality would improve and with it, reputation. Identifications from the state and FBI would increase. Errors in photography would ease, and standardization would improve. Time required and likelihood of error in classifying and searching fingerprint cards would decrease. Special or additional procedures during prisoner identification, such as extra cards, palm prints, exceptional photos would be done without needless instruction or repeated effort.

#### Proposal C

Prisoner identification would become the responsibility of a specialized unit within criminalistics and scientific investigation. This identification unit would be solely civilian and would assume more autonomy in the area of prisoner identification and files maintenance. Working in close relationship with corrections as far as policy and personnel placement, this unit would still retain the needed association with criminalistics and scientific investigation.

Prisoner identification is an extension of criminalistics that reaches into the zone of responsibility that has been designated to corrections, and must not only fulfill the basic requirement of positive identity but must be compatible and responsive to corrections. Trial efforts on the part of the police bureau and the sheriff's office have demonstrated that effectiveness in the area of prisoner identification is greatest when this duty is performed by personnel from the identification divisions. A person whose employment depends upon the expertise exhibited in this area will, by necessity, produce the desired results. However, the needs and concerns of corrections cannot be totally ignored. By creating a more unitized and distinctive arm in the direction of corrections that would deal with the problems of scheduling, personnel placement and duties, it is hoped that a better, stronger

relationship between the two agencies could be established. Corrections is naturally suspicious and hesitant toward a program which introduces members that are not directly under its control. Yet the fundamental tenet of effective police work, that of positive identity, must supersede those fears. An identification unit working in close contact to corrections would help in that respect.

#### Proposal D

The identification unit of criminalistics and scientific investigation would be organized in the following manner:

1. The number of identification technicians would be increased to fifteen.
2. Three new positions of identification technician II would be created.
3. One new position of identification unit supervisor would be created.

Fifteen technicians working with three ID technicians II would be able to adequately handle all of the requirements of prisoner identification at all times. The ID technicians II would perform shift supervision to insure the proper placement of personnel according to booking needs. The operation demands people to perform all phases at two locations as well as provide the vital check and recheck system. Prompt and accurate completion of prisoner identification and immediate entry of this information requires that different persons do separate portions of the process, and only the most experienced are properly able to perform the important final steps. Unless three people are in attendance on each shift, work done then cannot be finalized. Placement of five ID technicians and one technician II on each shift allows for days off, vacation and illness without sacrificing effectiveness.

The identification unit supervisor would be responsible for the entire operation. He would act as the principal liaison from criminalistics and scientific investigation to corrections and would set or adjust policy according to the requirements of both. He would produce the necessary recheck of the work done by identification technicians II and would provide the definitive statement in disputes and decisions concerning fingerprints.

The movement toward consolidation and regionalism creates a growing need for specialization. The time and effort required to attain a level of expertise in just one area of criminalistics and the increasing demand to continuously apply those skills in that one area forces that specialization. No longer can a person function effectively as a jack-of-all-trades. The time has come for individual masters. While it is essential that those in criminalistics and scientific investigation be able to satisfactorily complete any assignment, special talents and knowledge must be utilized to the highest possible levels. The greatest obstacle to this aim comes from the problem of coordination and direction. By unifying prisoner identification into an identification unit with its own strata of supervision, by providing a close alliance to corrections with only that area that affects them and by preserving the vital system of check and recheck, the goal of effectiveness can be reached.

#### ALTERNATE PROPOSALS FOR FACILITIES AND EQUIPMENT

##### Alternate Proposal A

Booking would continue at both Rocky Butte and the court house. Equipment and space would be provided to Rocky Butte to duplicate the booking area at the court house.

##### Alternate Proposal B

Transport would be enlarged to provide easier transfer of prisoners from one location to the other. The need for prisoner drop points would be less urgent and rapid transport less critical. However, the necessity of improved service is just as valid.

#### ALTERNATE PROPOSALS FOR OPERATION AND PERSONNEL

##### Alternate Proposal A

Adequate personnel should be hired and assigned to the court house so that no less than seven corrections officers and one supervisor would be present on any shift. This does not include any additional personnel placements other than booking and jail custody. Court room guarding, prisoner transport or bailiff duties would require others to be assigned to these tasks.

Security and workload dictate that a minimum crew has three men assigned to CBU with one of these men to perform mug and print, two men to the control center, one to the cell blocks, or tank, and one to the security door.

##### Alternate Proposal B

Mug and print would become a separate section of booking and would be performed by a corrections officer designated as identification officer. The position would be filled by only qualified persons and would be classified a premium pay position. The following requirements would be placed upon this position:

1. Identification officers would be trained by the criminalistics and scientific investigation section for no less than six months. Personnel would be on probation for this training period and would be rated by the instructors. Those failing to meet minimum standards would not be assigned.
2. Three identification officers would be trained for each shift and location to provide adequate coverage during days off, vacations and illness. To maintain the necessary level of skill these three identification officers would be rotated on assignment each week.
3. Identification officers would not be removed from their position except in times of extreme emergency for any other corrections duties.
4. Regular evaluation of performance would be supplied to corrections command by criminalistics and scientific investigation. Poor workmanship and repeated errors would be reason for reassignment or dismissal.
5. No assigned identification officer would be allowed to transfer from that position until a trained replacement was available.

Alternate Proposals C and D

Identification technicians would continue to classify, search, file and maintain the fingerprint cards submitted from CBU. Two additional technicians would be needed to bring all shifts to full strength. One new position of technician supervisor would be created to coordinate the efforts toward prisoner identification and to oversee the training of identification officers for CBU.

APPENDIX

CURRENT PROBLEMS IN PRISONER IDENTIFICATION

On May 1, 1972, the first step toward consolidation of police services that involved criminalistics and scientific investigation was made. The city jail facilities for women were closed and all arrests, city and county, were booked into Rocky Butte. Certain problems arose immediately from this sudden clash of two basically different systems that had been thrust together, problems that to this date have been unresolved.

Underlying the difficulties of over a year and a half of combined operation is the distinct incompatibility of the concept in prisoner identification held by police as opposed to corrections. The PPB's approach provided for trained persons from the then identification division to operate and be responsible for the prisoner identification phase of booking. The MCSO relied upon material furnished them from corrections officers who had been assigned to the CBU.

Originally the PPB used sworn personnel to do prisoner identification, but since July, 1965, civilian identification technicians have been employed to do all of the fingerprinting and photographing of prisoners in the city jail and were responsible to the commander of the identification division. These technicians were judged solely upon their abilities in the field of identification and became specialists in that one phase of booking. MCSO, too, had trained personnel doing this function until 1968 when it became a duty of corrections.

The corrections officer assigned to CBU was usually placed there at the discretion of the shift supervisor. His function included all phases of booking of which prisoner identification procedures were but a part. There was no training in the classification of fingerprints, and, in most instances, training was inadequate as to the actual taking of fingerprints. The measurement of performance in CBU was based upon many yardsticks, and, generally, the person assigned to that position was selected on the foundation of request and/or favoritism on the part of the shift supervisor.

The results of these two systems were predictable. The PPB continued an excellent record of positive prisoner identity while the MCSO fell to the level where identity could not be established on 25 to 50 per cent of the inmates.

Therefore, the initial consolidation program proved to be of benefit to both the PPB and the MCSO. While the number of bookings increased at Rocky Butte with the addition of city female prisoners, the percentage of persons requiring full processing declined. Positive identification rose, and, due to the availability of city records and the use of existing city mugs, the new mugs taken decreased from a monthly average, January 1, 1972, to May 1, 1972, of 356 to a monthly average, May 1, 1972 to January 1, 1973, of 330. From January 1, 1973 to date, the figure has declined to less than 250 per month, even though all women were booked there until November 1, 1973. The PPB gained in being the depository of all fingerprints and photographs taken on all arrests in Multnomah County and could increase its effectiveness in both prisoner and latent print identifications. Or so it seemed. In reality the advantage was offset by the problem of repeated errors, errors in fingerprints, in photographs, in completion of the booking reports.

The intention of this summary is not only to show the types and quantity of these errors and their sources but to provide an explanation of why they happen and an insight into the solution. While this report is concerned with fault and correction, it is offered in a spirit of cooperation and with the belief that a common goal is necessary for the effective execution of police services, apart or consolidated.

#### BOOKING REPORT ERRORS--COURT HOUSE JAIL

While some of the errors that appear on the booking reports prepared at the court house are annoying typographical mistakes, an overwhelming portion are serious blunders. These errors, primarily inaccurate or missing information, are the result of a booking system that taxes the capabilities of those working it. The booking area is now located on the 8th floor, isolated from the 7th floor jail. This facility is described as temporary while construction is completed on a new booking area on the 7th. However, the exact date for completion is unknown.

The 8th floor area is an integrated booking center that combines all of the phases of booking, prisoner search, property removal, medical service and identification. During periods of light booking, a prisoner can be processed through all the phases with relative ease. However, since about 70% of the bookings occur between the hours of 6 pm and 4 am, the following remarks are of special concern for that time.

On most occasions during the night shifts only two corrections officers man the booking area. While the initial phase of booking, that of search and property removal, can be accomplished by one man when the prisoner is cooperative, it is advantageous for reasons of security to have two men present at the booking desk. Prisoners are generally booked one at a time, in turn. In cases of multiple arrests or different arrests arriving in close proximity, the yet to be booked prisoners wait on a bench near the entrance to the room. Arresting officers may or may not remain with the prisoners. When ready the corrections officers search the prisoner, remove and categorize all his property, issue receipts for cash and valuables, and take a four finger inked impression of the prisoner's right hand on the custody report. After this the prisoner is usually placed on another bench to await identification processing. If, during this time, the number of prisoners awaiting processing is too many for security reasons, or if there are belligerent or intoxicated prisoners creating disruptions, then those who have passed through the initial phase of booking are transported to the 7th floor until time permits their return for processing.

The CBU personnel are also responsible for the completion of the booking report and the preparation of the court docket. Recently a new system was created in which a booking number is assigned to each new prisoner before any further processing, and all information pertaining to the arrest is entered on the docket. All numbers are issued from the 8th floor facility for court house and Rocky Butte bookings. Because even a moderate load can create a backlog of prisoners awaiting identification, and because of the time lag between initial booking and the completion of the booking report, a form was produced on which are entered the physical characteristics and identifying numbers, if any, of the prisoner in question. This is filled out by either a name check with the criminalistics division, by copying the information from the custody report, or by asking questions of the prisoner at the time of initial booking. With a heavy load there can be, and quite often is, a considerable time interval between arrival and final



processing. One prisoner who entered at 7:45 pm on a busy night was not processed through identification until after 2 am.

When prisoner identification does occur, the usual routine is for one officer to do the fingerprinting and photographing while the other types the booking report. Since the man at the typewriter needs access to the information, he retains the form. The actual operator, working in another room, often gets numbers from the typist by way of yells and shouts. As a result numbers are sometimes transposed. And without the record of physical characteristics in his presence, the operator cannot confirm or refute the information even though a scales and height stick are in the room. Gross inaccuracies have been noted in this physical data when compared to the photograph. Many times the typist fills in the type of processing section of the booking report according to what should be done instead of what the operator in the other room is doing. As a result, since July, 1973, 65 booking reports have been listed as remugs, yet no picture was taken. This causes tremendous consternation and wasted effort to the criminalistics division that must accept the listing on the report.

At the time of the name check with the criminalistics division, correct information is given to the court house concerning names, birthdates, identifying numbers, etc., but seldom is this accurate information listed on the booking report. Errors in race, sex, and date of birth are a daily occurrence.

#### BOOKING REPORT ERRORS--ROCKY BUTTE

Since Rocky Butte uses a different booking procedure, the above errors occur far less frequently. However, it is quite common for a custody report to arrive from the Butte with no attached booking report. Since CBU at the Butte does not perform the initial phase of booking, the four finger inked impressions are not placed on the custody report until later in the processing. Prisoners are first placed in detention and then processed. This seems to be the reason why many custody reports are forwarded without prints on them.

Accuracy of information might be challenged by the CBU officer, but no measuring devices are present in the prisoner identification area.

Rocky Butte maintains its own limited records file. Although the prescribed procedure requires that a name check on all arrested persons be made with the criminalistics division before identification processing, sometimes this is omitted because an old file of a person with the same, or similar name is discovered. The prisoner is then remugged under the old number. However, on a majority of these there are no prints on file anywhere to confirm identity, and without verification, the new photo has to be destroyed.

#### FINGERPRINT ERRORS--COURT HOUSE AND ROCKY BUTTE

From 1965, the date identification technicians assumed the responsibility for prisoner identification at the city jail, to 1973, when this function was totally assigned to corrections officers, the rejection rate of fingerprint cards submitted to the FBI from the PPB on those persons with no prior local record was less than 1 in 400. With few exceptions the reason given for returning the card was due to skin condition. Since July, 1973, to present, the rejection rate has risen to a level of 1 in 40, and this is after a preliminary screening in which those cards of such obviously poor quality are not even submitted. Two reasons are most often given for being unacceptable: illegible prints and missing deltas.

With a smaller file and more time to spend on each individual card the criminalistics division has tried to conduct a thorough search on every booked subject. However, 1 out of 100 cards must be rejected as totally unclassifiable. Many more are placed in the file with a classification that is, to some degree, guesswork. The reasons, as with the FBI, are due to smeared prints or missing deltas.

For quite some time the palm print file has been the nucleus of latent print work done by the criminalistics division. By instituting a policy of taking palms on all persons 25 years old or younger who were charged with burglary, robbery or auto theft, a collection of nearly 5000 suspect prints have been compiled. These would form the basis of the proposed computerized single print system. With

corrections officers doing the printing, many many persons charged with those crimes have not been palm printed. Efforts to later acquire these palms have met with spotty results. Some individuals have complied faithfully while others never do. Yet even with 100% compliance there would still be the problem of quality. Several sets of palms have been rejected as too poor to be of any value.

In addition, the effectiveness of the computerized single print system is dependent upon the amount of data used to describe each print. Those which cannot be typed according to core or delta will not utilize the computer's potential.

#### ERRORS IN PHOTOGRAPHY--COURT HOUSE

During 1972, the PPB darkroom processed 105,531 mug prints and almost 150,000 in 1973. This volume of over 2000 prints each week was in addition to the regular crime scene photo work, court displays, color processing and numerous miscellaneous assignments. This output can be accomplished only by the most efficient system possible. Therefore, each error committed at the time the photo is taken is magnified throughout the dark room process. The end result is a poor quality picture that has retarded the entire process.

Over 20% of the mug photos taken at the court house are improperly done. This percentage does not include those pictures in which framing is the error, that is, those pictures with "missing" noses and chins. The rate is based upon these causes:

1. Picture is out of focus
2. One or more poses were not taken
3. Poses are taken in the wrong order
4. Camera was too close to the subject
5. Camera was too far away from the subject
6. Wrong poses were taken
7. Spacing occurred between poses
8. No spacing occurred after the sequence of poses

#### ERRORS IN PHOTOGRAPHY--ROCKY BUTTE

During October, 1965, the PPB converted from 4x5 cut film mug negatives to 70mm roll film with the purchase of a new camera and darkroom printer package. This system permitted bulk processing of film, eliminated tedious contact printing and provided a speedier, more uniform production of mug prints. At the same time a new concept to aid investigation was begun, the taking of a color mug transparency.

Immediately after the PPB darkroom began processing the mug negatives from Rocky Butte, the incompatibility of the two systems became apparent. The image on the 4x5 cut film was too large to fit within the limits of the automatic printer. Rather than reverting back to the slower method of contact printing, an effort was made to alter the size of the image at the time of film exposure. This program has been generally successful from a technical viewpoint, but has, at the same time, created more opportunity for error.

The position of the image on the negative is just as important as size, and therefore framing is more critical. But the most serious problems arose from the camera itself. With the subject no longer pressed against the focusing bar the camera became unstable, and vibrated upon its base with the slightest touch. If the shutter was tripped during the times of greatest vibration, the picture would be blurred. In addition, the locks which keep the film holder tight against the back of the camera must be secured very carefully. If not, there is light leakage, and the negatives become "blasted" or "fogged." This problem alone has resulted in hundreds of destroyed negatives.

The color mug transparencies have proved to be a strong asset in investigation. The realism of a larger than life color image projected upon a screen has produced good to excellent results in suspect identification. Without such a camera at Rocky Butte, 27% of all persons arrested during October, 1973, on serious crimes did not have a color slide taken because they were booked at the Butte.

#### PROCEDURE ERRORS--COURT HOUSE AND ROCKY BUTTE

On February 9, 1973, the FBI set forth new guidelines for the submission of fingerprint cards to them. The purpose of the directive was to eliminate arrest records of those

charged with only minor offenses. Those charges which would not be recorded included traffic (except DUIIL, DUIID, or felony hit and run), minor criminal charges such as vagrancy, loitering, etc., and most gambling offenses. However, in cases where identity was in doubt, the FBI would continue to provide a search of their files regardless of charge. The arrest would simply not be recorded. Recording of all other offenses is not only welcomed but encouraged.

Time after time, at both the court house and Rocky Butte, persons are booked and not printed, even in cases of felony arrests. Time after time persons are remugged and, in some instances, newly mugged without any prints being taken on the assumption of identity or from failure to understand the identification process. This practice violates even the most minimum standard of integrity without which there can be no criminalistics and scientific investigation.

#### CONCLUSIONS

In each instance that the PPB or the MCSO has tried to remove trained identification personnel from the mug and print portion of booking, the results have always been poorer quality and an overall weakening of effectiveness on the part of identification and ultimately all of police work. This, then, is the result today. It is the opinion of this writer that the answer does not lie solely in training. Improvement in quality, accuracy and thoroughness might result from intensive education, but understanding and attitude of the goals of identification are elusive factors that spring from dedication.

This writer has grave doubts that such dedication is possible by those whose direction is different from the police. Corrections has been removed from police work, and rightfully so. Yet in the one area of prisoner identification, a police responsibility, they are asked to perform, even think, like police.

This writer hopes that whether all, part, or none of the proposals given are implemented that serious consideration of the role of criminalistics and scientific investigation in prisoner identification be undertaken. The longer the errors of commission and omission continue, the greater will be the challenge to effective police work, now, and for years to come.

V

#### ALL OTHER FUNCTIONS

by

ROBERT HAMILTON

As per your request for my opinion as to where certain functions and services should lie within the proposed newly created combined operation of identification and scientific investigation, I am herewith submitting the following:

#### DOCUMENT EXAMINER

In arriving at my suggested opinion on the document examiner, I felt that personal contact with our current examiner and a discussion with him in his field of expertise should be solicited before arriving at any conclusions. My contact and visit with him revealed some good suggestions as to why not to place this function with such divisions as detectives, office of district attorney, check details, etc. He has by previous experience in testifying in the courts, felt that this service would bear prejudice should it be located within, for example, detectives or check details (police prosecution prejudice). His recommendation was that this service be located within the identification-scientific investigation realm. Further, there would be accessible to him the signatures necessary when required to fulfill the obligation of the service provided, from fingerprint cards, mug photos of suspects, identi-kit composites, physical descriptions, fingerprint classifications, etc., and documents provided within the evidence realm such as suicide notes, deaths under suspicious circumstances where document handwriting examination might be desired (through responsible evidence gathering by scientific investigators). Because of the foregoing and other interrelated duties that we discussed, it is my recommendation that the document examiner be assigned under the identification-scientific investigation portion of the department.

#### CRIME LABORATORY

Both PPB Crime Lab and OSCL have been recommended by the Commission for regional crime laboratory facility studies to

be consolidated into a regional laboratory and hearings on their preliminary report are currently being conducted. It is my opinion that the identification-scientific investigation unit should have easy and close access to wherever this laboratory is ultimately located. A very close liason must be maintained with this laboratory because of the requirements of lab examination of material items of physical evidence as gathered by scientific investigators in all phases of crime scene work. Close physical and geographic relationship must be emphasized of great importance.

#### MEDICAL INVESTIGATOR'S OFFICE

High on the list of priorities should be the close establishment of working relations with this office--the medical investigator. Again emphasis should be placed on closely associated physical and geographic locations to both functions of identification-scientific investigation and the crime laboratory. Past experience dictates a closely woven inter-tie of working relationships between (1) crime lab, (2) medical investigator, (3) identification-scientific investigation.

#### IDENTI-KIT

I feel the current identi-kit composit system should be maintained within the identification-scientific investigation system. All personnel should be trained in preparing these composites when this service is called for, since it has a definite relationship between suspect composites and identification mug photos. Scientific investigators in covering crime scenes should be capable of preparing a composit quickly and efficiently in order to be able to get the resulting composit to the photo darkroom and necessary copies of suspects to street officers and other investigative units. Last year we had occasion (both personnel in detectives and scientific-investigation) to view what the majority felt was a definitely superior method of composite building known as the photo fit system. It is most highly recommended by the writer that consideration be given as soon as possible to adopting this system over the identi-kit system.

#### POLYGRAPH

It is my personal feeling that the polygraph (lie detector) method be assigned to the investigative division (detectives).

The main consideration given here is that the detectives being assigned to follow-up on varied types of crimes initially begun by uniformed personnel, bear the ultimate responsibility in bringing their assigned cases to a successful conclusion, be it burglary, robbery, homicide, or whatever, and a great deal of this work entails contacting witnesses, informants, interrogations. There isn't anyone in any better position to know the status of any given case than the detective or team assigned to that particular case. I feel that select personnel should be chosen for polygraph training who have a natural knack and a good general expertise in interrogative work within the detective or investigative division. It is with these people who have this natural knack or approach that it would be within the scope or realm of naturalness to belie themselves as expert polygraph operators.

#### VIDEO TAPE OF CRIME SCENES

I'm sure that all are aware of the potential that lies with the video taping of certain crime scenes. This is steadily becoming another tool for law enforcement in general to the benefit of police agencies. A number of departments within the U.S. are currently and successfully utilizing video equipment in an assortment of varied police programs. This, of course, entails a certain amount of equipment and a development of "know-how" in the taking of video pictures especially at crime scenes such as a homicide. I feel that this type of program should lie within the realm of identification-scientific investigation since crime scene photography (stills) is a part of their responsibility in obtaining photographic evidence. The ideal situation, in my opinion, is that consideration be given to the training personnel (at least one team) in the operation of such equipment and the assignment as a video team to handle the video tape activity as a regular procedural program. This would undoubtedly require an increase in personnel to set up such a program. I feel that the current responsibilities and procedures followed at major crime scenes by scientific investigators who must gather all potential physical evidence, take both color and black-white still photographs, diagram and measure the scene (which must be completed prior to the movement of any physical evidence including bodies, by the medical investigator) would preclude taking on the additional function of video taping. Video taping does have a place in the future in such investigative work, and any future planning concerning this valuable tool would most certainly merit consideration.

Please understand that the opinions expressed in the foregoing are merely my own as requested by the chairman of this subcommittee. I personally feel that all members of the subcommittee should be given the opportunity to express themselves and their opinions in any or all of the foregoing listed activities concerning identification-scientific investigation.

# CHAPTER 6

REPORT

of the

INSPECTIONS

SUBCOMMITTEE

### SUBCOMMITTEE MEMBERSHIP

**CHAIRMAN**

John Dow (Captain), District Patrol, MCSO

**MEMBERS**

Richard Duval (Lieutenant), Chief's Office, PPB

Herman Gericke (Patrolman), East Precinct, PPB

Gary Kennedy (Deputy), District Patrol, MCSO

### SUBCOMMITTEE MEETING SCHEDULE

February 14, 1974	3:00 A.M.
February 21, 1974	6:00 A.M.
March 14, 1974	10:30 P.M.

## SUBCOMMITTEE OBJECTIVES

1. The role and functions of inspections must be developed.
2. An examination of the inspections activities of each agency must be conducted with descriptions of each (to include policies and procedures).
3. A comparative analysis of each agency is required.
4. Alternative recommendations as to the physical merger, consolidation and/or co-location of an inspections unit must be developed.
5. Implementation plans for alternative recommendations must be developed.

## SUBCOMMITTEE REPORT

This subcommittee makes the following recommendations:

1. That a formal inspections division be implemented in the consolidated police department as contained in the attached procedure titled Inspections Division Procedures Manual.
2. We recommend a physical merger into one unit located in the executive office of the chief of the consolidated police department.
3. We recommend that the attached inspections procedure be adopted and implemented with a full-time staff of one captain, one lieutenant, one sergeant, three patrolmen, and one secretary.
4. We recommend that internal investigations not be conducted by the inspections unit as based on a Portland Police Bureau staff study of inspections as conducted by major cities in the country. The recommendations were that the internal affairs and inspections functions be separated with both divisions reporting directly to the chief.

This subcommittee report has been made possible primarily through the efforts, research, and dedication to the police inspections concept of Lt. Richard Duval, Portland Police Bureau Inspections Unit.

INSPECTIONS DIVISION PROCEDURAL MANUALAUTHORITY

- A. The organization and function of the Inspections Division of the Portland Police Bureau is provided for in Departmental 1974 Memo General Order #6, Police Bureau Reorganization.
- B. The inspectional activity is the medium by which the Bureau conducts a continual program of critical and searching self-analysis and, as such, is a staff-level function. Hence, the authority of this unit is limited to staff authority. Members of the Inspections Division have neither the responsibility nor authority for taking corrective action and will not do so, except under circumstances where their failure to act might jeopardize the Department's reputation or the accomplishment of its mission. However, upon discovery, they may suggest a practical solution based upon analysis and appraisal of the existing conditions.

ORGANIZATION

- A. The Inspections Division is composed of an Inspector with the rank of Captain and a Lieutenant, directly responsible to the Chief of Police.
- B. With the authorization of the Chief of Police, the Inspector may obtain additional personnel from the Police Bureau or any other Bureau or outside agency. These personnel will be assigned on a temporary basis. Assignment will be based on individual expertise in a specific area of inspectional interest.
- C. All personnel assigned to the Inspections Division will be known as inspector and will preface their name to so indicate.

DUTIES AND RESPONSIBILITIES OF INSPECTIONS PERSONNELInspector

This position shall be under the direct supervision and

control of the Chief. Specific duties and responsibilities of the Inspector are as follows. He shall:

- A. Be fully responsible for the effective and orderly conduct of the overall inspection process.
- B. Coordinate and correlate all inspections activities and personnel.
- C. Provide inspectional guidance to subordinates and assign inspectional responsibilities for control of inspections and preparation of reports.
- D. Ensure that each member of the Inspections Division understands the content of this Handbook as it pertains to him, and shall further indoctrinate each member as to the true mission and goals of the inspectional program.
- E. Conduct liaison between his unit and the Chief of Police and all other command personnel on the Bureau. He shall also develop a good working relationship with personnel at all levels of the Police Bureau and other agencies with support responsibility to the Police Bureau.
- F. Make, or cause to be made, timely visits to all of the organizational units of the Department and conduct comprehensive inspections of all of the functional activities of said units.
- G. Be responsible for seeing that appropriate reports are written to cover inspections activity.
- H. Perform such other duties and functions as may, from time to time, be delegated to him by the Chief of

Lieutenant

This position shall be under the direct supervision and control of the Inspector. Specific duties and responsibilities of the Lieutenant are as follows:

- A. Develop a good working relationship with personnel at all levels of the Police Bureau and agencies with support responsibility to the Police Bureau.
- B. Prepare himself in such a manner as to ensure a complete and functional knowledge of all facets of the



Inspection program, to the extent that he can effectively assume control and direction of all phases of the inspectional process without limitation.

- a. Provide instruction and continuing inspectional guidance to assigned personnel.
- b. Be responsible for reviewing all reports and referring any report containing information of special significance to the Inspector.
- c. Perform inspections and other functions delegated to him by the Inspector.

#### Command Coordinator

This position shall be under the direct supervision of the Chief of Police. In conjunction with staff guidance provided by the Inspections Division, the Command Coordinators will perform operational inspections. Their findings and recommendations will be submitted to the Inspections Division through the Chief of Police. These operational inspections may include the following:

- A. Formal personnel inspections.
- B. On-scene evaluation of uniform and investigative performance.
- C. Recommendation for commendation for outstanding police achievement.
- D. Written reports on inspection activities.
- E. Perform any other duties in regard to inspections as may be mutually agreed upon by the Chief of Police, Inspections Division, and the Command Coordinator.

#### Inspections Personnel

The individual responsible for the conduct of the inspection program must be one in whom the Chief of Police has complete confidence. He should be mature and experienced, have a high degree of objectivity, and good judgment. He should thoroughly understand the chief administrator's operating philosophy. He should possess the type of personality which permits him to suggest and persuade rather than command, and his integrity must be unimpeachable.

While it might seem difficult, if not impossible, to find an individual to meet the foregoing specifications, subordinate members assigned to the Inspections Division should come as close to them as possible. Subordinate personnel should have a high degree of personal and intellectual integrity. They should have knowledge of, and varied experience with, many of the Bureau's major divisions.

They must present a neat and clean appearance and shall conduct themselves in such a manner as to avoid undue criticism. They must subordinate their personal feelings and adhere to the Department's rules and regulations. They will be expected to assume a completely objective and constructive attitude toward the unit being inspected.

Inspections personnel shall keep in mind that while their function is staff-oriented, they are still police officers and, as such, are still subject to all of the rules and regulations that pertain to their particular rank or assignment. The fact that they are assigned to a "staff-type" of duty shall not be construed as relieving them of the responsibility of taking prompt and effective action in the matter of any violation of the laws and regulations coming to their attention.

Inspections personnel shall maintain decorum at all times and under no circumstances are they to engage in argumentative debate with personnel assigned to the units being inspected. On occasion, however, there will necessarily be discussions on questions for the purpose of developing the full and factual circumstances of a given situation. Such discussions should be carried on in a friendly and cooperative manner designed to clarify rather than cloud issues.

Inspections personnel shall adopt an attitude of complete objectivity in their approach to the inspection process and shall not permit their personal feelings and animosities to influence their decisions or findings. Inspections personnel shall endeavor to establish and maintain a friendly atmosphere in their associations with personnel of the unit being inspected. They shall not, however, promote a familiarity that jeopardizes the integrity of their mission.

#### TYPES OF INSPECTION DEFINED

##### A. General Inspection

This is a complete and comprehensive review of the

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entire system of management controls pertaining to the operations, administration, and resources of the unit being inspected. Specifically, it includes examination of the mission, organization, manpower, operational activities, facilities, policies, programs, and procedures with emphasis on the economical and efficiency aspects. In most cases a team concept will be used with a number of different areas being inspected at the same time. The team members will be made up of personnel from inside and outside the Bureau, and they will have expertise in the area they are inspecting. The commanding officer of the precinct, division or function to be inspected will be given advance notice and a copy of the agenda covering the primary areas that will be inspected.

#### k. Special Inspection

This type of inspection is normally limited in scope to an examination, evaluation and analysis of a specific procedure, policy, or condition which has been identified to, or by, the Chief as being below acceptable standards and which requires special attention. The inspection objective is to thoroughly examine the questionable elements, identify the causative factors and recommend corrective action or referral to the division most capable of solution of the problem. This may or may not be an announced inspection.

#### l. Spot Inspection

Inspection is a continual process and will take place when and where conditions dictate a need. Spot inspection will be the medium used to review those functional elements which were evaluated as unsatisfactory in a previous general or special inspection. The objective of the spot inspection is to determine the timeliness, effectiveness and impact of the actions taken to correct the unsatisfactory conditions and to preclude recurrence.

#### m. Inspection by Request

The services of the Inspections Division are available to all commanding officers. A request may be made to the Chief for a special inspection. This request may cover any area the commanding officer feels could benefit from an inspection.

#### ON-SCENE INSPECTION NOTICE

Inspections personnel, upon entering any precinct or other physical facility for inspectional purposes, shall notify the superior or commanding officer of their presence and the purpose of their visit. Upon completion of their business, they shall let the superior or commanding officer know they are leaving and, where appropriate, advise him of any deficiencies noted in the course of the inspection. The only exception to this policy will be where such notification would tend to defeat the purpose of the inspection.

#### INSPECTIONAL COVERAGE

Check lists will be utilized by Inspections personnel as basic guides during the examination of the various functions. They are not intended to be exclusive. Their purpose is to guide, not confine, the scope of inquiry. The inspection will examine a unit or function only to the point necessary to assure sufficient factual data has been obtained to clearly portray the actual degree of effectiveness and efficiency thereof. As Inspections personnel cover check list items, they will ensure that all deficiencies noted in prior general, special, or spot inspection reports have been corrected.

#### PRE-INSPECTION PROCEDURES

The Inspector will notify the commanding officer of the unit to be inspected at least thirty days in advance of a proposed general inspection. At the same time, an agenda will be furnished which will list the primary areas to be inspected. A pre-inspection conference may be held between the Inspector and the unit commander concerned, if in the judgment of either of these officials the need for such a conference is indicated. The above procedure may or may not apply to a special or spot inspection. The scope of the inspection will dictate the procedure.

#### POST INSPECTION CONFERENCE

On completion of the general inspection and prior to writing the formal inspection report, the Inspector will hold a post-inspection conference with the commanding officer of the precinct, division or function inspected. This closing conference will allow the Inspector an

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opportunity to present to the commanding officer the observations and findings of the inspection with recommendations. Such a conference will also afford the commanding officer an opportunity to clarify any question about deficiencies and to institute such program for improvement, change or correction as is indicated by the inspection findings.

DEFICIENCY RESPONSE

The commanding officer of the division or function inspected will be required to complete a deficiency response (report) upon receiving a copy of the formal inspection report. The deficiency response (report) will be submitted to the Chief through the Inspections Division by the suspense date noted on the inspection report. It will cover the following two areas:

- A. Action taken to correct deficiencies listed in the report.
- B. Preventive action taken to see that the deficiencies do not reoccur.

DEFICIENCY FOLLOW-UP SPOT INSPECTION

On receipt of the formal inspection report, the commanding officer will note that a reinspection date has been designated for a spot inspection. This will be within ninety days and will cover the noted deficiencies.

SCOPE OF INSPECTION

- A. The inspectional program covers all phases of organization, management and functional activities of the Portland Police Bureau. The scope of inspection will extend beyond the verification of compliance with General Orders, the Manual, and other written instructions, to also include a determination with regard to whether or not the policies, practices, procedures and controls at all levels of supervision are adequate and are being carried out in an effective and efficient manner.
- B. The extent of coverage will also give appropriate attention to the material resources of the Bureau to determine their adequacy, functional efficiency, and minimum and maximum levels of supply necessary for

effective performance. The inspection will ensure that all facilities, equipment and physical property are being properly utilized and afforded proper care and maintenance.

- C. Intensive scrutiny of the total crime reporting process, including arrest and clearance procedures, will be spot checked on a random basis to ensure the integrity of the Bureau's crime statistics. This audit of crime reporting procedures will proceed from the time an incident is reported to the police through the recording of clearance to the final disposition of the report. Complainants will be randomly selected for interview by phone and in person to ascertain the quantity and quality of police service and the accuracy of reporting.
- D. Inspections personnel will be given access to all files and records maintained by all functions of the Bureau. The exceptions to this policy will be those files listed below, which require prior approval of the Chief before any inspection is allowed:
  1. Files of the Office of the Chief.
  2. Intelligence Division files.
  3. Internal Affairs Division files.
  4. Personnel Division files.
  5. Informant files.
  6. Confidential cases under investigation or on file in Records.
  7. Personal files of division commanders and staff supervisors.
  8. Files containing any material protected by any legal privilege, such as doctor-patient, attorney-client, informant-investigator, etc.

In special circumstances where a question arises as to the propriety of inspecting a particular record or file, the matter will be referred to the Chief of Police who will resolve the question with the unit commander concerned.

1. Inasmuch as the inspectional process is a continual review of the activities of the Bureau, all organizational functions and all levels of supervision within the Bureau will be subject to inspection. A precinct, division or function may be subject to an intensive general inspection during a particular period of the year. This does not preclude the performance of special or spot inspections at various other times. Special or spot inspections will be conducted to follow-up on former inspectional findings or to make special studies of selected activities.

#### INSPECTIONS REPORT FORMAT

To be effective, inspection reports must be written in a manner that will permit the reader to obtain a full grasp of the situation. Reports must be clear, concise, factual, and timely, setting forth the facts relative to outstanding practices and accomplishments as well as significant deficiencies and weaknesses.

The following is a general format for a major staff inspection which should be applicable to most inspections:

#### A. Cover Sheet:

1. Title of the Inspection Report
2. Location of the inspection.
3. Date the inspection was completed.
4. Names of the inspection staff involved.
5. A routing list showing suggested distribution.
6. Date reply is expected from commanding officer.
7. Date set for follow-up inspection.

#### B. Table of Contents:

Self-explanatory.

#### C. Synopsis:

This should condense the report and outline the major commendations and deficiencies noted along with any corrective action being initiated by the commanding officer. (BRIEF AND TO THE POINT)

#### D. Recommendations:

Will be brief, clear and concise suggestions of how to correct deficiencies or will refer the problem to the division which is most capable of solving it.

#### E. Reinspection:

Set an inspection date and list the areas which will be reinspected within 90 days to determine if corrections have been made.

#### F. General Discussion:

This contains the details of the inspection and the factual data which supports synopsis and recommendations as well as details of any corrective action being initiated by the unit commander.

#### G. Exhibits:

These are work sheets, orders, charts, time records and evidentiary material used to support the inspection report by factual examples referred to in the report.

As a rule, minor deficiencies will not be included in the report unless they reflect an adverse condition or trend which represents a serious departure from established policy and procedures. The same would apply to deficiencies corrected on-the-spot.

#### INSPECTION REPORTS

##### Action Report

Prepared by the Inspector in any situation in which the best interest of the Bureau would be served by expedient follow-up action. This report will be submitted to the Chief as soon as possible.

##### General and Special Inspection Report

Findings of all general and special inspections will be recorded in a single document entitled "INSPECTION REPORT," which in all cases will be forwarded to the Chief of Police. Extra copies will be included for the Chief to distribute. Normal distribution would be to the Deputy Chief who is responsible for the division involved and the commanding officer of the inspected function. The inspection report will reflect the effectiveness and efficiency of the activity of the unit inspected. It must contain sufficient information to ensure that the reader views the conditions of each of the functional activities in a clear perspective.

Spot Inspection Report

Under normal circumstances, deficiencies and irregular conditions of a minor nature observed during the course of routine inspectional activity will be brought to the attention of a superior or commanding officer of the relief. A two-copy spot inspection report will be filled out which will indicate a reinspection date. One copy to the division commanding officer for his information and action. One copy for the Chief's Office Tickler File for return to the Inspections Division prior to the follow-up inspection date.

INSPECTION FILES

The Inspections Division shall establish and maintain up-to-date files relative to their inspectional activities.

# CHAPTER 7

## REPORT

of the

## INTELLIGENCE

## SUBCOMMITTEE

## SUBCOMMITTEE MEMBERSHIP

### CHAIRMAN

Marvin Woidyla (Sergeant), Intelligence, MCSO

### MEMBERS

Gary Fantz (Detective), Detectives, PPB

Macil Flye (Sergeant), Intelligence, MCSO

Ervin Osbourn (Lieutenant), Intelligence, PPB

## SUBCOMMITTEE MEETING SCHEDULE

February 11, 1974

11:00 A.M.

## SUBCOMMITTEE OBJECTIVES

1. The role and functions of intelligence activities of the agency must be developed.
2. An examination of the intelligence activities of each agency must be conducted with a description of each (to include policies and procedures).
3. A comparative analysis of each agency is required.
4. Alternative recommendations as to the physical merger, consolidation and/or co-location of an intelligence unit must be developed.
5. Implementation plans for alternative recommendations must be developed.

## COVER LETTER

MEMORANDUM

February 11, 1974

A meeting of the Intelligence Subcommittee was held in Room 211, 222 S.W. Pine. In attendance were Sergeant M. Flye, Lieutenant E. Osbourn and Sergeant M. Woidyla. Detective G. Fantz was unable to attend; however, prior to the meeting he stated he was in accord with the suggested recommendations.

The meeting was terminated at 11:45 A.M. with those present agreed to adopt the attached suggested intelligence unit.

Attached are current outlines of both PPB and MCSO Intelligence Units procedures.

Respectfully,

Sgt. M.V. Woidyla, MCSO  
Chairman  
Intelligence Subcommittee

Lt. E. Osbourn, PPB  
Subcommittee Member

Sgt. M. Flye, MCSO  
Subcommittee Member

Det. G. Fantz, PPB  
Subcommittee Member

# SUBCOMMITTEE REPORT

## SUGGESTED INTELLIGENCE UNIT IN THE EVENT OF CITY-COUNTY CONSOLIDATION

The basic elements of an intelligence unit should be the collection, evaluation, collation, analysis, reporting, dissemination and re-evaluation of that material which tends to indicate crime -- whether local or national (organized) -- is involved in the local jurisdiction.

The unit should be under direct control of the sheriff or chief and, in addition to traditional intelligence gathering, should perform special assignments as assigned by the sheriff or chief. The special assignments should not be backgrounding and/or checks on applicants for positions within the department, liquor applicants, vehicle dealers and wreckers, etc. These duties could and should be processed by the civil process or license division of the government.

The size of the unit would depend on the department and locality. In the event of city-county consolidation the unit should consist of one commander (lieutenant), three sergeants and twelve patrolmen. Three of these patrolmen should be trained analysts; the remainder should be trained in the proper method and techniques of gathering information, including those necessary support personnel to enable the office to be functional a minimum of sixteen hours per day. A breakdown of personnel by shift would be the lieutenant, one sergeant, three analysts and one patrolman assigned to the day shift. The remaining eight patrolmen would be divided into two teams, each supervised by a sergeant. These teams would have a flexible schedule; however, they would primarily work nights.

### ALTERNATIVE -- NONCONSOLIDATION

Multnomah County and Portland Police Intelligence Units should be co-located. Their functions should be as described above. Multnomah County's Intelligence Unit should consist of a sergeant-commander and four patrolmen -- two assigned to day shift (one an analyst) and two assigned to the flexible shift, primary hours 4:00 P.M. to 12:00 midnight.

## MULTNOMAH COUNTY INTELLIGENCE UNIT

### Personnel

1 sergeant  
2 deputies (These positions are currently vacant.)  
1 steno

### Mission

The intelligence unit is responsible for the gathering, evaluating and disseminating of information pertaining to subversive activities, civil disturbances and criminal activities; the processing of all liquor, auto dealer, auto wreckers, and tow-for-hire licenses; the processing of permits to buy, possess and store class "A" explosives, and to purchase and use solid fuel rocket engines; conducting internal investigations of a serious nature not handled by supervisory personnel; conducting special investigations assigned by the director of public safety (sheriff); and the security of visiting dignitaries.

Intelligence files are maintained on all activities of the unit. The information obtained is forwarded to the sections within the division of public safety or other police agencies that are best able to utilize the information. Information in the intelligence files is released on a "need to know" basis as determined by the director of public safety (sheriff).

### Statistical Data

criminal information and activity forwarded	270
special investigations	8
internal investigations	5
liquor licenses processed	220
tow-for-hire licenses processed: businesses	37
towing vehicles	123
class "A" explosive permits processed	60
rocket engine permits processed	83
auto dealers licenses processed	96
auto wrecker licenses processed	7



PORTLAND POLICE BUREAU INTELLIGENCE DIVISION

Personnel

1 lieutenant  
1 sergeant  
8 police officers  
1 clerk II  
1 clerk aide

Mission

The primary mission of the intelligence division is the collection, evaluation and dissemination of criminal intelligence to appropriate users.

Companion functions of the intelligence division are:

1. Monitoring militant and subversive groups and activities.
2. Processing and investigating miscellaneous business licenses and permits for liquor outlets, sound permits, motel/hotel licenses, car dealers, etc.
3. Assistance to federal agencies in VIP security.
4. Removal and disposal of suspected devices and explosives. (Four of the eight police officers assigned to the intelligence division are graduates of the Hazardous Explosive Device Course of the United States Army Munitions School at Redstone Arsenal in Alabama.) The explosive disposal unit is trained and equipped to identify, render safe and transport any suspect object.
5. The intelligence division is a member of LEIU (Law Enforcement Intelligence Unit). Recently, IOCI (Interstate Organized Crime Index) computer was installed in the intelligence division. This is the only IOCI computer in Oregon and Southern Washington.

Special Projects

1. Recently assigned specific areas of responsibility to intelligence division personnel. Each officer so assigned is the liaison between the precincts

and detective division and the identification division.

2. Concentration of intelligence efforts toward fencing operations.
3. Publishing intelligence bulletin of ten most wanted local subjects.
4. Purging and updating present intelligence files and establishing a functional filing system within the division.

CHAPTER 8

REPORT

of the

INTERNAL AFFAIRS

SUBCOMMITTEE

### SUBCOMMITTEE MEMBERSHIP

CHAIRMAN (Resigned)

John Webb (Sergeant)  
Internal Affairs, PPB

CHAIRMAN

Walter Van Hooser (Sergeant),  
Detectives, MCSO

MEMBERS

John Cannon (Deputy),  
River Patrol, MCSO

Roy Kindrick (Patrolman),  
Central Precinct, PPB

### SUBCOMMITTEE MEETING SCHEDULE

February	12, 1974	2:00 P.M.
March	22, 1974	2:00 P.M.
March	27, 1974	1:30 P.M.
April	2, 1974	1:30 P.M.
April	10, 1974	12:30 P.M.

## SUBCOMMITTEE OBJECTIVES

1. The role and functions of an internal affairs unit must be developed.
2. An examination of the internal affairs activities of each agency must be conducted with descriptions of each (to include policies and procedures). Particular emphasis must be given to each agency's citizen complaint procedure.
3. A comparative analysis regarding the similarities and differences of each agency is required.
4. Recommendations for alternative internal affairs policies and procedures for a consolidated agency must be developed.
5. Implementation plans for alternative recommendations must be developed.

## COVER LETTER

TO: Captain Paul Nagy and Staff  
Personnel Policy Committee

FROM: Internal Affairs Subcommittee

In our quest to define the role and functions of an internal affairs unit, the subcommittee found itself involved in a broader spectrum of problems than had been anticipated. It seems that while there is agreement that the division should be strictly an investigative body, there is some question as to just what has been accomplished by only setting down policy for receiving complaints and investigating them. If we do not consider here the functions carried out by command after the matter has been thoroughly investigated, then the danger looms that our work is for naught.

Where competent policy is not written, both as a guide for members and for public review, suspicion from either side is invited. In The Challenge of Crime in a Free Society, the president's commission on crime urged all police agencies in the country to develop written policy in this field and make it available to all. The subcommittee, therefore, feels that its recommendations must go beyond the establishment of an internal affairs unit if doing that much is going to have any legitimacy. It is in the evaluation and subsequent action taken by command, after all, that justice blooms.

We must constantly keep in mind, then, that our goal is to set down policy that demonstrates the department's intention to maintain a respected, efficient and eager work force that will please the entire community and be a source of local pride.

At this point, procedures governing members of the merging agencies are incomplete, and what is written is scattered throughout the paperwork of at least three organizations: the police agency procedures, the union contracts, and civil service rules. Knowledge of them must be acquired by bits and pieces and as a result few employees know just where they stand. Even more significant is the

fact that virtually all that material concerns only the employee. The public, with whom we are equally concerned, has had little consideration. The citizen asks: do I have a place to go? a person to speak to? a form to fill out to make my complaint? Does the citizen feel that punitive or corrective action is adequate and if not, so what? If the member is exonerated will the citizen receive an explanation as to what might have caused the misunderstanding? If the explanation is not made or is inadequate does he have a place to appeal? Do members and citizens have a right to a hearing?

These questions are at the root of the attainment of our goals. They should be answered by the department. If patrolmen feel at such odds with the administration that they must go to their union or the press, or if a citizen must seek satisfaction in the courts, or the press, or through the district attorney's office then the effectiveness of the department will be impeded.

In the following pages the subcommittee has attempted to formulate policy and procedures that will make the reporting, investigation, and disposition of complaints a trusted and respected operation. Recommendations are based on: citizen and member input at meetings, existing policy of one or both agencies, union agreements, civil service rules, legislation passed or proposed in other areas of the United States, policy adopted by the Los Angeles Police Department, and court decisions already made in some areas. These sources are footnoted for your examination.

Names of all citizens who sat in on subcommittee meetings are listed at the end of the report. Names of officers belonging to the consolidating agencies who attended one or more meetings are also included.

## SUBCOMMITTEE REPORT

It was decided at a subcommittee meeting in February that the first order of business was to analyze the existing policies and procedures of the merging departments in internal affairs. A comparison of the policies would highlight both weak and strong areas, thereby suggesting possible avenues.

In drawing a comparison, eight areas emerged as being of primary importance in the just handling of internal affairs problems. They are:

- A. purpose of procedure and I.A. unit
- B. organizational structure
- C. reporting procedure
- D. investigation of complaints
- E. evaluation of results
- F. implementation of corrective or disciplinary action
- G. notification of and explanation to complainant
- H. grievances regarding outcome by complainant or member

In the following pages these areas will be dealt with one by one. An attempt will be made to be brief in the comparisons, but substantive in that where there is obvious and clear policy it will be stated. Where policy is very comprehensive or rambling, several small quotes may be made in outline form to express the general idea. If there is no policy or procedure, that will be stated.

### A. PURPOSE

#### 1. PPB

- a. "...for the investigation of complaints or allegations of misconduct...and for special internal investigations"
- b. "a relationship of trust and confidence between members and the community they serve is essential to effective law enforcement"

## Chapter 8

- c. "...subject an officer to corrective action...protect him from unwarranted criticism"

## 2. MCO

- a. maintain public confidence
- b. clear improperly accused member
- c. correct an errant member
- d. institute discipline when required

B. ORGANIZATION

## 1. PPB

- a. An internal affairs division, commanded by a lieutenant who is responsible to the chief.
- b. Personnel from other divisions may be detached for assistance.
- c. Complaints of infractions of department rules will be assigned to the accused's unit commander.
- d. Complaints of violations of law will be investigated by I.A. officers.
- e. Lieutenant will forward results of investigation to the chief with recommendation.
- f. Commanding officer of the accused will also make a recommendation.

## 2. MCO

- a. If the complaint is current and serious the accused's unit commander will be notified, or if he cannot be notified the ODH commanding officer will be contacted.
- b. If less serious or if time is not of great importance, then:

- If complaint is received in the member's division, his supervisor will investigate.

- If accused is not known or if complaint is received in another division, the report will be sent to the sheriff for assignment.

- c. Reports will be sent directly to the sheriff for assignment if the accused is of higher rank than the complaining member, or through the chain of command if the complaint is concerning a subordinate.

- d. The sheriff will "normally" assign the division commander of the member involved, or if the circumstances "warrant" the intelligence unit or the sheriff's aid may be assigned or asked to assist.

- e. All reports will be sent to the sheriff with recommendations from the investigator.

C. REPORTING

## 1. PPB

- a. Any member receiving a complaint will fill out a standard bureau complaint form, notify his commanding officer, and forward the form to the I.A. division. This will include anonymous complaints.
- b. The I.A. division will be notified of all complaints, even those handled by superior officers of the precinct or division involved.

## 2. MCO

- a. Any member will take pertinent information regarding a complaint against a member,

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fill out a special report, obtain a "C" number, and follow procedures as outlined under ORGANIZATION.

- b. Complaints concerning policy or procedure will be forwarded directly to the sheriff.
- c. Complaints concerning the issuance of a citation for traffic (where no misconduct is alleged) will not be taken (but apparently will be left to the courts).

INVESTIGATION

## 1. PPB

No policies or guidelines

## 2. MCSO

- a. The investigator will forward reports to the sheriff within seven days or give a progress report if the investigation is not complete.
- b. A progress report will be submitted each seven days thereafter.

EVALUATION

## 1. PPB

- a. The I.A. lieutenant will review the results of all investigations, classify them, and send all results to the chief with recommendations.

b. Classifications are:

- unfounded
- exonerated
- not sustained
- sustained

- c. I.A. lieutenant will also confer with the member's commanding officer, who will make recommendations to the chief.

## 2. MCSO

- a. The investigator will classify the results the same as would PPB: unfounded, exonerated, not sustained or sustained.
- b. If sustained, "one of the following disciplinary actions will be recommended:"
  - oral admonition
  - written reprimand
  - suspension
  - demotion
  - dismissal

F. IMPLEMENTATION

## 1. PPB

No policy or procedure to implement corrective or disciplinary action.

## 2. MCSO

- a. No policy or procedure to implement corrective action.
- b. In cases involving suspension, demotion or dismissal a special order will be issued.
- c. In cases involving suspension, the officer will turn in his badge and commission card for the duration.

G. NOTIFICATION

## 1. PPB

- a. I.A. lieutenant will notify the complainant of the results.

- b. No policy or procedure as to when or how the notification will be accomplished.
- c. No policy or procedure as to making an effort to explain the reasons for the misunderstanding if the complaint is not sustained.

#### 2. MCOO

- a. Notification of the action taken will be made in writing to the complainant.
- b. No policy or procedure as to possible explanations of circumstances giving rise to the complaint.

#### III. GRIEVANCES

##### 1. PPB

No policies or procedures for a complainant or a member to appeal a decision they feel is unjust.

##### 2. MCOO

- a. No policy or procedure for appeal by complainant.
- b. A member may make an appointment to speak to the sheriff personally.
- c. The sheriff may, at his discretion, convene a board of inquiry.

Now that we have outlined the written policies and procedures of the two departments, we feel that many shortcomings have been uncovered. The subcommittee is somewhat dismayed that in such a staggeringly sensitive area so much needs to be done. The department must maintain the confidence of the public by devising wise policy which will lay the foundation for procedures that citizens might follow to ensure courteous enforcement of law.

At the same time that division within the department must have a reputation among members of being objective, just and completely thorough, since even the smallest matters can have a great impact on the dignity of a member.

With that in mind, the subcommittee would like to comment on each of the eight areas outlined in the previous pages. In some cases this will be to put into writing policy that has been practiced, but has not been available for public review. In other cases it will be new policy that the subcommittee feels is vital to the attainment of the aforementioned goals of ensuring courteous enforcement, while ensuring just and comprehensive investigations to members.

As comments below are made, it would be of great assistance to the reader to refer to the outline as each area is covered, A through H.

#### A. PURPOSE

It is felt that perhaps a broader opening statement of policy should be made. For example:

"It shall be the policy of the combined city/county police agency to immediately and courteously accept any and all complaints made by fellow officers or by private citizens regarding department policy or procedure, employee's conduct, hazardous or inefficient physical facilities, or any other subject the neglect of which could undermine the confidence and support of the public, or seriously damage morale, or otherwise frustrate police objectives."

More specific policy statements will be suggested for the outlined areas as we come to them.

#### B. ORGANIZATION

It is unanimously agreed that an internal affairs division such as PPB has employed for the last year provides for an efficient organizational structure to handle the problems encountered.

In the "brief" outline of MCOO organization, you will count no less than ten "if's" and will see the words "or" and "normally." This causes some confusion at best.



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The number of men assigned to such a division will, of course, depend on workload. If investigations of "infractions" remain with the unit commanders, then three to five men will probably be sufficient. The I.A. commanding officer being directly responsible to the chief seems reasonable.

#### REPORTING

Reporting policies of both departments seem, to be efficient. It seems plausible to incorporate the "C" number system and a standard complaint form.

Clearly, any squabbles regarding the validity of traffic citations can be settled in court.

#### INVESTIGATION:

The subcommittee believes that this area has been grossly neglected by both agencies. Carefully formulating policy here is paramount in our objectives of ensuring courteous enforcement while ensuring just and comprehensive investigations to members.

As you can see in the outline, PPB has no written policy. MCSO policy covers only a time element.

Policy (in general)

The internal affairs division will be an investigative unit. They will handle each case referred to them in at least the same professional, objective manner that any other important police matter would receive. They will prepare detailed reports listing witnesses, statements, evidence and any other pertinent information. All cases will be followed up immediately and will be completed in the shortest possible time.

(Specifically)

In the event that a member is being investigated for an infraction of a department rule, he will be expected to cooperate and submit reports as required.

If the possibility of criminal action against the accused is apparent, the accused will be advised of that fact and will be advised of his rights to remain silent and retain services of an attorney.

In matters of complaints about employee conduct, the employee is generally asked to write a report concerning the circumstances. In all cases it should be policy that the member is made aware of the specific allegations made against him so that he can respond to the points in question.

As far as the time element is concerned, it seems that the policy of completing an investigation within seven days is reasonable. If it cannot be completed in that time, both the member and the complainant should be advised that the investigation is continuing and will be finished as soon as possible.

#### II. EVALUATION

This area, too, demands close scrutiny. Evaluating the results of an investigation and making a recommendation require not only objective decisions on the facts gathered but some knowledge of the member's personal life.

Both departments seem to recognize the difference between "corrective" action and "disciplinary" action in stating the purposes of this type of unit. MCSO provides an entire section in the procedures manual outlining counseling services available to members. Yet MCSO policy requires an investigator to make a disciplinary recommendation in all cases that are sustained.

Certainly some degree of patience can be expected of the department, just as it is expected from private industry.

A great deal of money is invested in each member, to say nothing of humanitarian considerations. Alcoholism, divorce and medical problems such as ulcer and heart attack show some grim results of our most trying occupation. The following policy is therefore suggested:

It will never be assumed that a complaint is lodged in bad faith. Nor will it be assumed that an infraction or violation was committed maliciously. Upon determination that an infraction or violation is "sustained," it will be the policy to correct the erring member by attempting to learn possible reasons for the error, for example: personal problems at home, alcoholism, medical problems affecting performance, lack of training, etc. Only after such an attempt is made and remedies initiated, will disciplinary action be considered.

(It is doubtful that members of the internal affairs division are in a suitable position to make recommendations then, unless they take it upon themselves to look into the matters described. It may be more expedient to allow supervisors closer to the accused to make recommendations through the chain of command.)

#### IMPLEMENTATION

The use of a "special order" to be circulated about the entire department giving sketchy information about the matter to members who have little or no concern seems to be a questionable procedure, unless demonstration is involved.

A letter to the accused stating what is expected of him is practical, as it can be filed with other reports for future reference. In cases where corrective action is in order, this would be an official commendation to the member to seek counseling, medical advice, etc. In cases of disciplinary action it would advise action to be taken by the department.

#### NOTIFICATION

It seems that citizens do not understand the job being performed by their policeman in many instances, at least not to the extent that they can predict or anticipate his reaction to an act or a failure to act on their part. Examples would be:

A patrol car quickly overtaking their own, passing at relatively high speed, making several lane changes and cutting a corner; then slowing to normal speed and turning into a drive-in for coffee.

A citizen on the way home from church stopped by a patrolman who treats him curtly and seems to greatly overreact when the citizen puts his hand in his pocket.

In both cases the circumstances could easily give rise to a citizens complaint, yet explanations can be simple. The officer could have been dispatched to an emergency call, then told to disregard, or he may have stopped the citizen whose auto and personal description matched that of a robbery suspect moments before.

It is assumed by the subcommittee that such explanations have been made either officially or unofficially in most cases which are classified as exonerated, unfounded or not sustained. It is felt, however, that policy should be written so as to be a guide for members as well as being available for public review.

The following is therefore suggested policy:

Upon completion of the investigation and classification of a complaint, the complainant will be notified in writing of the results and any action to be taken by the department. If the alleged infraction or violation is not "sustained," then an explanation will be made as to what caused or might have caused the misunderstanding. A copy should be placed in the case file.

## 11. GRIEVANCES (Appeals)

Hopefully, the foregoing lays the foundations for a respected and trusted internal affairs division. It would be overly optimistic to think, however, that all people in all cases will be satisfied. Inevitably, there will be situations that arise in which the complainant or member is convinced that an investigation was incomplete or the evaluation of the circumstances resulted in biased recommendations. Indeed, we can rest assured that no system is perfect. But the subcommittee feels that this raises a final question rather than answers it. Will it be the policy of the consolidated agency to refuse further consideration of the issue?

It seems that this would be inconsistent with our goals of ensuring effective and courteous enforcement while ensuring just and thorough investigations of complaints. For centuries the value of a trial or hearing has been almost universally recognized throughout the world. It provides a unique atmosphere that lends itself to the acquisition of true facts by exposing emotional and irresponsible claims or innuendoes.

Yet the PPB manual provides for no such policy, and MCSO manual suggests that an appointment can be made with the sheriff for a personal interview. In another section of the manual it is explained that the sheriff may, at his discretion, convene a board of inquiry to look into any matter. It does not seem plausible that this burden be placed on the chief. A written policy seems to be in order.

Members would probably initiate most hearings, infrequent as they may be, as they are subject to the greatest personal impact: eg. personal embarrassment, frustrated promotional endeavors, substantial "fines" through suspension and demotion, etc. For appeals by members the board could consist of fellow officers, but it is unlikely that that would be suitable to a citizen that wished to make an appeal. MCSO has detailed procedures dealing with convening and conducting a board of inquiry and some modifications may be necessary. But basic policy is our concern here, and the following is suggested policy:

In all cases that do not result in disciplinary action against a member, or in those cases that a complainant feels that the corrective action being pursued is inadequate, he may request the initiating of a board of inquiry.

In all cases that result in disciplinary action for a member, he shall be granted a hearing if he so requests. It shall be required that the complainant be present at the hearing if initial recommendations involved suspension, demotion, or dismissal.

## PRESENTATION OF RECOMMENDATIONS

In the following pages these areas will be covered:

- A. general statement of policy
- B. receiving complaints
- C. investigation of complaints
- D. evaluation of findings
- E. notification of member and complainant
- F. appeals
- G. organization established to implement policies

Each of these areas will be considered one by one. A brief summary of the fruits of the subcommittee meetings will be made. Following the summaries will be specific recommendations that will be marked with an asterisk.

### A. General Statement of Policy

A general statement of policy should be made by the department. It should establish the purpose of an internal affairs unit and the accompanying procedure for command levels.

#### \*Recommendation:

It shall be the policy of the combined city/county police agency to immediately and courteously accept any and all complaints made by fellow officers or by private citizens regarding: department policy or procedure, employee's conduct,

hazardous or inefficient physical facilities, or any other subject the neglect of which could undermine the confidence and support of the public, or seriously damage morale, or otherwise frustrate police objectives.

#### B. Receiving Complaints

In this area several points of concern were deliberated. Citizens especially made valuable suggestions. They impressed upon the subcommittee that they would like to have a "place" to go, a "person" to report to, and a "form" to fill out that they could mail to the department. In addition it was unanimously agreed that it is unreasonable to demand that officers submit complaint reports on one another when of the same rank. It seems much more realistic to require them only to direct a complainant to the closest precinct where forms are available for them to fill out, or where an on duty supervisor may aid him in the matter. These suggestions seem to be supported by Los Angeles policy.<sup>1</sup>

##### \*Recommendation:

It shall be the policy of the combined city/county police agency to:

Direct all telephone calls regarding complaints to the internal affairs unit where I.A. officers will fill out standard complaint forms initiating investigations.

Direct walk-in complaints at the precinct level to the on duty supervisor, who will make the initial interview, fill out the standard form and send it to the I.A. unit.

<sup>1</sup>"Administration of Discipline within the Los Angeles Police Department," pp. 3 and 13.

Hand to or mail to any complainant the standard form for them to complete and return to the department, if they so request.

The subcommittee and attending officers felt that complaints arising out of hearsay in which rumors are handed down from one citizen to another are usually grossly exaggerated and demand a great deal of report writing for an invariably unfounded case. Though prudence dictates that these cases be considered, they should be handled differently.

##### \*Recommendation:

It shall be the policy of the combined city/county agency to handle rumors as rumors and not complaints, until such time that enough evidence is available to begin usual investigative procedures. Reports from concerned officers will not be requested until that time.

Though policy is set down for the written reception of complaints, this is not meant to bypass the authority of our supervisors. On the contrary, for the sake of efficiency, their role in handling minor misunderstandings is indispensable.

##### \*Recommendation:

It shall be policy to rely on supervisors to reconcile minor misunderstandings between members and citizens or make explanations of department policy.

One final point regarding reporting: it was urged by civilians attending that upon receipt of a complaint at the internal affairs unit a note acknowledging that fact be sent to the complainant. This would appear to be in line with any good business practice, and is a policy of the Los Angeles Police Department.<sup>2</sup>

<sup>2</sup>For an example of such a note see "Administration of Discipline within the Los Angeles Police Department," pp. 22, 36 and 37.

\*Recommendation:

It shall be policy to adopt a standard form acknowledging receipt of citizen complaints and to send that form to the complainant as soon as the information is received in the internal affairs unit.

Investigation of Complaints

For the purpose of investigation of complaints, an internal affairs unit should be established.

\*Recommendation:

The internal affairs unit should be an investigative unit only. They will handle each case referred to them in at least the same professional manner that any other important police matter would demand. They will prepare detailed reports listing witnesses, statements, evidence and any other pertinent information. All cases will be followed up immediately and will be completed in the shortest possible time. There will be no evaluations or decisions made by internal affairs officers.

This brings us to a crossroads. The proverbial shoe is now on the other foot - the policeman is now the defendant. Because he has chosen to uphold the rights of others as his profession, has he given up his own? No. Court decisions, laws passed in other jurisdictions and proposals pending in the United States legislature confirm that he too has the means to properly defend himself. The subcommittee urges you to study the King County, Washington "Police Officers' Bill of Rights" ordinance.<sup>3</sup> It was adopted as the result of a federal research grant for study of policeman's rights and responsibilities.

In addition, a proposal has been made in the U.S. legislature to adopt those rights as well as a few others, all of which were based on the same study.<sup>4</sup>

<sup>3</sup> King County Council Motion 1169, dated June 4, 1973.

<sup>4</sup> "Legislation and Interpretation," November, 1973, pp. 2-32 and 2-33. For other court cases supporting these rights see Drafting and Enforcing Police Rules of Conduct, LELU, Chicago, 1970.

\*Recommendation:

In the event that a member is being investigated for an infraction of a department rule that would not result in dismissal or criminal action, he will be expected to cooperate and submit reports as required.

It will be policy that a member is made aware of specific allegations made against him so that he may respond accordingly in his report.

In all cases that could result in dismissal from the department or could result in criminal action, the nine points itemized in the King County "Officers' Bill of Rights" will be followed. They are:

1. Every employee who becomes involved in an internal investigation shall be advised at the time of the interview that he is suspect of:
  - a. committing a criminal offense
  - b. misconduct that would be grounds for termination, suspension or other disciplinary action, or
  - c. that he may not be qualified for continued employment.
2. Any employee who becomes the subject of a criminal investigation may have legal counsel present during all interviews. This representation by counsel is confined to counseling and not actual participation in the investigation. A "Criminal Investigation" as used herein shall be interpreted as any action which could result in the filing of a criminal charge. A "Major Investigation" as used elsewhere in this ordinance shall be interpreted as any action that could result in dismissal from the department or the filing of a criminal charge.

## Chapter 8

3. The employee under investigation must at the time of an interview be informed of the name of the officer in charge of the investigation and the name of the officer who will conduct the interview.
4. The employee shall be informed in writing of the nature of the major investigation and whether he is a witness or a suspect before any interview commences, including information necessary to reasonably apprise him of the allegations of such complaint.
5. The interview of an employee shall be at a reasonable hour, preferably when the employee is on duty unless the exigencies of the interview dictate otherwise. Whenever possible, interviews shall be scheduled during the normal work day of the country.
6. The employee may request that a major investigation interview be recorded, either mechanically or by a stenographer. There can be no "off-the-record" questions. Upon request, the employee under a major investigation shall be provided an exact copy of any written statement he has signed or of a verbatim transcript of any interview.
7. Interviewing shall be completed within a reasonable time, and shall be done under circumstances devoid of intimidation or coercion. In all major investigation interviews the employee shall be afforded the opportunity and facilities to contact and consult privately with an attorney of his own choosing before being interviewed. The employee shall be entitled to such intermissions as he shall request for personal necessities, meals, telephone calls, and rest periods.

8. All interviewing shall be limited in scope to activities, circumstances, or events which pertain to the employee's conduct or acts which may form the basis for disciplinary action under one or more of the categories contained in paragraph #2.
9. The employee will not be threatened with dismissal or other disciplinary punishment as a guise to attempt to obtain his resignation, nor shall he be subject to abusive or offensive language or intimidated in any other manner. No promises or rewards shall be made as an inducement to answer questions.<sup>5</sup>

D. Evaluation of Findings

In this area a few concepts need to be considered before recommendations are made. Our occupation has proven to be unenviably strenuous (consider ulcers, heart attack, divorce rates etc.). We go to great lengths to hire employees who are educated, stable, and of highest integrity. The least the department can do is to display policy that demonstrates to its members that they have its support.

There was unanimous agreement among officers and citizens at subcommittee meetings that automatic punishment for every sustained case is not in line with modern principles of leadership and effective administration. Evaluating the results of an investigation and making recommendations then, requires not only objective decisions on the facts but some personal knowledge of the member. Los Angeles Police Department also recognizes this fact.<sup>6</sup>

Therefore, two questions need to be answered: who can make an accurate and meaningful recommendation and what alternatives do they have?

<sup>5</sup> King County Council Motion 1196, dated June 4, 1973.

<sup>6</sup> "Administration of Discipline within the Los Angeles Police Department," pp. 14 and 20.

This prompts the subcommittee to make a few comments on the responsibilities of supervision. Though it is the administration that promotes, the measure of a supervisor's worth is actually how he fulfills his responsibilities to his subordinates. His responsibilities are similar to those of the policeman to the public: to guide, to correct, to teach, and to occasionally discipline. He has to be the entire justice system to his subordinates. It is upon his shoulders that the accomplishment of the police mission rests. If he cannot guide, or cannot correct or teach, or arrange for those services, then he is useless. Recommendation of a punishment takes little skill.

\*Recommendation:

It will never be assumed that an infraction or a violation was committed out of malice. Upon determination that a charge is sustained, it will be the policy of the combined city/county agency to correct the erring member by attempting to learn possible reasons for the error, for example: personal problems at home, alcoholism, medical problems affecting performance, lack of training etc. Only after such an attempt is made and remedies initiated, will disciplinary action be considered.

It seems, then, that recommendations should be made by supervisors that know the member best, or are at least in a position that lends itself to a "pre-sentence investigation."

\*Recommendation:

It will be the responsibility of a member's immediate supervisor and his unit commander to study the findings of internal affairs cases and make recommendations in the light of what they know about the member and what they are able to learn. This information will be otherwise kept in strictest confidence. In addition, the member may request that a supervisor, in whom he has previously confided, also make a recommendation. Recommended alternatives will be limited only to the supervisor's ingenuity and resourcefulness.

E. Notification of Member and Complainant

The use of a "special order" to be circulated about the entire department giving sketchy information about the matter to people who have little or no concern seems to be of questionable value, unless demotion is involved. It serves only to embarrass the member. Admittedly, that in itself would be desirable in some cases, but not as a general rule.

\*Recommendation:

A letter will be sent to the member stating final disposition. It will serve as official recommended corrective action or will advise of disciplinary action to be taken by the department. A copy will be placed in the case file.

The complainant must also be notified. He should be notified if there is a delay in the investigation,<sup>7</sup> and he must be notified after final disposition. It is apparently not Los Angeles policy, but the subcommittee and attending civilians agree that the complainant should be advised of specific action to be taken, be it punitive or corrective, without necessarily going into great detail.<sup>8</sup> If not, the notification has little value and offers little satisfaction.

\*Recommendation:

In cases where completion of an investigation is delayed, it will be the policy to send a form to the complainant within two weeks after the reception of the complaint insuring that the investigation is continuing.

Perhaps most sensitive is the notification in cases that are not sustained. Many people simply do not understand the dangers, pressures and mechanics of law enforcement. The department should make an effort to make an explanation as to what caused a misunderstanding, and written policy should reflect that intention.

<sup>7</sup> "Administration of Discipline within the Los Angeles Police Department," p. 43.

<sup>8</sup> ibid., pp. 40-42.

\*Recommendation:

Once a decision has been reached the complainant will be notified and, if applicable, will be advised of action taken. If the case is not sustained, an explanation will be made either: in writing, or by a follow-up phone call by internal affairs personnel, or by an invitation to the complainant to make an appointment with an internal affairs officer.

F. Appeals

The subcommittee feels that the foregoing has laid the foundations for not only a trusted and respected internal affairs unit, but hopefully mirrors a sincerity that will "sell" the entire department to both the public and to individual members.

It would be overly optimistic, however, to assume that everyone in all cases will be satisfied. We can rest assured that no system is perfect. There will inevitably be situations arising in which the complainant or the member is convinced, and perhaps rightly so, that an investigation was incomplete or the evaluation and subsequent recommendations were biased or incompetent.

For centuries the value of a trial or hearing has been almost universally recognized throughout the world. It provides a unique atmosphere that lends itself to the acquisition of truth by exposing emotional, exaggerated and irresponsible claims or innuendos.

Certainly existing rules governing employees of both agencies show that their creators were cognizant of the virtues of the hearing. See below:

## MCSO

1. Department procedure: The sheriff, at his discretion, <sup>9</sup> may call a disciplinary board of inquiry.

<sup>9</sup> "Procedures Manual," Multnomah County Department of Public Safety, p. 6v, #IX and XI.

2. Union contract supplies a "grievance procedure" that involves several steps all of which set the stage for a contest requiring the two sides to compete with one another. Needless to say, few members want to openly contradict the administration.<sup>10</sup>
3. Civil service rules require a hearing in cases involving dismissal and suspensions over 30 days.<sup>11</sup>

## PPB

1. Department procedure: The chief may cause written charges to be filed and heard either by himself or by a discipline committee appointed by himself.<sup>12</sup>
2. Union contract: Any disciplinary action instituted against an officer shall be subject to review by a disciplinary committee at the officer's election.<sup>13</sup> The union's "grievance procedure" is taken up as a separate procedure.
3. Civil service rules: A hearing is required for dismissals, demotions, and suspensions exceeding 30 days.<sup>14</sup>

As you can see, present department procedures only make a hearing possible if the sheriff or the chief have taken sufficient personal interest in either the case or the member.

<sup>10</sup> MCSO Union Contract, p. 20.  
<sup>11</sup> Multnomah County Civil Service Rules, pp. 9 and 10.  
<sup>12</sup> PPB Procedures Manual, (Blue Book), section 3.008 and 3.012.  
<sup>13</sup> PPB Union Contract, p. 7.  
<sup>14</sup> Portland Civil Service Rules, p. 17.



Civil service rules for both agencies (which may not exist after consolidation) require hearings in only the most extreme cases. Virtually all punitive action would come under the 30 day suspension limit, thereby leaving the vast majority of those "sentenced" with no hearing or appeal.

The Portland Bureau's union contract is remarkable. It provides for a hearing for any disciplinary action. Technically this applies to even an oral reprimand, which amounts to nearly a hypothetical situation. But the fact that the employee can defend himself before a board in other circumstances is commendable. No other occupation is so vulnerable to public criticism. The very nature of law enforcement creates a situation in which two people are at odds with one another. Even a minor suspension or a written reprimand can be an obstacle to promotion, will cause personal embarrassment, and can amount to a substantial loss in earnings in the long run not to mention the direct monetary loss incurred by suspension. If this is thrust upon a member unjustly the subsequent frustration will be unmeasurable. The department has a grave responsibility to insure that members will not be subjected to any unwarranted punitive or corrective action.

The Los Angeles Police Department has gone to great lengths in this field to insure that a hearing is made available and that it is conducted in an efficient and fair manner.

As stated in the Charter of the City of Los Angeles, "No officer or employee of the police department shall be suspended, removed, deprived of his office or position, or otherwise separated from the service of the police department except for good and sufficient cause shown upon a finding of guilty of the specific charges or charge assigned as causes or cause therefore after a full, fair and impartial hearing before the board of rights...."<sup>15</sup>

<sup>15</sup>"Board of Rights Manual," Los Angeles Police Department, third edition, 1973.

The general functions of the board is outlined in the introduction of the Board of Rights Manual. It states: "The proceedings of a board of rights hearing involves administrative law, not criminal law....It is the duty of administrative tribunals to seek facts and determine the truth but not to become entangled in a web of technicalities which would defeat the purpose for which the board was created."<sup>16</sup>

\*Recommendation:

It will be the policy of the combined agency to grant a hearing to any member who has become subject to corrective action, or punitive action other than oral reprimand.

If the finding is adverse to the accused the board will make recommendations in the light of any extenuating circumstances in the case. These recommendations will be in addition to those that will be made by the member's immediate supervisor, his division commander, and his supervisory confidant if applicable.

The manner in which a board is selected may add or detract from its credibility. In Los Angeles the accused officer draws six names by lot from officers of the department occupying the rank of captain or above. From these he chooses three who will form the board.<sup>17</sup>

MCSO and PPB procedures provide that there will be at least three members on a board all of whom will be of equal rank or higher than the accused. MCSO provides that the accused may petition the sheriff in writing to remove one member and appoint another in his place.

\*Recommendation:

Selection of the board will be determined by the accused officer drawing at least three names by lot. One name will be drawn from each of three lists of officers,

<sup>16</sup>Ibid., p.VI.

<sup>17</sup>Ibid., p. 29.

each list representing those officers of the department occupying a specific rank. The board will consist of officers of equal rank or higher than the accused.

Citizens at the subcommittee meetings were very helpful in making suggestions that assisted us in developing department policy that reflects a genuine interest in them. There seemed to remain one thorn under the saddle, however, throughout the discussions. Their dissatisfaction was rooted in the area of appeals. They enthusiastically endorsed hearings by a board for police officers. But the question arose, "Do we have a right to a hearing, e.g. in cases that result in exonerating the officer?"

They accepted the explanation that the complainant, as in a criminal case, does not stand to lose in the same manner that a defendant may lose, therefore rights would not be identical.

They still impressed upon the subcommittee that they desired some type of civilian "monitoring" system. Los Angeles, for example, has a board of police commissioners that is composed of five distinguished citizens who supervise, regulate and control the police department. The civilian board is a non-salaried, part time trust. It is their policy to make open hearings available to persons wishing to register a personnel complaint.<sup>18</sup>

These fears seem to be inherent in Americans and are not to be belittled as they have made our way of life possible. The fact is, however, that the police department is not a government in and of itself. The board of county commissioners and the mayor are presently the civilians that head our local police agencies and they are elected by the people. The mayor presently has two people working in a police-citizen liaison position. The subcommittee was advised that they receive complaints and keep records that would indicate any serious problems within the police department. The mayor has authority to conduct an investigation into police activities, but doing so is a vote of no confidence in the chief and would not be resorted to without substantial cause.

<sup>18</sup> "Administration of Discipline within the Los Angeles Police Department," pp. 4 and 6.

**CONTINUED**

**2 OF 5**

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<sup>18</sup> "Administration of Discipline within the Los Angeles Police Department," pp. 4 and 6.

The structure of the proposed consolidated government will, of course, be different, but it will offer the same monitoring opportunities. The police department will be a branch of the justice services division. The director of that division will be a civilian that will be responsible to the mayor. Whether or not personnel will be specifically hired to handle complaints of the structure's personnel is yet to be seen, but past experience suggests that the citizen will have a place to go.

Further, the dissatisfied citizen may contact his own attorney to discuss the possibilities of civil suit, or he may have the case reviewed by the district attorney's office if he feels that he was victim of a crime.

The subcommittee believes that the department has the responsibility to disseminate this information to the public or at least make it available in those instances in which a citizen's confidence in the department seems to be waning.

\*Recommendation:

It will be the policy of the department to advise citizens that are dissatisfied with the outcome of internal affairs cases, that they do have outside agencies to turn to that will monitor the activities of the police department. They may also desire to contact an attorney of their own choosing. In any event they will be assured that the department will cooperate in any way that it can to insure that the integrity of the department is preserved.

Citizens Attending

Fontaine Hagedorn, Community Coordinator

E. L. "Ted" Potter, Mazda District Manager

Nancy Showalter, Director, Legislative Action Center

Myrnie Daut, Ad Hoc Police-Community Relations Committee

Elaine Smith

Douglas Modig, CISCO-ESAA Project

Rev. Harper Richardson, Methodist Church

Officers Attending

Sergeant Marv Woidyla, Sheriff's Intelligence Section

Sergeant Jerry Baumgartner, Sheriff's Investigative Division

Officer Don L. Conner, Police Consolidation Project

Deputy Mike Runnels, Police Consolidation Project

Deputy Steve Watts, Sheriff's Crime Prevention Unit

# CHAPTER 9

## REPORT

of the

# INVESTIGATIVE POLICIES AND PROCEDURES

## SUBCOMMITTEE

### SUBCOMMITTEE MEMBERSHIP

CO-CHAIRMEN

John Nolan (Captain), Central Precinct, PPB

Charles Poetz (Lieutenant), Detectives, MCSO

MEMBERS

William Harms (Detective), Detectives, PPB

Malvin Hulett (Lieutenant), Detectives, PPB

Douglas LaBerge (Sergeant), Detectives, MCSO

Myron Warren (Lieutenant), Retired, PPB

### SUBCOMMITTEE MEETING SCHEDULE

January 15, 1974	2:00 P.M.
January 22, 1974	2:00 P.M.
January 29, 1974	2:00 P.M.
February 5, 1974	2:00 P.M.
February 12, 1974	2:00 P.M.
February 19, 1974	2:00 P.M.
March 5, 1974	2:00 P.M.
March 19, 1974	2:00 P.M.
March 26, 1974	2:00 P.M.

## SUBCOMMITTEE OBJECTIVES

1. A survey of investigative policies and procedures of comparable agencies and relevant research must be conducted.
2. An examination of the current policies and procedures of each organization must be conducted with a description of each.
3. A comparative analysis of similarities and differences of investigative policies and procedures is required.
4. Recommendations for alternative investigative policies and procedures for a consolidated agency must be developed.

## COVER LETTER

April 17, 1974

TO: Director, Office of Police Consolidation

FROM: Investigative Policies and Procedures Subcommittee

The members of the Investigative Policies and Procedures Subcommittee have completed meetings involving the possible merger of the detective sections of Portland Police Bureau and Multnomah County Sheriff's office. Respective details have been interviewed as to similarity and differences between the two agencies and weekly progress summaries of these meetings have been sent to your office.

Contact was made with several outside police agencies in an effort to determine procedures followed in other jurisdictions to assist this subcommittee in evaluating a merger between our respective departments.

With the April 15th deadline imposed by the consolidation director, the subcommittee finds itself unable to complete the evaluation of all data received and to compile this data into a workable form for formal presentation.

As a result, the subcommittee has submitted to the director's office this raw input for his consideration without recommendation by the subcommittee. With more time, the subcommittee feels it will be able to produce valid recommendations to the director.

This subcommittee has conducted weekly meetings beginning January 15, 1974, recorded on tape, and had scheduled their time, under the director's approval, to ably finish the work it was asked to perform. However, because of an unexpected early deadline, one month earlier than indicated, certain details, SID and Vice specifically, were not examined, and the subcommittee's main task, the sifting and evaluating of all information into finished recommendations could not be accomplished. Respective Section procedures by Captain Miller, Portland Police Bureau and Captain Dow, Multnomah County Sheriff's office are still pending to this subcommittee.

This subcommittee, if so directed, can and will fulfill its duties as time is made available and will so submit, at a later date to be established, these findings to the director.

For the Chairman:

Captain John Nolan, PPB  
Lt. Charles Poetz, MCSO

## SUBCOMMITTEE REPORT

### AUTO THEFT

#### Standard Operating Procedures

- I. The auto theft unit is responsible for:
  - A. Investigating the larceny of automobiles, motorcycles, trucks and trailers capable of being licensed for operation upon public highways of this state and bearing licenses and/or serial numbers.
    1. Outright theft
    2. Possession of stolen motor vehicle
    3. Unauthorized use -- motor vehicle
      - a. Includes embezzlement -- conditional use obtained by loan, rental or lease
    4. To include forgery, theft by receiving, and theft by deception in the transfer of vehicle ownership documents
  - B. Assisting uniform and communications agencies in the reporting, processing, identification, and location of vehicles classed as abandoned, towed, or having investigative holds.
  - C. Maintaining liaison with all law enforcement agencies relating to vehicle thefts.
    1. Federal Bureau of Investigation
    2. National Auto Theft Bureau
    3. Outside agencies
  - D. Maintaining current and accurate files of outstanding stolen and recovered autos within our jurisdiction.
  - E. Instructing the department's academies on conduct of auto theft investigations and areas requiring special expertise.

- F. Assisting Motor Vehicles Division, State of Oregon, in the identification of vehicles prior to issuance of Oregon title and registration, particularly those with missing, altered or switched vehicle identification numbers.
- G. Conducting inspections of premises, books, and records of establishments engaged in vehicle salvage and wrecking; also, establishments engaged in crushing, compacting or shredding of vehicles to assume proof of compliance with existing state laws.
  - 1. Assure compliance with Sections 7.64.070 and 7.64.080, Administration Code, City of Portland and check all returned information with CRISS and NCIC files.

Areas of Variation

In the following three areas a substantial variation in methods of operation of auto theft details exist.

- I. Variation in qualifications of personnel
  - A. MSCO auto theft investigators currently assist the scientific investigation division in the processing and identification of vehicles and/or parts. This assistance includes processing for and lifting of latent prints, photography, and restoration of removed or altered vehicle identification numbers.
  - B. Portland Police Bureau, at the present time, has some assigned personnel qualified in number restoration and photography with an ultimate goal of having all personnel proficient in these duties. Basic and advanced (40 hours each) auto theft investigators training courses are available to qualify personnel. It is estimated that an additional eight-hour in-service training session would qualify assigned personnel for primary latent investigation and lifting duties.
- II. Handling of juvenile offenders
  - A. MSCO Juvenile Division assumes responsibility for investigations as soon as offenders have been identified as juveniles without distinction between felony or misdemeanor crimes.

- B. Portland Police Bureau presently divides responsibility for investigations involving juvenile offenders with the youth division assuming responsibility for misdemeanor offenses and detectives those of a felony nature.
- III. Investigation of larceny from auto cases
- A. MSCO auto theft unit does not investigate larcenies from autos. Responsibility for these crimes rests with the larceny detail. Since both the auto theft unit and the larceny unit are responsible to the same immediate superior, some latitude exists in case assignment.
  - B. The auto theft detail of the Portland Police Bureau assumes responsibility for larceny from auto crimes as well as larceny of autos.

IV. Recommendations

- A. That personnel assigned to auto theft detail, Portland Police Bureau, receive specialized training in areas of deficiencies to bring performance capabilities up to those of MSCO.
- B. That the youth division, Portland Police Bureau, guidelines be modified to age of offender criteria only rather than age of offender and felony or misdemeanor classification as is current policy.
- C. That manpower for investigation of larceny from auto crimes presently handled by larceny detail, MSCO, be transferred to the auto theft unit which would then be responsible for investigation of those crimes.

The most appropriate breakdown of investigative responsibility with consideration for assignment, recovery and investigation is as follows:

AUTO THEFT UNIT

passenger cars  
trucks  
motorcycles  
trailers (licensed and/or serialized)  
campers and canopies  
(on vehicle)  
house and vacation trailers

LARCENY UNIT

bicycles  
boats (including boat trailers)  
farm, work, machinery-type vehicles (tractors, compressors, mixers, etc.)  
snowmobiles  
utility trailers (not licensed or serialized)



Responsibility for investigation in thefts of some types of vehicles -- such as mini-bikes, tote goats, utility trailers, and dune buggies -- could shift between units depending on whether or not it was serialized and/or capable of being licensed for operation on public highways.

FRAUD

Standard Operating Procedures

- I. The fraud unit is responsible for the investigation of:
  - A. All crimes involving fraud or deception.
    1. Obtaining money or property by false pretenses
      - a. NSF checks
      - b. account closed checks
      - c. no account checks
      - d. counterfeit checks
      - e. raised money orders
    2. Knowingly uttering and publishing a forgery
      - a. forged, stolen personal or business checks
      - b. stolen money orders or travelers checks
      - c. forged endorsements
    3. Credit cards
      - a. use of stolen, revoked or cancelled cards
    4. Embezzlements
      - a. employee, trustee or agent
      - b. failure to return rented property
    5. Bunco operations
      - a. consumer frauds
      - b. depository withdrawal schemes (pigeon drops)
      - c. extortion by trick or device
  - B. Maintain and assume responsibility of merchants fraud net
  - C. Maintain current status of known check criminals and lost/stolen negotiable instruments

- D. Maintain liaison with other police agencies and other intrusted groups involved in tracking the check passer

Areas of Variation in Standard Operating Procedures

- I. Variation in unit policy -- manpower
  - A. Multnomah County Sheriff's office fraud is currently staffed by two detectives -- the unit sergeant and one investigator. As a result, only selective cases can be handled involving account closed and non-sufficient funds checks. All stolen/forged checks and credit cards are accepted (felonies) and are given first priority over cases involving misdemeanor charges.
  - B. Portland Police Bureau has sufficient manpower to accept all check cases regardless of felony/misdemeanor status.
- II. Recommendations
  - A. That the fraud (combined) sections be given additional manpower in order to investigate all related check cases, thus allowing all cases not now investigated by Multnomah County Sheriff's office to be incorporated into the new detail.
  - B. That the district attorney's office in liaison with the fraud detail establish standard operating procedures toward check cases in an attempt to eliminate variations in procedures that now currently exist from one deputy district attorney to the other.
  - C. That handwriting exemplars be incorporated into the existing booking procedures when the charge involves an offense investigated by the fraud detail.

LARCENY

Standard Operating Procedure

- I. The larceny (theft) detail is responsible for the investigation of the following crimes:

- A. Vehicles:
  1. bicycles
  2. boats (including boat trailers)
  3. farm, work, machinery type vehicles (tractors, compressors, mixers, etc.)
  4. snowmobiles, land vehicles propelled by gravity or wind
  5. utility trailers (not licensed or serialized)
  6. camper unit or vehicle canopy when unmounted from vehicle
- B. Malicious mischief
- C. Shoplifting
- D. All larcenies except:
  1. larceny from auto
  2. larceny from persons
  3. larceny by fraud
- E. Cruelty to animals

Areas of variation in standard operating procedures

1. In the following four areas a substantial variation in methods of operation of larceny details exist:
  - A. Handling of juvenile offenders
    1. Multnomah County Sheriff's office Youth Services (juvenile division) assumes responsibility for investigation for juvenile offenders without distinction between felony or misdemeanor crimes.
    2. Portland Police Bureau presently divides responsibility for investigation involving juvenile offenders. Youth division assumes responsibility for misdemeanor offenses and the detective division for felony crimes.
  - B. Investigation of bomb threats and arson cases

1. Multnomah County Sheriff's office has one man assigned to the burglary detail who assumes responsibility for bomb threats and arson cases.
  2. Portland Police Bureau has two men assigned to the larceny detail who assume responsibility for bomb threats and arson cases.
- C. Investigation of cruelty to animal cases
    1. In the Multnomah County Sheriff's office all cases are initially handled by the Multnomah County Animal Control. The more serious or aggravated offenses are referred back to the detective division, special assignment for further investigation.
    2. In the Portland Police Bureau all cases are initially handled by the larceny detail. The workable and/or serious or aggravated offenses would be investigated by the larceny detail.
  - D. Investigation of malicious mischief are handled by the Multnomah County Sheriff's office burglary detail. Portland Police Bureau handles malicious mischief cases in their larceny detail.
- II. Recommendations
- A. That youth division, Portland Police Bureau, guidelines be modified to age of offender criteria only rather than age of offender and felony or misdemeanor classification as is current policy.
  - B. Make determination as to what detail the bomb and arson personnel should be assigned. Most arsons are to cover up burglaries, so perhaps the burglary detail would be better suited for this assigned responsibility.
  - C. That only the serious or aggravated cruelty to animal cases be referred to the larceny detail and only by the Multnomah County Animal Control. This in substance is more of a direct distribution control factor for responsibility in a continued investigation.
  - D. Make a determination as to what detail the malicious mischief should be assigned. We feel that the larceny detail should not be labeled as a catch all or

garbage detail so as not to cause a loss of interest by the investigators assigned to this detail.

MORALS

Standard Operating Procedures

- I. The morals detail is responsible for the investigation of all sex crimes, particularly those committed against women and children, including attempts or threats to commit these crimes. Specifically, those cases investigated by this detail include the following:
  - A. bigamy (poligamy)
  - B. entice children
  - C. incest
  - D. indecent exposure
  - E. invading privacy of another
  - F. molest
  - G. obscenity (see areas of variation below)
  - H. rape
  - I. sodomy
  - J. contributing to the sexual delinquency of a minor

Areas of variation in the standard operating procedures

- I. Multnomah County Sheriff's office
  - A. Cases wherein the suspect is under the age of 18 are investigated by the youth services section.
  - B. Any sex related crime which will be prosecuted under the statute of harassment is investigated by the general assignment detective.
- II. Portland Police Bureau
  - A. Cases wherein juveniles only are involved are handled by the youth division.

- B. Morals detail detectives are responsible for the investigation of obscenity by phone calls, display of pictures (not in commercial publications), and writing/printing letters (not in commercial publications).

III. Recommendations

- A. That during the interview of female victims of sex crimes a witness be present, preferably a police woman. If unavailable, a witness could be another woman or officer.
- B. That homosexuals as a group (or class) be under the jurisdiction of the vice division. However, if they are involved in a specific crime -- primarily involving juveniles -- the investigation should be handled by the morals detail. If a routine homosexual arrest is made by the vice division, the follow-up investigation is handled by that division unless assistance is requested from the morals detail. In case such an arrest is made by officers from another division or park bureau officers, the follow-up investigation should be handled by the morals detail.
- C. That sex crimes against public morality -- such as prostitution, living in a bawdy house, procuring, etc. -- be investigated by the vice division.
- D. That obscene writings and pictures and commercial publications (magazines, books, etc.) be investigated by the vice division.

BURGLARY

Standard Operating Procedures

- I. Responsibilities of the Portland Police Bureau Burglary Detail:
  - A. The two sergeants assigned to this detail are given specific crime investigative responsibility by the lieutenant commanding the property crimes section. Their responsibilities under their assigned crimes are:

1. Planning, directing and controlling the activities of their assigned personnel.
2. Reviewing and assigning cases for investigation.
3. Review all reports before distribution.
4. Coordinating activities with the oncoming detail commanding officer.
5. Establishing liaison with uniform commanding officers.
6. Performing necessary staff assignments.
7. Assigning an experienced detective to fulfill his functional duties in the sergeant's absence.

#### II. Duties of the Portland Police Bureau Burglary Detail

##### A. Commercial section sergeant:

1. Burglary not in a dwelling (all burglaries of any structure not used for living quarters).
2. Trespass when committed on commercial property. (When a trespass is committed with the intent to commit robbery, morals offense or assault, it will be investigated by the detective detail responsible for those crimes.)
3. Pawn shop detail:
  - a. Investigation of all pawned and sold property handled by city licensed secondhand stores, pawn shops and scrap metal dealers, including recycling plants.
  - b. Lost and found property.
  - c. Scrap metal (all major thefts of scrap metal involving brass and copper only).

##### B. Residential section sergeant:

1. Burglary in a dwelling (includes all dwellings such as residences, apartments, motels, hotels, boat houses and residential garages).
2. Trespass when committed in a dwelling (refer to trespass above).

- C. General section duties (to be assigned to either section sergeant at the discretion of the property crimes section lieutenant).

1. Burglary intelligence. (Detectives and their agents assigned to gather information on all crimes investigated by the burglary detail.)
2. Burglary detail secretary. (Refer to S.O.P. for burglary detail secretary.)

#### III. Burglary detail files (Set out below are files in administrative aids contained in the burglary detail and the justification for their retention.)

##### A. Latent print file

1. Reports from the identification division of identifiable prints taken at the scene of burglaries and filed by geographic area.
2. Justification: Important investigation aid in identifying burglars. Detectives refer to this file when they have a suspect active in their district and frequently are able to place the suspect at the scene of several burglaries within their areas of responsibility. This file indicates burglaries in which identifiable prints are on file.

##### B. Alarm files (transferred to administrative section)

##### C. Burglary case logs

1. A log of burglary cases by numerical order, names of complainants and detective assignment.
2. Justification: This is a ready reference system indicating the complainant's name with case number and detective assigned with case. It is the key to persons responsible for prior investigations.

##### D. Writers' copy file

1. Reports initiated by detectives assigned to the burglary detail are retained in order by date in file folders. Reports contained in this file are retained for approximately 60 days.

2. Justification: Writers' copies of reports are utilized by detectives much as uniform officers use notebooks. This is a very important aid in refreshing the detective's memory prior to court since the original investigative reports have been forwarded through the district attorney's office. The detective is often only concerned with the reports which he has written, and there is no need for obtaining a full copy of the report from the records division.

#### E. Major case file

1. Major case file consists of detective case envelopes which may contain the following:
  - a. Photos
  - b. Field notes not contained in report form
  - c. Information on and from confidential informants
  - d. Tactical planning notes and outlines
  - e. Surveillance photos (not retained by ID)
  - f. Investigation reports which have been related to companion cases which could not be cross-referenced otherwise
  - g. O/S police agency reports relating to major cases which are not found elsewhere
  - h. Particularly lengthy and involved investigations of commercial burglaries, residential burglaries, or fencing operations.
2. Justification: Burglary detectives often refer to these reports to seek information on either active or inactive cases, burglars who are active after conviction and return to their old habits, associates and MO's. These files are contained in the sergeant's office and are retained at the discretion of the detail supervisors.

#### F. Fence log book (intelligence item)

1. This is a hardbound book containing intelligence data on fence operations. Information on fences is submitted to a responsible detective who maintains this log. Information in this log is not necessarily confirmed information, but may be information from an informant whose reliability has not been established. However, this log provides valuable information about

patterns of criminal activity. Contributors to this book are PPB detectives, uniform personnel and outside police agencies. Information on this book is of a confidential nature and is kept in the supervisor's office.

#### G. FCR auto file (in CRISS)

1. File of license numbers of vehicle taken from FCR's which indicate operator and occupants of the car on date.
2. Justification: A cross-reference to FCR's by license number. It is used by all detectives in the division and is found nowhere else in the bureau.

#### H. Burglary card file

1. Copies of cards from the records division of burglaries. They are filed by types of business or residential burglaries by area.
2. Justification: These are very useful to detectives when clearing multiple cases. These cards are used in interviews with confessed burglars to refresh their memories as to the time and location of the burglaries they have committed.

#### I. Major case file -- CRISS (and Records)

1. These are three by five cross-reference cards listing suspects' and victims' names contained in major case file.
2. Justification: A cross-reference source of names of the major case file. A name appearing in this file indicates additional information may be found in the major case file.

#### Areas of variation in the standard operating procedures

##### I. Division of units

##### A. Portland Police Bureau

1. Residential section -- sergeant in command

2. Commercial section -- sergeant in command
    - a. intelligence gathering unit
    - b. surveillance and fence unit
    - c. pawn shop detail
  - B. Multnomah County Sheriff's office -- sergeant in command
    1. Investigative unit (includes investigation of both residential and commercial burglaries)
    2. Surveillance unit
  - C. Multnomah County Sheriff's office burglary unit does not investigate any crimes involving juvenile offenders whereas Portland Police Bureau does investigate juvenile crime.
- II. Recommendations
- A. During the past few years, the burglary units of Portland Police Bureau and Multnomah County Sheriff's office have jointly cooperated in all areas of investigation. Although some departmental procedures vary, we feel that both units could be integrated without difficulty.
  - B. The areas of variation are slight, and if a merger is effected, those additions or deletions can be resolved at that time.
- I. Pawnshop File
- A. Copies of all pawnshop, antique and secondhand store pawn and buy slips which bear the signature names of persons selling and/or pawning articles.
  - B. Justification: Important in identifying the thieves disposing of their loot. Also valuable for handwriting comparisons.
- II. Junkyard File
- A. Buy slips from junkyards and purchasers of scrap metals. File reflects purchases of all scrap metals and recycleable materials.

1. Index file cross-referencing name and date
- B. Justification: This file is used by this department, federal and other police agencies as well as special agents of the utility companies, railroad and commercial transportation companies. The file provides a correlation between thefts and disposition of stolen goods and materials. Copies of the buy slips are also mailed to outside police agencies whenever the disposed property originated in that outside jurisdiction.
- III. Log Boards
- A. Arrest log
1. This is a log provided by the records division of persons arrested on various charges in the prior 24-hour period.
  2. Justification: This is a valuable reference source for detectives indicating persons arrested which may be of concern to their investigation. This also gives an indication of the detail concerned with the arrested person so that we can be aware of the mutual interest in a particular suspect or arrested person.
- B. FCR log
1. A log of field contact reports in the prior 24-hour period.
  2. Justification: This is a valuable aid to investigators. Detectives read this log daily which provides them with information on individuals on the street under suspicious circumstances, autos used by these persons and their associates. Occasionally, cases are broken by the information contained on this log.
- C. Intelligence reports
1. This clipboard contains unnumbered reports from the intelligence division of interest to all detectives in the burglary detail.
  2. Justification: The board is placed on the wall so that it can be readily available to all

detectives. If the information concerns the interests of a particular detective, a copy will be made for that detective concerned.

#### VICE

##### Portland Police Bureau Special Investigative Division

The Portland Police Bureau Special Investigative Division is commanded by a captain and consists of the narcotics and vice details. The narcotics unit is commanded by a lieutenant, one administrative sergeant, two line sergeants, twenty patrolmen, and two additional patrolmen who are assigned to the Federal Drug Enforcement Administration Task Force.

The narcotics unit has seven additional narcotics officers who provide support to Regional Narcotics Enforcement as a result of the LEAA grant for the Regional Narcotics Enforcement program to Multnomah, Clackamas, Washington and Columbia Counties. The vice unit is commanded by a sergeant and has seven patrolmen assigned.

There are five clerical personnel assigned to both details. The combined details of vice and narcotics make up the special investigative division of 45 total personnel, and the division commander reports to the deputy chief.

##### Department of Public Safety Vice Unit

MCSO is commanded by a lieutenant and consists of the combined vice and narcotics detail. The unit has one line sergeant, four patrolmen, and one secretary. One additional sergeant and one patrolman are assigned to the Federal Drug Enforcement Administration Task Force.

The unit consists of a total of nine personnel, and the unit reports directly to the sheriff.

##### Summary

The primary difference between the PPB SID and MCSO vice unit is that Portland police enforce city ordinances and the county officers do not. It is expected that in the event of city-county consolidation there would continue to be enforcement of state laws by the combined PPB Special

Investigative Division and the MCSO Vice-Narcotics Unit as well as the enforcement of all present and future city ordinances.

CHAPTER 10

REPORT

of the

LEGAL ADVISOR

SUBCOMMITTEE



### SUBCOMMITTEE MEMBERSHIP

CHAIRMAN

David Edstrom (Police Legal Advisor), Chief's Office,  
PPB

CO-CHAIRMAN

John Pirak (Deputy), District Patrol, MCSO

MEMBERS

Howard Bergman, County Council, Resigned

Akin Blitz (Intern), District Attorney's Office

Rob Gardner (Senior Deputy), District Attorney's Office

David Kinnaman (Patrolman), Central Precinct, PPB

Paul Mackey, Deputy County Council

Bill Selby (Deputy), City Attorney's Office.

### SUBCOMMITTEE MEETING SCHEDULE

February 19, 1974	12:15 P.M.
February 28, 1974	10:00 A.M.
March 7, 1974	9:30 A.M.
March 17, 1974	9:30 A.M.
March 21, 1974	9:30 A.M.
April 4, 1974	9:30 A.M.
April 11, 1974	9:30 A.M.

Minutes kept and report typed by Kathy Patton, Portland Bureau of Police. Contributions to report also received from Dave O'Brien, Multnomah County Department of Justice Services.

## SUBCOMMITTEE OBJECTIVES

1. A determination of the role and functions of a legal advisor must be developed.
2. A job description for a police legal advisor must be developed.
3. Review and comment on the Multnomah County sheriff's legal advisor grant application is required.
4. An examination of the current activities relating to legal advice and assistance for both agencies must be identified and described.
5. Comparative analysis of legal advice and assistance regarding similarities and differences of each agency is required.
6. Alternative recommendations for the provision of legal advice and assistance to a consolidated agency must be developed.
7. Implementation plans for alternative recommendations must be developed.

## SUBCOMMITTEE REPORT

### THE ROLE AND FUNCTION OF A LEGAL ADVISOR

#### 7.13 Relationship of legal advisor to police administrator.

In view of the important and sensitive nature of his role, a police legal advisor or the head of a police legal unit should report directly to the police administrator. The relationship of a police legal advisor to a police department should be analogous to that of house counsel to a corporation. The police legal advisor should provide independent legal advice based upon his full understanding of the police function and his legal expertise, and should anticipate as well as react to legal problems and needs.

#### 7.14 Priority tasks for legal advisor.

Among the range of tasks that may be performed by police legal advisors, priority should be given to assisting police administrators in:

- (1) formulating the types of administrative policies that are recommended in these standards;
- (2) developing law-related training programs pertinent to increased understanding of the nature of the police function, of departmental policies, of judicial trends and their rationale, and of the significant role of the police in preserving democratic processes;
- (3) formulating legislative programs and participating in the legislative process;
- (4) maintaining liaison with other criminal justice and municipal agencies on matters primarily relating to policy formulation and policy review, and assessing the effectiveness of various agencies in responding to common legal problems; and
- (5) developing liaison with members of the local bar and encouraging their participation in responding to legal problems and needs of the policy agency.<sup>1</sup>

<sup>1</sup>From The Urban Police Function by the American Bar Association Project on Standards for Criminal Justice (1972).

JOB DESCRIPTION FOR POLICE LEGAL ADVISOR

This description addresses the policies, procedures, and responsibilities of the position of legal advisor for the bureau of police.

The legal advisor is responsible to the chief of police as staff advisor and legal consultant. When appropriate to his field of knowledge, he serves members of the bureau in matters pertaining to operations, participates in training programs, and advises on bureau policy and bureau liaison. With the onset of the Impact Program, these duties will be expanded to accommodate program-related activity.

The position of legal advisor is not intended to supplant the duties and responsibilities of the district attorney's office or the city attorney's office. His relationship to other members of the criminal justice system is that of bureau liaison in behalf of the chief of police.

The following list of legal advisor functions is intended as a guide to bureau members in utilizing this resource.

The operational duties of the police legal advisor will include, but not be limited to, all phases of the bureau's legal requirements as specifically outlined in this description.

A. Departmental Orders: The police legal advisor may review all proposed general and special orders prior to publication for the purpose of determining legal sufficiency. In addition, the police legal advisor shall review all training bulletins, departmental orders and manuals currently in effect and determine their conformity to legal and constitutional requirements. The police legal advisor shall also draft bureau procedures as requested to reflect changes in bureau policy or in the law. He shall advise appropriate bureau personnel on police-press legal guidelines and their application.

B. Training: The police legal advisor shall review the curriculum of the training division. The police legal advisor shall assist the captain of the training division in the development of comprehensive recruit and in-service training programs and aids designed to train the members of the bureau to work within the framework of legal requirements, and be available for delivering lectures and preparing video tapes on legal

subjects to recruit and in-service training classes.

The police legal advisor shall advise all bureau units, including the special investigations division, intelligence division, etc., which have to deal on a routine basis with specific, complex legal problems.

The police legal advisor shall prepare, for the chief and his staff, summaries of all pertinent case decisions and legislative enactments. In addition, the police legal advisor, in cooperation with the training division and other legal offices (district attorney, city attorney, county counsel) shall publish training bulletins concerning legal standards and problems.

C. Liaison: The police legal advisor shall perform the following liaison functions:

1. The police legal advisor shall work with bureau personnel, the district attorney's office, and the courts to formulate procedures in order to reduce bureau personnel overtime spent in court-related matters.
2. District Attorney: The police legal advisor shall consult with the office of the district attorney for the purpose of determining the sufficiency of case preparation and the quality of courtroom testimony of members of the bureau. He shall also consult on matters concerning police training. The police legal advisor may convey the bureau's policies to the office of the district attorney, and shall have the responsibility of advising the bureau concerning policies and suggestions of the district attorney's office.
3. U.S. Attorney: The police legal advisor may serve as the bureau's liaison with the Office of the United States Attorney and other federal prosecutive agencies.
4. Courts: The police legal advisor may act as the bureau's legal liaison with the court system with relation to criminal prosecutions and procedures. In addition, the police legal advisor shall strive to improve police-court relations.
5. Legislative Liaison: As directed by the chief of police the legal advisor will draft, monitor and

advocate desired legislation affecting the police. The police legal advisor will take such actions affecting law enforcement-related legislation as directed by the chief of police.

6. **Bar Associations:** The police legal advisor shall strive to improve police-bar relations. He may join bar associations, criminal law and legislative committees for the purpose of liaison and present the bureau's policies and points of view to these groups.
7. **Law Enforcement Agencies:** The police legal advisor shall perform such liaison functions with other agencies as determined by the chief of police.

- D. **Case Evaluation:** Any superior officer may request legal evaluation of any case which, in his opinion, requires an opinion of the police legal advisor. The request for such evaluation shall be in writing in the standard bureau memorandum form. All pertinent documents should accompany the request. Case evaluations may be oral or written.

The police legal advisor will also assist the city property control office and the city insurer, upon request, in the preparation of the defense of civil lawsuits against the City of Portland and individual bureau of police officers.

- E. **Legal Advisor Evaluation Reports:** Any member of the bureau, with the approval of his supervisor, may contact the police legal advisor and request the issuance of a legal advisor evaluation report. If the problem presented requires a formal legal opinion, the police legal advisor shall issue a written legal advisor evaluation report. The request for a legal advisor evaluation report may be oral.
- F. **Request for Legal Opinions of the City Attorney, District Attorney, or Attorney General:** All requests for such legal opinions shall follow the chain of command. However, all requests for legal opinions shall be reviewed by the police legal advisor prior to transmittal. Where necessary, additional factual information will be obtained by the police legal advisor. The police legal advisor shall, in any instance where appropriate, prepare a detailed memorandum of law concerning the

subject matter of the request. The memorandum of law shall be transmitted with the request and filed with the chief of police.

- G. **Informal Legal Advice:** Any member of the bureau, with the approval of his supervisor, may contact the police legal advisor concerning any legal problem connected with the bureau. The request for informal legal advice may be oral. Informal legal advice may be verbal and not written. A file memo should be kept of informal advice given.
- H. **Field Response to Use of Force and Collisions:** The police legal advisor shall be notified, and shall respond in the field, in the following circumstances:
  1. In the event of any use of deadly force by or against any member of the bureau, which use of deadly force results in death or great bodily injury.
  2. Any vehicle accident involving bureau personnel, whether on duty or off duty, operating bureau vehicles which accident results in either death or serious personal injury.

The police legal advisor shall respond to give legal advice, and to assist in subsequent evaluation and report preparation.

Responsibility for notifying the police legal advisor shall be that of the communications division.

- I. **Staff Meetings:** The police legal advisor upon request shall attend all staff meetings for the purpose of advising the chief and the staff with respect to legal matters. In addition, the police legal advisor shall present at the staff meeting any significant legal matters which have been brought to his attention.
- J. **Requests for Field Service:** Any precinct or division supervisor of the bureau may contact the police legal advisor for the purpose of obtaining his presence at, and advice during, a field operation. This does not apply to situations where the police legal advisor will automatically be present in the field, i.e., emergency operations.

- K. Field Observation and Assistance: The police legal advisor shall observe bureau field procedures and operations for the purpose of determining whether they are in compliance with legal requirements. The police legal advisor shall maintain communications with all members of the bureau for the purpose of determining any legal problems and implementing their solutions. The police legal advisor may be consulted with respect to any legal problem which occurs in the field. This consultation should be made prior to any projected enforcement activity where problems of probable cause, arrest, search and seizure and civil liability are likely to occur. The police legal advisor should, when possible, be present at the scene of any police activity of magnitude for the purpose of advising the field commander with respect to any existing or anticipated legal problems.
- L. Emergency Operations: In the event of a civil disorder, natural disaster, or other situation requiring a major special operation, the police legal advisor shall report to the emergency operations center commander or to the chief, as may be appropriate. The communications division will have the responsibility of notifying the police legal advisor of such emergency operations.
- The police legal advisor shall act as liaison with the office of the city attorney, the district attorney, the attorney general, and the U.S. Attorney, and the courts for the purpose of the establishment of any legal directives necessitated by the emergency situation. This includes, but is not limited to, mass arrest procedures, abbreviated arrest and processing forms, and protection of the rights of police officers and arrested persons.
- M. Disciplinary Proceedings: The police legal advisor shall take no part in disciplinary proceedings, labor negotiations, or grievance matters, beyond providing staff advice to the chief in the formulation of standard procedures, or the interpretation of existing procedures.
- N. Reports: The police legal advisor shall provide to the chief a monthly and an annual police legal advisor activity report.
- O. Other Duties: The police legal advisor shall perform such other duties as may be assigned him by the chief of police.

REVIEW AND COMMENTon the  
SHERIFF'S OFFICE LEGAL ADVISOR GRANT APPLICATION

The legal advisor project grant application was discussed by the subcommittee. Dave O'Brien of County Justice Services gave to the subcommittee background information on the grant. The subcommittee recommended approval of the Multnomah County Sheriff's Office legal advisor grant application with the following specific recommendations.

- A. Job Description: The grant's description of duties is broad enough; however, the model job description as outlined by this subcommittee should be attached to this grant application as a recommendation. Final decision on any job description will of course be left to the hiring agency head. (In job description, substitute sheriff's office for police bureau, county counsel for city attorney, and so forth.)
- B. Salary: The legal advisor's entry level salary in the budget data section was recommended at the amount of \$15,000-\$18,000 depending on the applicant's experience and background. The figure amount in the budget data section should remain at \$18,000. This range is based upon the general salary range of county-employed attorneys with no experience or a few years experience.
- The salary maximum must be left at \$18,000 (plus fringe benefits) in order to attract a qualified and experienced attorney. All subcommittee members agreed that an experienced attorney was highly desirable for the position, and that law enforcement or prosecution experience was also desirable.
- C. Position in Organization: The legal advisor could be a member of the county counsel staff with his office located at 2nd and Oak. However, as a member of county counsel, he probably should not be a deputy district attorney (as all other county counsel are) because of possible conflicts of interest. The legal advisor, if a deputy county counsel, would be part of that office with the understanding that he was to do police legal advisor duties only. If the legal advisor is not a member of county counsel, he should clear projects through county counsel (as outlined in the job description). In any case, he will report directly to the sheriff.

10. Job Description (Synopsis): The grant's synopsis section should be strengthened to expand the legal advisor role in agency policy review, legislative input, liaison and civil liability areas of responsibility.
11. Qualifications: Minimum qualifications for applicants should be:
1. Law school graduates;
  2. Experience preferred, with preference for law enforcement or prosecution background;
  3. Oregon State Bar membership eventually, but not necessary for application;
  4. No private practice of law should be permitted.
12. Civilian or Sworn: The position would be a civilian position reporting directly to the sheriff. This does not mean that sworn personnel of the sheriff's office would not qualify. Rather, law enforcement experience is desirable.

CURRENT LEGAL ADVICE AND ASSISTANCE  
PROVIDED FOR POLICE BUREAU AND SHERIFF'S OFFICE

1. Portland Bureau of Police

The bureau of police presently has a legal advisor who is responsible for providing almost complete legal services to the bureau of police under the job description. In practice, because the legal unit consists of one attorney and one secretary, time limitations prevent this one person from carrying out all functions set out in the job description. In setting priorities, the greatest amount of time is spent on the top priority function of a legal advisor which is advising the chief on bureau policy matters and procedures. Much time is also spent providing legal advice to the command staff, that is, to answering specific legal questions from deputy chiefs, captains and lieutenants. This advice sometimes takes the form of informal legal advice, but usually takes the form of a formal written opinion. The legal advisor also assists in requests for formal opinions from the attorney general and the city attorney.

The legal advisor also prepares training bulletins on legal subjects, such as new legislation, for Portland police officers. These have been prepared on the average of about one per month. They should be prepared once every two weeks.

Advice from the legal advisor to patrolmen in the field is the most neglected area of job responsibility because so much time is required to draft policies for the bureau of police on bureau-wide issues raised at staff meetings and by the chief, and because of the tremendous amount of time that is required to complete legal research prior to writing opinions.

The legal advisor also spends a considerable amount of time on liaison with the district attorney's office and the courts on specific problems brought to his attention by individual officers and individual deputy district attorneys. He also assists the attorneys hired by the city to defend officers in civil suits against the city and the officers.

In addition to these functions performed by the police legal advisor and additional functions he performs which are set forth in the job description, the bureau of police can also request opinions from the city attorney's office. This is done when a binding opinion is desired. This is also done when a matter is of critical importance to the bureau and should be cleared through the city attorney, or when the matter covers a topic of city-wide concern, such as recent allegations of discriminatory hiring practices within the bureau.

The city attorney's office also represents the civil service board and to that extent the bureau of police benefits from that legal advice. The city attorney's office also prepares ordinances which affect the bureau of police. The city attorney represents the Police Disability and Retirement Fund. He also represents the city in many claims and actions against the bureau of police, such as the recent suit concerning police grooming regulations.

The district attorney's office provides legal training to Portland police officers. This is done primarily in the area of criminal law, whereas the responsibilities of the police legal advisor to date, both in the area of policy formulation and individual case advice, has been primarily in the area of civil law and liability.

The district attorney produces a newsletter at least once a month with some criminal law training material in it. That office also provided roll call training on one law change and provided personnel to train all Portland officers on changes brought about by the new criminal procedure code effective the 1st of January. This district attorney's training for the police was also provided to the sheriff's office.

#### B. Sheriff's Office

The sheriff's office relies for legal advice in criminal matters, as does the Portland Police Bureau, on the district attorney's office. Most of this training is received on an individual basis. That is, an individual officer or deputy receives counseling on a particular case by a single deputy.

The office of county counsel is also available to provide legal advice to the sheriff's office. The sheriff's office receives legal advice by hiring counsel for defense of some civil suits, but in many cases the civil suits against the sheriff's office are actually defended by the county counsel's office. The county counsel is presently responsible for providing legal advice to the sheriff on civil matters, such as operating a jail and operating medical facilities in the jail, as well as on other sheriff's office procedures which involve legal questions.

However, there is no one in the county counsel's office who is assigned to the sheriff's office. Therefore, the county counsel must represent all agencies in the county as the city attorney does for the city. In the police area, the county counsel provides lectures in training schools on civil liability, civil rights proceedings, false arrest law, and so forth. That office also coordinates with the district attorney's office in education and training. The county counsel's office could be characterized as a general practice with no specialization for law enforcement, as the city attorney's office could be characterized as a general practice. The police legal advisor position represents a trend toward specialization.

The county counsel's office responds to requests for advice from the sheriff, but requests are preferred to be in formal written form, and a formal written opinion is returned. County counsel's primary responsibility is to meet current demands. The county

counsel does not often set up guidelines on sheriff's office policy because county counsel usually is not asked. Day-to-day informal questions answered by the county counsel are usually done on an after-the-fact basis.

The county has no position comparable to Portland Police Bureau's legal advisor, and the subcommittee agrees that such a position would be advisable to have for the sheriff's office. It would not be practical to have a legal advisor in the county counsel's office at present, but that office could be geared to accommodate a sheriff's legal advisor member of the county counsel staff.

#### ANALYSIS OF LEGAL ADVICE WITH REGARD TO SIMILARITIES AND DIFFERENCES OF EACH AGENCY

The need for legal advice is similar between the sheriff's office and the police bureau. That is because there is no real difference in legal advice given; the district and circuit courts are state courts and application of the law by the court in criminal cases does not vary depending upon whether it is a police case or a sheriff's case.

Both the city and the county presently have different ordinances. However, the ordinances used by law enforcement officers usually are quite similar to state statutes, and the ordinances actually used on a frequent basis in criminal prosecutions are few in number.

There is also a similarity in need for training in some areas. That is, there is a need for training in the area of civil law and handling of civil disputes.

The advice actually given would differ between agencies if the agencies remain separate because agency policy may differ. For example, one agency may encourage the use of misdemeanor citations instead of custody arrests more than the other agency. However, legal training in the area is needed by both agencies and in other areas as well.

Both agencies also have a need for legal advice in policy formulation. For example, when the legislature passed a statute recently on public records disclosure, there was a tremendous impact on public requests and private requests for access to various types of police records which had

never been accessible before without subpoena. There was some disagreement over the scope of the law. The police bureau and the sheriff's office both have to prepare policies for implementation of public records disclosure laws and are also faced with demands to make policy on things such as expungement of arrest records which, for the most part, is not presently covered by statute. It is important that the agency do this upon its own with good legal advice; otherwise, the legislature or the courts will impose a plan upon the police agencies and such solutions do not always take into account the legitimate needs of the law enforcement agencies.

There is also a similarity in needs of the agencies in other areas. There is a need in both for an attorney to present the problems of the enforcement agencies and the viewpoints of enforcement agencies to the bar associations, to the legislature and local governmental councils, and to others in the criminal justice system such as the courts and the district attorney's office.

There are some areas where the sheriff's office has different needs than the bureau of police. That is because they are involved in specialized functions which the police no longer handle. For example, service of civil process by the sheriff's office involves many complex legal questions involving civil liability and requires thorough training of deputies so they know what force can be used in service of civil process, what goods to select when they are attaching some property and enforcing a judgment, etc.

The sheriff's office also operates the jail. The law with regard to operation of a jail is greatly expanding in recent months with many new claims of prisoner's rights and so forth. And when medical facilities are offered in connection with the operation of the jail, the potential area of civil liability of sheriff's deputies and of the county is greatly expanded. This again calls for sound policy formulation and training by someone, and this would be appropriate for the sheriff's legal advisor to perform in cooperation with the county counsel.

There is presently a lack of in-service training in both the bureau of police and the sheriff's office, although the bureau of police is increasing its in-service training. The sheriff's office also does receive eight hours of instruction every three weeks. However, most of this training of an in-service nature, as well as a great deal of

the recruit training, is concerned primarily with subjects such as first aid, use of the night stick, public utility commission laws, etc. The legal training which the deputies and police officers receive is insufficient and should be expanded both in quantity and in quality.

In the sheriff's office, criminal law information is sometimes put out at roll calls, but it is only on a one-time basis and a piece-meal basis. Information often appears in the form of a general order or a policy statement rather than specific instructions. Therefore, to take one objection alone -- the one-time-only objection -- means that from one-third to one-half of the deputies (or Portland police officers) will not receive information put out at a roll call.

Greater use of video tape and of a training officer appearing at roll calls is most important. That is the only way to make sure that the message will get across and that is the only way to be sure that questions will be asked and answered and all related problems covered. It of course requires a great deal of time to put out even one set of material in one training area, and daily demands prevent a single attorney from undertaking vast training enterprises. Most training of necessity, with present resources, must be done by a training bulletin and video tape. But, as has been pointed out, there are limitations to the effectiveness of these training methods.

The police legal advisor should also have a one-to-one relationship with others in the system such as the district attorney and the city attorney for the purposes of training. There are too many independent sections in the enforcement agencies for any one person to have ultimate responsibility for training.

#### Resources Needed for Training Material Research and Preparation

- A. Who should do research on training material?
1. If the legal advisor has the manpower, his office should do the research.
  2. If the legal advisor does not have the manpower to handle it, the district attorney's office should do the research, although it may have a manpower problem too.



4. Other resources available for training/research.
1. Police officer with legal training: A police officer with some legal training could draft the training material and go over it with a trial deputy or other deputy district attorney. The legal advisor would review his draft and make any additions or changes.
  2. Law student: A student working full time could function in the research area; however, he has no trial or law enforcement background.

RECOMMENDATIONS FOR LEGAL ADVICE TO ENFORCEMENT OFFICERS  
OF A CONSOLIDATED AGENCY AND IMPLEMENTATION PLANS

- A. The subcommittee recommends that if there is a consolidated government and consolidated law enforcement agency, ideally there will be a police legal advisor unit of one supervising attorney who is a member of the bar, a second attorney who may or may not be a member of the bar, and one police officer assigned to the unit who will function mainly in the research and training area. This is actually a conservative request. It is supported by the recommendations of the International Association of Chiefs of Police.

This recommendation is quoted on the last page of this report. The recommendation states:

Experience in existing police agencies indicates that a police legal advisor is needed for every 500 police officers, although a second advisor is recommended for departments having less than 1,000 officers but more than 200-300.

- B. If the agencies do not consolidate, the Portland Police Bureau presently has a legal advisor. Under the IACP recommendations and this subcommittee's recommendations, there should be one police officer (preferably one who is currently in law school) assigned to that office to assist with the backlog of research and with on-going training responsibilities, thereby allowing the legal advisor to devote more time to advising the chief on administrative policies.
- C. At the same time, the sheriff's office should also have its own full time attorney. This could be provided

either by an increase in budget or by obtaining an attorney and a secretary from a grant application, which was also recommended by this subcommittee. The legal advisor in the sheriff's office should be an attorney and be licensed in Oregon eventually if not at the present time.

These preferences are the first choice of the subcommittee and far surpass in desirability the remaining alternative resources. The subcommittee also discussed alternatives about where the person should be placed once it was agreed that the police and the sheriff should each have its own legal advisor.

First, the subcommittee agreed that one legal advisor could not serve both agencies because there would be a problem of compensation by each agency and possible arguments over the person's time and priorities. There may also be a problem with conflict of interest or divided loyalties and lack of trust by the administrator in a person who is working for a second boss. In other words, the attorney should work for one person only and one agency only.

On the other hand, it was agreed that in many areas, such as all areas of legal research and all training materials published, there could and should be sharing between the agencies if they remain separate so there would not be duplication of effort. This would allow each agency to greatly increase its output of legal services without increasing its resources.

- D. As for placement of the attorney, an alternative is to place the attorney in the agency itself but make him an employee of the governmental body's legal staff. That is, he could be on the legal counsel's staff in a consolidated government, or be on the staff of the city attorney or county counsel but be assigned to the agency or office full time. Neither the city attorney's office nor the county counsel's office expressed preference as to whether the person be a deputy city attorney or county counsel or whether he simply work for the law enforcement agency as an agency employee. Either would be acceptable.

However, it is also understood that if the legal advisor is in the agency itself, he should maintain

contact with the governmental agency's counsel especially on matters of importance.

11. There is also agreement that the legal advisor should not be under the district attorney's office. That is because the district attorney does not have an interest in protecting a police officer from civil liability, at least not to the extent of the governmental agency for which the enforcement officer works. The district attorney's primary function is criminal prosecution and therefore the police officer should get advice from his governmental agency which is more concerned with administrative procedures and civil liability.
1. One alternative for hiring a legal advisor is for the county counsel, city attorney or consolidated government counsel to hire out of the agency budget the police legal advisors but to take several applicants and send them to the agency. The agency would then choose the persons it desired and the governmental counsel would appoint them. That would make the persons accountable both to the governmental counsel and to the agency. Apparently this is done in the Oregon Attorney General's office.
6. The other alternatives, already discussed, would be for the legal advisor to work in the agency and report to the agency head; or to be part of the office of county counsel, city attorney, or consolidated government but work full time for the agency.
- 11 there is no consolidation:
  - A. Two police legal advisors, one hired by and working for each agency. Resources may be shared.
  - B. Possibility of having county counsel's office assign someone from that office to work as Multnomah County Sheriff's legal advisor.
  - C. Assign peace officer with legal background within each agency to do legal research with responsibility to the respective police legal advisor.
  - D. Have law students assigned to Multnomah County Sheriff's office and Portland Bureau of Police, responsible to the respective police legal advisor.

#### Number of Advisors Needed<sup>2</sup>

Experience in existing police agencies indicates that a police legal advisor is needed for every 500 police officers, although a second advisor is recommended for departments having less than a thousand officers but more than two or three hundred. This ratio has been enthusiastically endorsed by the legal units of even the largest departments.

The number of legal advisors needed in any department will also be affected by considerations other than the number of officers in the department or the size of the community. The other factors which bear on this question are:

1. Whether the county prosecutor's office is located in or near police headquarters;
2. Whether assistant prosecutors have the time and willingness to discuss pending cases with arresting officers prior to the trial;
3. Whether the county prosecutor's office can be consulted routinely on planned enforcement actions prior to arrests;
4. Whether the prosecutor's office is willing and able to draft arrest and search warrants on an around-the-clock basis;
5. Whether the city attorney's staff is willing to answer routine questions;
6. How promptly the city attorney responds to requests for written opinions, and how detailed these are regarding the subject matter of the inquiry;
7. How vigorously the city attorney defends suits filed against the department and its members, and how experienced his staff is in matters of criminal law and police liability;

<sup>2</sup>International Association of Chiefs of Police (IACP), Research Division Guidelines for a Police Legal Unit, 1972.

8. Whether the staffs of the prosecutor and city attorney are full- or part-time, and whether they are permitted to practice on the side.
9. The length of pre-service training given officers and the quantity and quality of in-service programs;
10. The educational level of the department;
11. The number of square miles in the police jurisdiction;
12. The willingness of the city attorney to file suits needed by the department;
13. Whether the city attorney and the county prosecutor have effective legislative programs;
14. Whether specialized enforcement units like gambling and narcotics can select detectives for their ability or must accept men from a civil service detective grade;
15. The average age of detectives, patrol supervisors and commanders.

## CHAPTER II

### REPORT

of the

### MOTOR POOL AND TRANSPORTATION

### SUBCOMMITTEE

## SUBCOMMITTEE MEMBERSHIP

### CHAIRMAN

John L. Brown (Lieutenant), Operations Division Headquarters, MCSO

### VICE CHAIRMAN

John A. Brown (Chief of Corrections), Rocky Butte Jail, MCSO

### MEMBERS

Earl Bradfish (Fleet Manager), Support Services, City of Portland

Fred Hill (Deputy), District Patrol, MCSO

Fred Kluth (Deputy), Traffic Safety, MCSO

Michael Pigott (Operations Analyst), Financial Administration, PPB

William Radakovich (Director), Support Services, Multnomah County

Doyle Souders (Sergeant Specialist), Traffic, PPB

Earl Talevich (Patrolman), North Precinct, PPB

## SUBCOMMITTEE MEETING SCHEDULE

February 1, 1974	9:30 A.M.
February 15, 1974	9:30 A.M.
February 22, 1974	9:30 A.M.
March 1, 1974	9:30 A.M.
March 8, 1974	9:30 A.M.
March 15, 1974	9:30 A.M.
March 22, 1974	9:30 A.M.

## SUBCOMMITTEE OBJECTIVES

1. Current activities of the motor pool and transportation functions of each organization must be identified and described.
2. An inventory of vehicles and service equipment must be conducted for each agency.
3. A comparative analysis of similarities and differences is required.
4. Alternative recommendations for the physical merger, consolidation and/or co-location of motor pool and transportation must be developed to include space and personnel requirements and financial parameters (taking into account economies of scale).
5. Implementation plans for alternative recommendations must be developed.

## COVER LETTER

March 26, 1974

Mr. Hal Gowing  
Chairman  
Integrated Services Committee  
City/County Police Consolidation Project

Sir:

The Motor Pool and Transportation Subcommittee has completed its findings, and a copy of the results are attached for your approval and forwarding.

This subcommittee convened on 1 February 1974, met a total of 7 times and expended 43 and 1/2 manhours in session. The members of the subcommittee were highly qualified in the areas delegated to this group for study. Through their cooperative efforts, objective goals were attained and a sound procedure for consolidation was developed.

I wish to thank the members of my subcommittee for a job well done and express my gratitude to the various committees and project director for their cooperation in the consolidation planning.

Very truly yours,

Chief John A. Brown  
Commanding Officer  
Corrections Division

## SUBCOMMITTEE REPORT

### INTRODUCTION

This subcommittee dealt with all aspects of motor pool and transportation consolidation. The magnitude of the police consolidation project necessitated appointing a large number of subcommittees with dovetailing objectives. As a result, some areas covered by this report may overlap those of other subcommittees with minor conflicting points in recommendations made to specific objectives. Should this occur, it could be quickly resolved by representatives at the committee level.

### MISSION STATEMENT

The mission of the Motor Pool and Transportation Subcommittee is to make in-depth study of the various objectives of city/county law enforcement consolidation relating to this particular function and to submit recommendations for the logical methods for attaining these specific objectives.

### OBJECTIVES AND RECOMMENDATIONS

The objectives of motor pool and transportation consolidation were considered only for law enforcement vehicles. The goals of consolidation, manpower and monetary savings with increased efficiency of operations were of prime consideration in evaluating the various objectives and determining recommendations.

#### Maintenance facilities

The city maintains a major repair facility at 11th and Powell for all city vehicles, including heavy equipment. This facility has the capability for complete repair of engines and metal damage and painting. It is efficiently organized and well managed. As a result, even major repairs involving complete repair of engine, drive systems, metal work, and painting can be accomplished in a maximum of four days. The police garage at 17th and Madison also has major repair capabilities, although not as extensive as the 11th and Powell facility. Due to expense

and limited requirement, the city contracts with commercial firms for the repair of speedometers, upholstery and glass. The city also maintains minor maintenance and fueling facilities at north and central precincts, Stanton Yards and the Kelly Building. Minor maintenance at these locations consists of lubrication, fan belt and windshield wiper replacement and the like.

The county maintains two repair facilities. Major work is accomplished at the Rocky Butte road shops, including maintenance of heavy equipment. Front end, transmission and speedometer work is contracted to commercial firms. Minor repairs, including brake work, is done at the county downtown facility on 4th Street. Both of these locations are also fueling points. Operations division headquarters in east county has fueling facilities and contracts minor maintenance to an adjacent commercial service station. In addition, minor maintenance (fan belts, windshield wipers, etc.) is permitted on an emergency basis at any commercial station with the officer reimbursed for "out of pocket" expenses. An adequate number of backup patrol cars are available for both city and county police operations.

Recommendations: All major repair work will be accomplished at the city maintenance shops. To avoid disruption of maintenance operations, county vehicles should be phased in as schedules and manpower could be adjusted. The Butte shops would continue its vehicle repair function during the transition. The Butte shops would eventually become the repair point for all heavy equipment, both city and county. As the city shops absorb police vehicle repair, the Butte shops would increase its acceptance of city heavy equipment repair. From the standpoint of efficiency and economy, the dispersed city and county secondary maintenance points would continue in their present capacity for minor repairs, lubes, and refueling. Although the central repair facility would be a considerable distance from the outlying patrol districts, no immediate problem would result if the current number of backup cars were kept available. When city/county vehicles become standardized, the overall number of backup cars required will be decreased.

Standardization

Vehicle standardization would involve make, model, equipment, color and design. The requirements of city and suburban patrol would necessitate some variations in models and engine size. For the most part, however, standardization in this area could be achieved. This would permit the decrease in standby vehicles mentioned in the recommendations pertaining to maintenance. Standardization of colors and decal emblems would be a lesser problem. Officer Talevich suggested a contest among the area school students who could submit model vehicles for color and decal design. This would be inexpensive and have active participation, particularly if a small monetary award were to be given to the winner. Standardization of equipment can also be entirely achieved. This would include roof rack lights, sirens, extra lights, push bumpers, etc. Radio standardization would be a subject for the Operations Equipment Subcommittee to decide.

Recommendations: Standardization of vehicles as to models and engine size would, of course, be accomplished through normal replacement. This would require the longest period for phase-in. Standardization of colors and decal emblems would be the first goal attained. This would be one of the lesser problems and in addition would project a favorable public image of the consolidation effort. This project should be undertaken as soon as possible and completed by the official date of consolidation.

Standardization of equipment (light racks, push bumpers, etc.) would be accomplished as the second step. This, too, would be phased in over a period of time on a replacement basis.

Procurement

Although this subcommittee does not have the authority to establish firm procurement procedures, it was considered logical to make some recommendations relating to police vehicle procurement. Although differing somewhat, both city and county have sound procedures for vehicle procurement. The city procures all vehicles through one agency which assigns them to the various departments. The county budgets vehicles through the using department.

Recommendation: Although both city and county have sound procurement procedures, it is believed the method employed by the city would be the most practical and economical in a consolidated operation. The police function would be assigned its vehicles and be billed monthly against their departmental budget, which would result in a more stabilized replacement program. Law enforcement personnel must have a strong voice in determining vehicle requirements, particularly in the initial stage of consolidation.

SUMMARY

It is the opinion of this subcommittee that consolidation of motor pool and transportation can be achieved with a resultant saving in money and manpower. To avoid a breakdown in operation and maintenance, consolidation must to a large extent be accomplished gradually. Therefore, this subcommittee believes that planning should be considered as two phases: short and long range goals.

Short range goals would be those most apparent, such as standardization of vehicle colors, decal design and equipment. The other objectives of limited maintenance and motor pool standby vehicles could be initiated as a short range goal. The secondary maintenance facilities should be made immediately available to all police vehicles for refueling plus minor repairs as workloads permit. This could be accomplished with minimum effort and would result in immediate savings of time and money. As an example, a city patrol car working the northeast district of the city could refuel at the Butte shops instead of returning downtown. It is believed these short range goals can be put in effect almost immediately at the time of consolidation through prior meetings of the city/county agency directors to establish ground rules.

Long range goals would be in the areas of maintenance and procurement. It is believed that the consolidated major maintenance facility should be more centrally located for equalized access by city and county vehicles. This would require lengthy planning and considerable capital outlay. We suggest that the department heads of the various agencies make the determinations for long range planning within their area of responsibility. The consolidation of city/county will result in merging duplicate agencies, and it

is assumed that the present directors of these agencies have already formulated plans for this eventuality. Therefore, this subcommittee is of the opinion that it has completed its purpose and can make no further recommendations. Should the Police Consolidation Project director consider it feasible to continue, this subcommittee would appreciate guidelines for in-depth study.

# CHAPTER 12

## REPORT

of the

## OPERATIONS EQUIPMENT

## SUBCOMMITTEE



## SUBCOMMITTEE MEMBERSHIP

### CHAIRMAN

Richard Orazetti (Sergeant), Traffic Safety, MCSO

### MEMBERS

Kenneth Amos (Patrolman), North Precinct, PPB

James Bare (Patrolman), North Precinct, PPB

Steven Crampton (Deputy), District Patrol, MCSO

Walter Stav (Sergeant), District Patrol, MCSO

### CONTRIBUTORS

Doyle Souders (Sergeant Specialist), Traffic, PPB

William Buss (Deputy), District Patrol, MCSO

## SUBCOMMITTEE MEETING SCHEDULE

January 31, 1974	9:00 A.M.
February 21, 1974	10:00 A.M.
March 18, 1974	9:00 A.M.
April 4, 1974	10:30 A.M.

## SUBCOMMITTEE OBJECTIVES

1. Current operations equipment of each agency must be identified and described.
2. An inventory of operations equipment must be conducted for each agency.
3. A comparative analysis of similarities and differences of equipment is required.
4. Current and future needs for operations equipment must be identified and described.
5. Budget priorities and purchasing methods must be analyzed in light of what is needed and what is obtainable.
6. Alternative recommendations for procurement of operations equipment must be developed to include standard specifications for a consolidated agency.
7. Implementation plans for alternative recommendations must be developed.

## SUBCOMMITTEE REPORT

The subcommittee has been meeting for approximately three months. At the outset, we were given seven objectives by the City-County Police Consolidation office. In attempting to achieve the goals set forth, we encountered difficulties in obtaining the necessary data. This report is the result of the data that was available to the subcommittee. The subcommittee directed its activity to the satisfaction of the seven objectives. This report is the result of our investigation and conclusion. In the following discourse the objectives are numbered and the subcommittee's findings in regard to each are discussed after each heading.

## I. CURRENT OPERATIONS EQUIPMENT OF EACH AGENCY IDENTIFIED AND DESCRIBED

The following is a list of the equipment within each agency at the present time. The equipment of each agency is placed in columns beside each other. Each piece of equipment is identified.

## II. INVENTORY OF OPERATIONS EQUIPMENT FOR EACH AGENCY

The following list of equipment within each agency is not a complete inventory for each agency. The Portland Police Bureau inventoried only those items which are serial numbered. Each precinct, including the traffic division, procures its own equipment. There was no inventory available for nonserial numbered items. An attempt was made to have each division commander assign one of his men to inventory the nonserial numbered items; however, we did not receive cooperation in this venture. The subcommittee members did not have sufficient time to conduct an inventory.

The Multnomah County list is complete to the best of our knowledge. An extensive inventory was conducted at the equipment section which is located at operations division headquarters.

The following is a list of the operations equipment of the Portland Police Bureau and the Multnomah County Sheriff's office. Operations equipment is defined as any tool, firearm, ordinance, or piece of equipment utilized by the uniformed police officer. Items excluded, such as patrol vehicles and radios, are

considered by other subcommittees. The following is a list of operations equipment of both agencies.

<u>Portland Police Bureau</u>		<u>Multnomah County Sheriff's Office</u>	
<u>Ammunition:</u>			
47	12 gauge shotguns, model 10 Remington	40	21 gauge shotguns, model 870 Remington
100	12 gauge shotguns, model 17 Ithaca	15	30-06 rifles, model 760 Remington (three equipped with telescopic sights)
10	12 gauge shotguns, model 870 Remington		
	12 gauge shotguns, Stevens double barrel		
	12 gauge shotgun, Winchester pump		
	.760 caliber Mossberg rifle with scope		
	40 caliber semi-automatic rifles		
4	30-30 caliber carbines		
	44 caliber magnum Ruger rifles		
	45 caliber Thompson machine guns		
	AK-10, 22 caliber rifles		
<u>Ammunition:</u>			
	4,000 rounds of 12 gauge 00 buckshot shells		2,600 rounds of 12 gauge 00 buckshot
	1,000 rounds of 12 gauge #4 buckshot		858 rounds of 12 gauge slugs

<u>Portland Police Bureau</u>		<u>Multnomah County Sheriff's Office</u>	
<u>Ammunition: (cont'd)</u>			
	650 rounds of 12 gauge #7 1/2 buckshot		884 rounds of 30-60 armour piercing
	1,575 rounds of 12 gauge #8 target load		2,500 rounds of .45 caliber A.C.P.
	7,432 rounds of 12 gauge rifle slugs		17,050 rounds of .22 caliber long rifle
	10,750 rounds of .22 caliber short rifle		7,300 rounds of .38 caliber round nose
	14,200 rounds of .30 caliber carbine		39,500 rounds of .38 caliber wad cutters
	28 rounds of .30 caliber rifle cartridges		
	42,924 rounds of .38 caliber special cartridges		
<u>Gas, Chemicals and Equipment:</u>			
	Mace - individual issue	200	Mace, MK IV, belt cannister
	76 Grenades, blast type, CS	100	Mace, MK II, gas pencil
	28 Grenades, jumper repeater, CS	34	Mace, MK IX, large size
	12 Grenades, small skitter, CS	92	Grenade, blast, model 121
	167 Grenades, mighty midget, CS	59	Grenades, penguin baseball
	5 Grenade shotgun launcher	60	Gas gun projectile, model 232
	2 Crowd disperser, dual tank	4	Crowd disperser, penguin type
	4 Keyhole projectors	5	37 caliber gas guns
		20	12 gauge liquid gas cartridges, CS

<u>Portland Police Bureau</u>	<u>Multnomah County</u> <u>Sheriff's Office</u>
Gas, Chemicals and Equipment: (cont'd)	
74 Projectiles, 37 MM long range, CS	45 12 gauge muzzle dispersion gas cartridges
19 Projectiles, 37 MM, short range, CS	33 Masks, Lecco #45
19 Projectiles, 37 MM, Tru-Flite, CS	18 Masks, M5A
12 gauge gas pistol	20 Masks, Lake Erie
4 12 gauge gas revolvers	7 Masks, all purpose
12 gauge gas shells	35 Bucu riot helmets with face masks
3 37 MM gas rifles	
12 gauge gas shells, Ferret, CS	
Gas dispensers, pepper fog machine	
24 quarts, gas dispenser, gas	
50 quarts, gas dispenser, smoke	
5 quarts, gas flush material	
37 Gas wands, CS	
24 Masks without speakers	
10 Masks with speakers	
423 Masks, XM28E4, riot control agent only	
riot face shield - individual issue	

<u>Portland Police Bureau</u>	<u>Multnomah County</u> <u>Sheriff's Office</u>
Extinguishers:	
Unknown quantity	4 Five pound CO2
Issued to traffic cars	6 2 1/2 pound CO2
	2 8 3/4 pound dry chemical
	8 Merrimac 2 1/4 pound dry chemical
	70 General 2 3/4 pound dry chemical (one issued to each unit)
First Aid Equipment:	
Unknown quantity	6 Boxes band aids (100/box)
First aid kit issued to traffic cars	64 Compresses (37" x 37" x 52")
52 Inhalators	6 Boxes 3" adhesive tape
19 Resuscitation apparatus	1 Box 1" adhesive tape
	12 Forceps
	3 Boxes wood applicators (100/box)
	5 Pint bottles, PhisoHex
	7 Pint bottles, Merthiolate
	3 Tubes, Capolin ointment
	6 Spray cans, "Pain-Away"
	10 Spray cans, spray bandage
	36 Dozen gauze pads
	6 Boxes cotton
	140 Combination dressings
	240 Elastic gauze bandages

Portland Police Bureau

First Aid Equipment: (cont'd)

- 12 Boxes, gauze sponges (200/box)
- 300 Compresses, assorted sizes
- 50 Triangular bandages
- 500 Ammonia inhalers
- 300 Tubes, "Foilie Ointment"
- 900 Merthiolate swabs
- 1 Extra large first aid kit (filled)
- 45 Small first aid kits (filled) - detective cars
- 35 First aid kits (one to each car)
- 34 Oxygen kits (one to each car)
- 12 Oxygen spheres (refills)

Miscellaneous Equipment:

Batons - individual issue

- 116 Batons, large
- 1 Bullet proof shields
- 1 Bullet proof vests
- 1 Emergency axes
- 1 Binoculars (7 x 50 power)
- 1 Bullhorns

Multnomah County Sheriff's Office

- 40 Shovels (one to each car)
- 35 Axes (one to each car)
- Batons - individual issue
- 25 Nylon batons (one to each car)
- 1 Power saw
- 35 Cameras, "Instamatic X-15" (one to each car)
- 5 Polaroid cameras

Multnomah County Sheriff's Office

Portland Police Bureau

Miscellaneous Equipment: (cont'd)

- 1 16mm movie camera
- 3 Generators, portable gasoline powered
- 6 Smoke pots
- 10 Spotlights, portable dry battery
- 1 Water pump, electric
- 1 Water pump, manual
- 30 Rollatapes

Search and Rescue:

- 100 Fingerprint kits, individually issued
- 19 Blankets, green acrylic
- 30 Blankets, gray wool (one to each car)
- 2 Generators, portable gasoline powered with 500 feet of cord and lights
- 28 Brooms with handles (one to each car)
- 5 Lights, large dry cell
- 20 Rollatapes
- 4 S.E.T. radios
- 6 Back pack units
- 11 Battery powered headlamps
- 9 Compasses
- 18 Blankets, space aluminum
- 20 Canteens, metal
- 2 Tents, instant rubber
- 18 Rations, in flight packs
- 4 Seven saws
- 8 Pairs of snow shoes
- 3 Radio packboards
- 3 Field telephones and wire
- 600 Foot rope, 1/4 inch nylon

Portland Police Bureau  
 Equipment and Supplies (cont'd)

Multnomah County  
 Sheriff's Office

600	Foot rope, 1/2 inch nylon
1200	Foot rope, 1/2 inch cotton
2	Pulleys, 4 inch double shive
2	Pulleys, 6 inch double shive
6	Carabiners
4	Stretchers, canvas
1	Stretcher, metal wire basket

III. COMPARATIVE ANALYSIS OF SIMILARITIES AND DIFFERENCES OF EQUIPMENT

It is evident by comparing the two lists of equipment that most of the items in each are similar. The differences are in the types of gas equipment or models of shotguns, rifles, and revolvers. The county has additional equipment which is maintained in each district vehicle. This equipment entails such items as axes, shovels, ropes, etc. which may be utilized by the deputies in remote areas. It is the consensus of the subcommittee that the differences in equipment between departments is minimal.

IV. CURRENT AND FUTURE NEEDS FOR OPERATIONS EQUIPMENT IDENTIFIED AND DESCRIBED

This objective is difficult to describe and is open to diverse views. Future needs are dependent on the size of the department and the resultant goals identified by the department. It is the subcommittee's position that we should not narrow our viewpoint to new equipment whose implementation is open to argument, but, more importantly, we concerned ourselves with the basic proposals.

V. URGENT PRIORITIES AND PURCHASE METHODS ANALYZED IN LIGHT OF WHAT IS NEEDED AND WHAT IS ATTAINABLE

The subcommittee believes that the patrolmen should

have a voice in what types of equipment and what brands of equipment are bought for their use. The subcommittee also strongly believes that a decentralized procurement of equipment was unsatisfactory as demonstrated by our inability to obtain a complete inventory list from the Portland Police Bureau. To facilitate a responsive unit to supply, store and inventory equipment of a consolidated operations division, we recommend a police central storage of equipment and warehouse system. This system will purchase equipment to insure the supply of needed items in an expedient manner.

The potential consolidation of police equipment will certainly overload the now existing supply system. This plan herein outlines a central facility supplying the needs of various units of the operations division. Due to the sometimes unique nature of needed police supplies and equipment and the unwieldy apparatus in which to procure that needed supply, this plan calls for a system which would take away the fragmented localized supply function of each individual precinct or station and place that supply function under the auspices of authority of a central police supply office. The office would be headed by a ranking officer and manned by both sworn and civil service personnel who are experienced in principles of supply, storage and inventory for more efficient operation. This plan does not provide for the abolition of the currently existing local equipment and supply facilities. The designated function of the local supply office would be only to supply those items needed on a day-to-day basis and during emergencies with the bulk of the procurement, storage, inventory and accountability left to the central unit. Some of the fundamental changes in the currently existing local supply unit would be:

- A. Function primarily as a consumable item replacement unit dispensing such items as flares, batteries, and other short lived pieces of equipment.
- B. Stock durable items such as first aid supplies, shovels and other items normally utilized in the patrol function.
- C. Function as a clearing house for replacement of uniforms and other noninventory items to be supplied through the central supply facility.

- D. Act as a partial armory providing accessibility to the patrol force of certain weaponry needed in quick reaction situations.
- E. Supplying the patrol force with such items as emergency mountain rescue equipment, etc.

These duties and functions are certainly not all inclusive, but they do render a general idea of the type of service to be provided by the storage facility located at each precinct or station.

The function and obligation of the central storage facility would fulfill such functions as:

- A. Enabling the practice of better equipment selection to be carried out through mass buying procedures as opposed to the current system of "refill as needed."
- B. Provide a more accurate inventory and accountability record due to the fact that items, with exception of those checked out to local supply units, will be stored in one facility.
- C. Provide for supply accountability to the organizational structure of the central stores system personnel.

Here again it must be mentioned that those above outlined functions certainly are not the only ones to be carried out by these units, but are only an indication of the diverse benefits attainable. The main point to be emphasized here is that the local police supply unit is not being abolished; instead it is being redesigned to stock and supply only the essential items necessary for daily functioning. All the purchasing procurement will be administered in the central stores unit which will have for its customers all the local supply units and ultimately all the department members. The central unit will adhere to strict inventory control procedures such as those used in private industry. The responsibility for the equipment lies with the commander of the unit. Accountability for the equipment is transferred to those checking out the equipment being either the head of the local supply unit or ultimately the individual officers. A diagram of the organizational structure and flow chart will be drawn up. The central unit will be the major repository for the armory. However, various items will be placed in local precincts

for emergency situations. The central unit will house an armory truck which will be utilized to facilitate a rapid distribution of equipment during major emergency situations.

Along with the central stores concept, it was felt by the subcommittee that upon consolidation of the Portland Police Bureau and the Multnomah County Sheriff's office there should be established an operations equipment review board. The board's primary functions would be to review and make suggestions on the purchase and procurement of all functional equipment to be used by the operations division. This membership shall consist of a chairman and one member from each operations section to be elected by all operations division personnel. The following is a guideline to the selection and terms of the board.

#### Selection of the Chairman and Members

The chairman of the review board may not hold a rank greater than lieutenant and must be assigned to the operations division. Of the members no greater than 20 percent may be sergeants. The balance of the board shall be patrolmen.

The chairman shall be selected by secret ballot by the members at large of the operations division. The results of such election shall be recorded and made available to any member of the operations division for review. Once elected, the chairman will serve in the capacity for a period not to exceed one year (12 months) and may not serve more than one term consecutively. After an absence of one year, he may once more be considered for chairman.

Board members will be elected by personnel of the various operations sections. The members will represent each section within the operations division, and they must be assigned to the section for which they are elected. The members' terms of office shall not exceed two years (24 months), and they may not serve more than one term consecutively. A member must wait one full term before being eligible again. If a member becomes no longer associated with the operations section from which he was elected, a new member will be elected to fill the remainder of the dismissed member's term.

#### Term of Office

To facilitate staggering of terms of office the members

of the board elected on initial election shall be positioned as follows: one-third of the board positions shall be for a full two years; one-third of the positions shall be for 18 months; and one-third of the positions shall be for one year. The staggering process must be made by random selection before holding the first election. In this manner one-third of those board members will be new with senior members retiring. Past members may be called upon from time to time for advice or service. These periods should not exceed four consecutive weeks and shall be upon two-thirds vote of the board members.

#### Functions of the Board

The board and elected chairman shall be recognized by the sheriff and commissioners and shall be extended cooperation. This chairman shall be accountable to both the sheriff and commissioners and to the board he represents and to the members at large who elected him.

The chairman shall remain in contact with the planning section and the central stores and shall assist in the coordination of efforts throughout the operations division. He shall conduct examination, testing and appraisal of any of the various equipment that may be available and can assist the operations division individual members to better accomplish their goal. When the board has reviewed any article or tool and judged it to be beneficial to the operations division, this information shall be relayed to the sheriff, his staff, and the commissioner for their action. In accomplishing this the chairman shall submit to the board proposals for recommendation in writing. These proposals shall be circulated to the various sections and levels of positions. Replies from the sheriff, his staff, or the commissioners shall be completed with reasons for acceptance or refusal and relayed by the equipment board back down through the entire division.

The chairman shall be obligated to incorporate in those reports to the division members what action was taken by the sheriff, his staff or the commissioners. These reports shall be complete and furnish detailed information as to why a particular idea and/or tool should be either accepted or refused.

The board shall actively seek and accept the division members' thoughts, ideas, concepts or recommendations for additional updated or replacement tools, articles,

or equipment. Any suggestions to the board from the membership shall be in written form and may incorporate pictures, diagrams, outlines or examples of any item under consideration. All suggestions should be complete in nature. A particular article must be described along with its use, cost, life expectancy and the benefits that might be derived from its procurement.

#### Receipt of Concepts and Void Action

Upon receipt of a suggestion or sample tool the chairman of the board shall assign a project ID number. The ID number shall be recorded and bear the name, rank and date of submission of the contributing member. The chairman shall insure that within six months from submission the contributing member will be given a written status report. Prior to this time, the chairman shall solicit from the sheriff, his staff or the commissioners a written project report which may be circulated to the membership if it is a matter of general interest.

The board shall be afforded office space and allocated sufficient funds for their operation and equipment testing. Test expenses shall be reviewed by the full board membership and accepted by a two-thirds vote.

#### Cooperative Agreement

Upon being elected the chairman will be recognized as the primary representative of the review board's and operation division's interests in all facets of purchase and procurement of functional equipment. Recognition will be extended by the sheriff and commissioners which is to include their full cooperation.

#### VI. ALTERNATIVE RECOMMENDATIONS FOR PROCUREMENT OF OPERATIONS EQUIPMENT DEVELOPED TO INCLUDE STANDARD SPECIFICATIONS FOR CONSOLIDATED AGENCIES

The only alternative recommendation we have from what has been suggested is a decentralization of equipment procurement similar to what the Portland Police Bureau has at this time. At this time, the subcommittee's only two recommendations are either a centralization for accountability of equipment or a decentralized procurement of equipment where all accountability seems to get lost.



VII. IMPLEMENTATION PLANS FOR ALTERNATIVE RECOMMENDATION DEVELOPED

The subcommittee recommends centralization of equipment as described under alternative number five. The subcommittee feels the only other alternative is decentralization, which we do not recommend. Decentralization of equipment exists in the Portland Police Bureau at this time and is very inefficient.

If consolidation is passed, it is recommended that the subcommittee continue to meet and set up the diagram of the organizational structure and flow chart. This would enable this subcommittee to fulfill all the objectives for which it is responsible.

# CHAPTER 13

## REPORT

of the

## PLANNING AND RESEARCH

## SUBCOMMITTEE

### SUBCOMMITTEE MEMBERSHIP

**CHAIRMAN**

William Richardson (Lieutenant),  
Planning and Research, PPB

**VICE CHAIRMAN**

James Weber (Sergeant), Planning, MCSO

**MEMBERS**

Waynette Chan (Patrolman Specialist),  
Planning and Research, PPB

John Koroloff (Deputy),  
Youth Services, MCSO

Thomas Potter (Sergeant),  
East Precinct, PPB

Steven Tillinghast (Lieutenant),  
Personnel and Training, MCSO

### SUBCOMMITTEE MEETING SCHEDULE

December 5, 1973	2:00 P.M.
January 15, 1974	2:00 P.M.
January 22, 1974	2:00 P.M.
January 29, 1974	2:00 P.M.
February 5, 1974	2:00 P.M.
March 26, 1974	2:00 P.M.
April 2, 1974	6:00 P.M.

## COVER LETTER

February 28, 1974

Louis Rinshart  
Chairman  
Integrated Services Committee  
City-County Police Consolidation Project

Sir:

The Planning and Research Subcommittee was presented with objectives by the Integrated Services Committee at an initial meeting on December 5, 1973. During the weeks that followed, the subcommittee held weekly meetings and expended approximately 100 man hours in achieving the parent committee objectives. Individual subcommittee members were assigned research tasks and produced drafts for subcommittee consideration. Many policy positions were subject to compromise and adjustment.

Attached is the completed project for forwarding once the appropriate approval is given by the Integrated Services Committee and Goals, Organization and Coordination Committee to the director of the city/county consolidation project.

May I take this opportunity to express my thanks for the wholehearted, professional cooperation extended to me by all of the members of the Planning and Research Subcommittee. Should city/county police consolidation become a reality, it will be through the spirit of cooperation we enjoyed on this subcommittee which will bring superb police service to the community.

Thank you.

Respectfully,

WILLIAM E. RICHARDSON  
Chairman  
Planning and Research Subcommittee

## SUBCOMMITTEE OBJECTIVES

1. The role and functions of planning and research must be developed.
2. An examination of the current activities of planning and research for each agency must be conducted.
3. Comparative analysis regarding the similarities and differences of each agency is required.
4. Alternative recommendations as to the physical merger, consolidation, and/or co-location of planning and research must be developed.
5. Implementation plans for alternative recommendations must be developed.

## SUBCOMMITTEE REPORT

MODEL PLANING AND RESEARCH UNIT

### CREDITS

The various planning concepts presented here are derived from several sources such as standard textbooks, writings of experts, current practices of police agencies and original contributions by individual subcommittee members. The model here represents a synthesis of ideas and techniques applicable to consolidated Portland metropolitan policing.

### INTRODUCTION TO THE PROPOSED MODEL PLANNING AND RESEARCH UNIT

Planning for a large police agency must be at once fluid and static in concept and practice. The need for fluidity is apparent when considering the role of the police agency as a service provider for the community. As the community undergoes change, the service givers must dispose themselves accordingly. Ideally, the service organizations within the community anticipate needs and apply timely and orderly adjustments within the agency to meet them.

Coherent, consistent planning is not a haphazard process left to chance. An organizational structure must exist to ensure that the agency planning resources and energies are utilized for optimum benefits. While all members of an organization in fact plan, it is done on diverse levels in numerous areas of activities; hence the importance of defining the types of planning and the designation of responsibilities for planning to individuals and units.

In sum, large police agency planning requires definition, impetus and direction which can only be supplied by organization and policy. The following proposal for a model planning and research unit for the consolidated Multnomah County Metropolitan Police Department attempts to provide the necessary elements alluded to and aims at maximum utility of planning talents through participation of all members of the organization.

### MISSION STATEMENT\*

The metropolitan police shall be responsible for the integration of the police function into the community. This shall be accomplished by protecting the rights of the individual and their property, preservation of the public peace and maintaining respect for the rule of law by equal and fair enforcement of all federal, state and local laws.

\*A hypothetical mission statement of the consolidated Multnomah County Metropolitan Police Department.

## OBJECTIVE 1

A SUGGESTED MODEL PLANNING AND RESEARCH UNIT  
OF THE CONSOLIDATED MULTNOMAH COUNTY METRO-  
POLITAN POLICE DEPARTMENT HEREINAFTER  
REFERRED TO AS M.P.D.

PLANNING RESPONSIBILITIES

- A. The planning and research element of a police agency has the responsibility to develop or assist in the development of the courses of action for the successful attainment of the police mission and such other duties as may be assigned by the chief administrator.
- B. Four types of planning are generally used in law enforcement:

1. Management planning is organization-wide in scope and is directed to the setting of police and determination of agency goals. Principal aspects of management policy are budgeting, personnel management and departmental organization.
2. Operational planning concerns district boundaries, shift assignments, patrol schedules and equipment maintenance.
3. Procedural planning concerns systematic written procedure covering instructions for reporting, dispatching, booking, control and maintenance of departmental property.
4. Tactical planning involves operational and procedural plans for dealing with crises and emergencies.

## C. Time Elements

1. Long-range planning involves the future of the agency in relations to the community for a period of years.

2. intermediate planning deals with the continuing and recurring problems of routine procedures and operations.
3. short-range planning involves mainly tactical situations.

ORGANIZATION AND RESPONSIBILITIES

- A. The planning and research unit will be commanded by a captain who is directly responsible to the chief administrator.
- B. The planning function will be a participatory process that includes the field officers and first line supervisors as well as command staff and civilians.
- C. Once the planning project has been identified, the following outline will be followed:
1. goals and objectives
  2. problems
  3. assumptions and definitions
  4. facts
  5. alternatives
  6. discussions
  7. recommendations
  8. evaluation  
(compile data of any project and the interpretation of results by members of the organization and/or outside consultants)
- D. The planning unit is responsible for:
1. completing assignments made by the chief administrator.
  2. assisting members who call upon the services of planning and research when they lack the time, data or expertise to fulfill their planning responsibilities. All requests for initiation of planning projects or planning support services may be made directly to the planning and research unit or through the agency chain of command.

3. initiating projects. The planning unit will initiate a plan when evidence comes to its attention that new policies or procedures would be desirable. Problems called to the attention of the chief administrator will normally be accompanied by recommended solutions.
4. researching, staffing and composing organizational orders and procedures.
5. forms design and control with close staffing.
6. compiling and publishing statistical reports.
7. maintaining files on reference materials.
8. answering and initiating correspondence and questionnaires relating to planning and research.
9. preparing staff studies and research projects.
10. assisting and coordinating federal grant preparation.

The above model, presented in outline form, has some elements and/or concepts which require further identification and warrant description.

Types of planning: The chief administrator of an organization is responsible for planning. The administrator, however, does not have time to apply to adequate planning and must allocate sufficient time and skilled personnel to a formal planning unit. The principal thrust of the planning unit will be the planning function. This implies that the planning unit will be involved in routine administrative tasks only to a minimal extent. Assignment of nonplanning tasks to a planning unit defeats the planning process.

In any police planning agency there is often a tendency to subvert the planning process and to utilize the resources of the unit as a catch all department for general assignments. Such utilization of a planning unit deteriorates the unit's effectiveness as a management function and alters the unit's function to that of an administrative jack-of-all-trades. Priorities must be set within the model planning unit and these priorities of function must be publicized to the management staff of the organization.

Due to limited resources, the model planning unit will be allowed to place in priority those assignments falling within the parameters of the planning types. For example, long range management planning would receive higher priority than short range procedural planning.

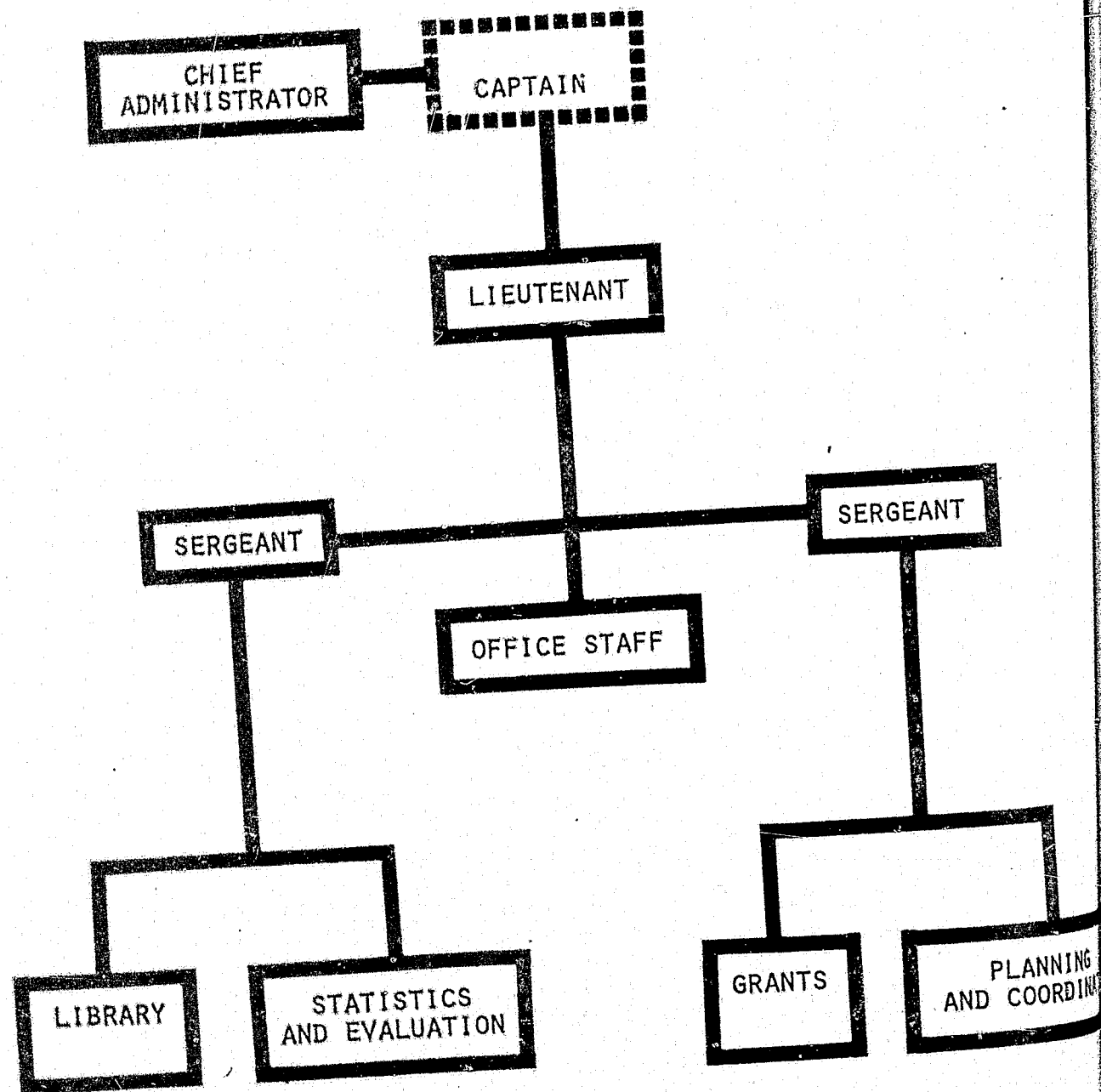
Recognizing that any priority scheme must be flexible enough to allow for changing conditions and shifting variables, a task completion formula should be applied to work assignments to further identify the amount of manpower and physical resources which will be expended to a project. The allocation of available resources will depend upon the following variables each of which can be "scored." The higher the aggregate "score" the higher the priority. Projects have several inherent characteristics that can be analyzed separately as variables and summarized. The planning and research unit will consider the following variables and assess priority in terms of the sum effect of the variables listed below:

- A. Directives from the chief administrator. In this case an assessment of the priority of this variable will be ascertained in the form of feed-back from the chief administrator. The commander of the planning and research unit and staff will require input as to: 1) the importance of the project, and 2) the time parameter expectations for task completion. (0-10 points)
- B. The project's relationship to the internal maintenance and well being of the police department. In other words, the importance of the project in relation to the total organization. (0-10 points)
- C. The project's relationship to the maintenance of public safety and order. The importance in terms of community service and community expectations. (0-10 points)

Task completion priority depends on the score derived from the above considerations. Projects will be sorted according to this method and their priority viz: ability to command manpower and physical resource inputs will depend on their "score" and numerical relationships to the other ongoing projects.

Organization and Responsibilities: The model planning and research unit will be a relatively small, expert group that is physically located close to the chief

PROPOSED MERGED METROPOLITAN POLICE DEPARTMENT  
 PLANNING AND RESEARCH UNIT  
 FEBRUARY 28, 1974



administrator. This small planning group would represent a nucleus of the organization's overall planning effort. When feasible, individuals of units particularly affected by a planning project will be selectively detached from their parent unit and assigned to the planning unit for the duration of the particular planning endeavor. Assignment of planning projects to individuals outside the planning unit will be authorized as well as other methods for optimum use of the organization's resources. It is almost gratuitous to note the benefits of participatory planning; the participation of operational units' members heightens the chances for successful implementation of the resulting plans, individual growth and career development of the participating member is enhanced, and there would be no need for a large, permanent planning staff. The participatory planning process will include field officers, first line supervisors as well as command staff and civilians.

OBJECTIVE 2

AN EXAMINATION OF THE CURRENT ACTIVITIES  
 OF PLANNING AND RESEARCH FOR EACH AGENCY

MULTNOMAH COUNTY DEPARTMENT OF PUBLIC SAFETY

The Multnomah County Public Safety Planning and Research Section, services division, is responsible for the supervision and preparation and yearly distribution of approximately 238 department directives. Commensurate with directives activity is the continual updating and revision of the department procedures manual and emergency manual. Procedures manual revisions require that the planning section personnel maintain close liaison activities with public safety units, outside police agencies and other governmental units.

The planning section serves as an administrative services arm for the services division and the director's administrative office. Information requests, student surveys and other inquiries requiring research and data compilation are referred to the planning and research section.

Internal procedural disruptions between department units are passed to the planning section for problem identification, mediation between parties and suggestions for resolution.

Interagency endeavors such as the Columbia Region Information Sharing System requires that planning personnel attend interagency committee meetings and that ad hoc planning be initiated to facilitate the interfacing of department activities with other entities of the local criminal justice system.

#### PORTLAND POLICE BUREAU

Current activities of the planning and research unit include:

Completing assignments made by the chief of police.

Compiling and publishing the bureau annual report.

Coordinating and distributing data processing reports.

Researching, writing and staffing bureau orders.

Compiling and publishing statistical reports.

Forms design and control.

Maintaining files on reference material and statistical information.

Answering and initiating correspondence and questionnaires regarding procedures and statistics.

Compiling and submitting monthly and annual Uniform Crime Reports.

Coordinating activity with the City/County Data Processing Authority.

Preparing, revising and distributing public relations material.

Assisting and coordinating federal grants preparation.

Replying to outside public agencies and private individuals who request information.

Conducting short term studies and projects for the civil service board, the city planning bureau and other private and public agencies.

Assisting unit supervisors in planning projects.

Note that there is no reference to initiating planning and maintaining the manual of procedures. Lack of time and personnel as well as numerous duties have largely prevented the division from engaging in these activities.

#### OBJECTIVE 3

#### COMPARATIVE ANALYSIS REGARDING THE SIMILARITIES AND DIFFERENCES OF EACH AGENCY

Neither the Multnomah County Department of Public Safety nor the Portland Police Bureau does much planning in the pure sense of the word. The Multnomah County Planning Section as described in the department procedure manual contains the germ of the ideal planning tool, i.e. coordination of projects assigned by the administrator and agency-wide use of personnel. In reality, the county planning unit operates as an administrative service function. Planning activities are operational and crisis oriented. The Portland Police Bureau Planning Division is assigned a multiplicity of tasks outside the planning function as well as bearing responsibility for initiating plans. Nonplanning tasks such as publishing the annual report and other public relations duties are examples of existing Portland Police Bureau Planning Division responsibilities.



Both units perform the following:

Complete general assignments assigned by the chief or sheriff.

Research, write and staff department orders.

Compile and publish statistical reports.

Design and control department forms.

Maintain reference files and statistical information.

Answer and initiate correspondence and questionnaires regarding procedures and statistics.

Maintain department procedures manuals.

Provide reply service for outside public agencies and private citizen information requests.

Assist unit supervisors in planning projects.

Conduct short term studies and projects for other public and private agencies.

OBJECTIVE 4

ALTERNATIVE RECOMMENDATIONS AS TO THE PHYSICAL MERGER, CONSOLIDATION AND/OR COLOCATION OF PLANNING AND RESEARCH

The Planning and Research Subcommittee has examined the role and functions of existing agencies, and has agreed to the basic function and activities of the merged, model unit. Planning and research is a basic administrative function and should be in close physical proximity to the chief administrator.

Because of the basic administrative function of planning and research, a physical merger or consolidation without

a total consolidation of the Portland Police Bureau and the Multnomah County Public Safety Department is not desirable or feasible.

Colocation for liaison of planning activities of the two agencies in a nonconsolidation situation might be beneficial if both planning and research units are physically near the administrative offices of their respective parent agency.

OBJECTIVE 5

IMPLEMENTATION PLANS FOR ALTERNATIVE RECOMMENDATIONS

Under existing tables of organization and equipment, physical merger would be accomplished with minimal difficulty. The smaller, county unit's office equipment consists of two desks, five filing cabinets, one folding table, two electric calculators, one electric typewriter and miscellaneous office paraphernalia. The small size of the county unit facilitates physical relocation within the municipal organization with relatively little inconvenience.

Location of the existing county unit is presently the renovated trustee quarters on the third floor of the police building, 222 S. W. Pine. The Police Bureau Planning and Research Division is presently located at Suite 500, Henry Building. Both the county and city units' quarters are designated as temporary and neither site is conducive to fulfillment of the police mission. It is imperative that the physical location of the new M.P.D. planning and research unit be in the police building proper either as a part of or adjacent to the chief's administrative office.

Such a relocation will facilitate the planning process by injecting planning into the mainstream of daily police operations and lessen the physical isolation which presently affects both units. Further, relocation on the first floor of the police building is in keeping with the tenet that the planning function is an administrative function and an extension of the police administrator's responsibility.

It is anticipated that on 16 December 1974, the actual physical merger of the two planning units could be complete. It is foreseeable that no space reallocation will have occurred and that the joint planning unit will be located in the Henry Building facility. A move to quarters in the police building should be accomplished no later than March 15, 1975.

Staffing of the police planning unit will be accomplished in the following manner:

- A. Transfer of one sheriff's sergeant, one sheriff's deputy and one sheriff's clerk typist to the police bureau unit no later than December 10, 1974.
- B. Utilization of the existing police bureau planning staff consisting of one police lieutenant, one police sergeant, one police officer specialist, two civilian operations analysts, one police records clerk II and one clerk typist.

Merger of the two existing units will result in a staff of ten personnel commanded by a police lieutenant. Two additional part-time personnel will be assigned through the existing sheriff's intern program or Portland State work-study program. Personnel assignment will be accomplished in a manner consistent with the model table of organization. It is expected that certain functions, e.g. the grants section will not be functional on December 16, 1974, due to the lack of a budgeted position and the unavailability of a civil service list of eligible candidates. Similarly, command of the planning unit by a police lieutenant will be considered temporary pending transfer or promotion of a captain to fill the command position. To insure implementation of the planning unit model and to prevent dysfunctional operation of the participatory planning process, all positions in the proposed table of organization must be budgeted and filled no later than September 1, 1975.

Priority must be given to the physical relocation of the planning and research unit from the Henry Building to the Police Building by 15 March 1975. Consideration shall be given to the space requirements of a departmental library as an appendage of the planning unit. Proper space allocation for library expansion, reading and research areas and file repositories is required.

ADDENDUM

(On Data Processing Authority (D.P.A.)/Columbia Region Information Sharing System (CRISS) Coordination Responsibility)

The role of the consolidated planning and research unit vis-a-vis CRISS/DPA liaison was discussed by the Integrated Services Committee meeting of April 4, 1974.

The salient points considered were:

1. Agreement that CRISS/DPA coordination/liaison with the consolidated agency was a single function that could not be logically separated.
2. The conclusion was reached that the consolidated agency unit, or its branch administrative commander, who has the duty of receipt, classification, and computer entry of operational report data, i.e., the records unit, be assigned the coordinating/liaison function. Included in the coordinating/liaison function is the receipt and distribution of DPA printouts.
3. The FBI Uniform Crime Report duties of submission of data to the Law Enforcement Data System pursuant to Oregon State Law would also be the responsibility of the consolidated records unit. The consolidated planning and research unit would merely represent one of many recipients of computer printouts of statistical material distributed by the records unit.

The Integrated Services Committee adopted the foregoing conclusions as clarification and amendments to the Planning and Research Subcommittee report.

**CONTINUED**

**3 OF 5**

CHAPTER 14

REPORT

of the

PROMOTIONAL  
POLICIES AND PROCEDURES

SUBCOMMITTEE

### SUBCOMMITTEE MEMBERSHIP

CHAIRMAN - Resigned

Robert Schwartz (Lieutenant),  
Personnel and Training, PPB

CHAIRMAN

Harvey McGowan (Researcher),  
Planning and Research, PPB

VICE CHAIRMAN

Kathleen Ferrell (Sergeant), Detectives, MCSO

MEMBERS

George Baucom (Sergeant), Executive Office, MCSO

Neil Davidson (Personnel Examiner),  
Portland Civil Service Board

Milton Davis (Associate Professor),  
Department of Psychology,  
Portland State University

Kenneth Gervais, Ph.D. (Consultant), Resigned

Tim Kane (Deputy), District Patrol, MCSO

Frank Smith (Detective), Detectives, PPB

### SUBCOMMITTEE MEETING SCHEDULE

January 2, 1974	2:00 P.M.
January 9, 1974	2:00 P.M.
January 16, 1974	1:30 P.M.
January 23, 1974	1:30 P.M.
February 5, 1974	5:30 P.M.
February 20, 1974	1:30 P.M.
February 27, 1974	6:00 P.M.
March 6, 1974	1:30 P.M.
March 13, 1974	1:30 P.M.

## SUBCOMMITTEE OBJECTIVES

1. A survey of promotional policies and procedures of comparable agencies and other relevant research must be conducted.
2. An examination of the current policies and procedures of each agency must be conducted with a description of each.
3. A comparative analysis of similarities and differences of the two agencies' promotional policies and procedures is required.
4. Alternative recommendations for alternative promotional policies and procedures for a consolidated agency must be developed.
5. Implementation plans for alternative recommendations must be developed.

## SUBCOMMITTEE REPORT

### INTRODUCTION

This report is the result of the individual and collective efforts of a group of people concerned about the future of the major resource of a consolidated agency: the personnel within that agency. As is true of most law enforcement agencies, over 90% of the monetary resources delegated to the consolidated agency will most likely be expended for direct personnel costs. A promotional system which attends to the development and retention of personnel resources can contribute immeasurably to the effectiveness of the consolidated agency. Conversely, a promotional system which stifles personal growth and ambition can render the agency ineffective and ultimately unresponsive to public service -- a monumental waste of public tax dollars.

The subcommittee has sought to determine what promotional policies and procedures would benefit both the individuals within the agency and the agency itself. Due to the lack of resources and time, this report does not address all problems and issues associated with promotion. However, it is believed that the report does contain valuable material for consideration whether consolidation takes place or not.

### I

#### A REVIEW OF POLICIES AND PROCEDURES IN OTHER AGENCIES

The subcommittee addressed twenty-five requests to other agencies throughout the nation for information regarding promotional structures and examination procedures and job classifications. Fourteen responses were received, thirteen of which provided sufficient information for inclusion in this report. These responses are summarized on the following pages. Los Angeles' Police Department and the Los Angeles County Sheriff's Department employ systems of such complexity and scope that particular attention is given to their respective systems.

With the exception of the two Los Angeles agencies, all the agencies possess quite similar systems to that of the Portland Police Bureau and Multnomah County Sheriff's Office. Unfortunately, the subcommittee gained little in the way of fresh, innovative ideas from these agencies dealing with promotional policies and procedures. Agencies

did differ, of course, in the amount of weight given to different promotional factors in the use of performance evaluation and eligibility requirements. The vast majority, however, have three to five promotional steps and basically, only one promotional path: patrolman to sergeant to lieutenant to captain.

City/Agency: Albuquerque, New Mexico

Sworn Classification Hierarchy

patrolman 2nd class  
patrolman 1st class  
sergeant  
lieutenant  
captain

Requirements for Promotion

sergeant - 2 years as patrolman 1st class  
lieutenant - 1 year as sergeant  
captain - 1 year as lieutenant

Promotional Weighting System

written examination - 70%  
oral examination - 10% (conducted by non-  
Albuquerque police command  
personnel)  
  
work skills evaluation 10%  
promotional potential  
evaluation - 10%

Features

Promotional potential evaluation completed by immediate supervisor, as is work skills evaluation; therefore 20% of score is determined by immediate supervisor.

City/Agency: Cincinnati, Ohio

Sworn Classification Hierarchy

patrolman, policewoman  
police specialist  
police sergeant  
police lieutenant  
police captain  
asst. police chief  
police chief

Requirements for Promotion

police specialist: 3 years as patrolman or  
patrolwoman  
police sergeant : 3 years in patrolman rank  
police lieutenant: 2 years in sergeant rank  
police captain : 2 years in lieutenant rank  
asst. police chief: 1 year in captain rank

Promotional Weighting System

Not available

Features

Police specialists serve in juvenile division, investigations and other divisions, similar to PPB classification.

Promotional merit rating is used, but weight applied to such cannot be determined.

City/Agency: Dallas, Texas

Sworn Classification Hierarchy

police officer  
sergeant  
lieutenant  
captain

Requirements for Promotion

sergeant- 3 years in Dallas P.D. including 2 years as police officer or policewoman.  
lieutenant - 1 year in Dallas P.D. as sergeant or lieutenant.  
captain - 1 year in Dallas P.D. as lieutenant.

Promotional Weighting System

"on the basis of merit and fitness demonstrated by examination or other appropriate evidence of competition and by records of merit, efficiency, character, conduct and seniority."  
Dallas Civil Service Code of Rules and Regulations, page 14.

Features

Time in rank requirements are quite minimal; also, much flexibility is given in the type of promotional examination process.





City/Agency: Indianapolis, Indiana

Sworn Classification Hierarchy

sergeant  
lieutenant  
captain  
major

Requirements

not specified

Promotional Weighting System

Specific percentages not stated. Interview score is determined by interview and performance evaluations and combined with written exam.

Features

Sergeant or lieutenant interview boards consist of three captains appointed by a merit board from a list of six submitted by the chief.

Captain or major interview boards consist of three majors appointed in the same manner.

City/Agency: Omaha, Nebraska

Sworn Classification Hierarchy

patrolman  
sergeant  
lieutenant  
captain

Requirements for Promotion

sergeant - unknown  
lieutenant - 6 years in police work, including 2 years as sergeant  
captain - unknown

Promotional Weighting System

sergeant - unknown  
lieutenant - written exam - 50 pts.  
perform. eval. 10 pts.  
oral exam. - 40 pts.  
seniority - 10 pts.  
college credit - 6.25 pts.  
captain - written exam - 40 pts.  
oral exam - 40 pts.  
seniority - 10 pts.  
perform. eval. - 20 pts.  
Scholastic credit - 6.25 pts.

Features

Use a very structured promotability evaluation with a specified number of points for a particular element of performance, e.g. reprimand within two years-1/2, 3 to 5 sick leaves immediately prior to immediately after day off-1/2.

City/Agency: Phoenix, Arizona

Sworn Classification Hierarchy

patrolman  
sergeant  
lieutenant  
captain

Requirements for Promotion

sergeant - 4 years as patrolman  
lieutenant - 2 years as sergeant  
captain - 2 years as lieutenant

Promotional Weighting System

written exam - 45%  
oral exam - 45%  
performance evaluation - 10% (average of two previous)  
seniority credits - 5% (5% of [70 pts. + 1/6 pt. for each month of service])

Features

One year probationary period.

Applicants may defer time in rank requirements for college credits earned.

sergeant - 3 hours college credit defers one month of time in service requirements  
lieutenant - 6 hours for each month deferred  
captain - 9 hours for each month deferred

City/Agency: St. Louis, Missouri

Sworn Classification Hierarchy

patrolman  
corporal  
sergeant  
lieutenant  
captain  
major  
lieutenant colonel  
assistant chief  
chief of police

Requirements for Promotion

Not specified

Promotional Weighting System

All promotions granted by a State Board of Police Commissioners which uses any information available (i.e., exam scores, evaluations, personnel files, education, etc.) in making its judgments, is not limited to any specific guidelines.

Features

Separate "promotability" ratings are used.

City/Agency: San Francisco, California

Sworn Classification Hierarchy

police officer  
assistant inspector  
inspector  
sergeant  
lieutenant  
captain

Requirements for Promotion

unknown for sergeant, lieutenant, captain  
assistant inspector - three years as sergeant or  
police officer  
inspector - two years as assistant inspector

Promotional Weighting System

unknown for sergeant, lieutenant, captain  
assistant inspector - written exam - 75%  
oral exam - 20%  
seniority - 5%

Features

Assistant inspector is a civil service classification; they are chosen by competitive examination.

Inspectors are appointed by chief of police from group of assistant inspectors who have served two years as such. After one year as an inspector, a person cannot be returned to assistant inspector unless guilty of certain violations.

City/Agency: Seattle, Washington

Sworn Classification Hierarchy

police officer  
detective assigned from police officer  
sergeant  
lieutenant  
captain

Requirements for Promotion

sergeant - three years as law enforcement officer, after one year may take exam for later eligibility  
lieutenant - two years as sergeant (others may take exam for later eligibility)  
captain - two years as lieutenant

For promotion to captain or lieutenant, two years of college may be substituted for one year of experience.

Promotional Weighting System

unknown

Features

Very similar to MCSO system. Note that persons can take lieutenant's and captain's exam without fulfilling requirements for promotion - are later considered eligible.

Los Angeles County Sheriff's Department  
Career Development Program

In early 1973, the Los Angeles Sheriff's Department completed a one year LEAA funded study of career development systems. In the early stages of the study, a questionnaire on career development programs was distributed to a large number of law enforcement agencies throughout the country.

The entire results of the study are contained in an LEAA Technical Assistance publication entitled "Career Development for Law Enforcement." What follows is a brief synopsis of the study. The reader is referred to the original publication if more complete information in a particular area of interest is desired.

The ultimate objective of career development is to achieve the most efficient and effective utilization of human resources possible. There are four major goals to be achieved in order to accomplish the program objectives:

- Identification of organizational needs - what jobs (tasks) are being performed and what are the demands of those jobs?
- Identification of individual officer attributes and interests - including the maintenance of an ongoing assessment of personnel resources.
- Compare - the assessment of the organization's needs with the assessment of available human resources.
- Determine appropriate developmental programs - suitable for reconciling organizational needs with the needs of its people.

The study identifies four components essential to a career development system:

Organization - organizational needs must be identified in terms of demands that are made on the department. To address this need, a position specifications catalog must be maintained which lists all position duties, qualifications, schedules, and demands.

Individuals - a system concurrent with the position specifications catalog (organizational information) is a system which provides information about personnel resources in the department - an automated personnel information system.

Linking System - the linking component essentially attempts to link organization needs with personnel resources by identifying those needs and working toward improving deficiencies, thus enabling better utilization of available personnel resources.

Development Programs - Development and training programs seek to satisfy the needs suggested by the system. It is essential that the organization is arranged in such a manner that the individual is permitted to apply what he has learned.

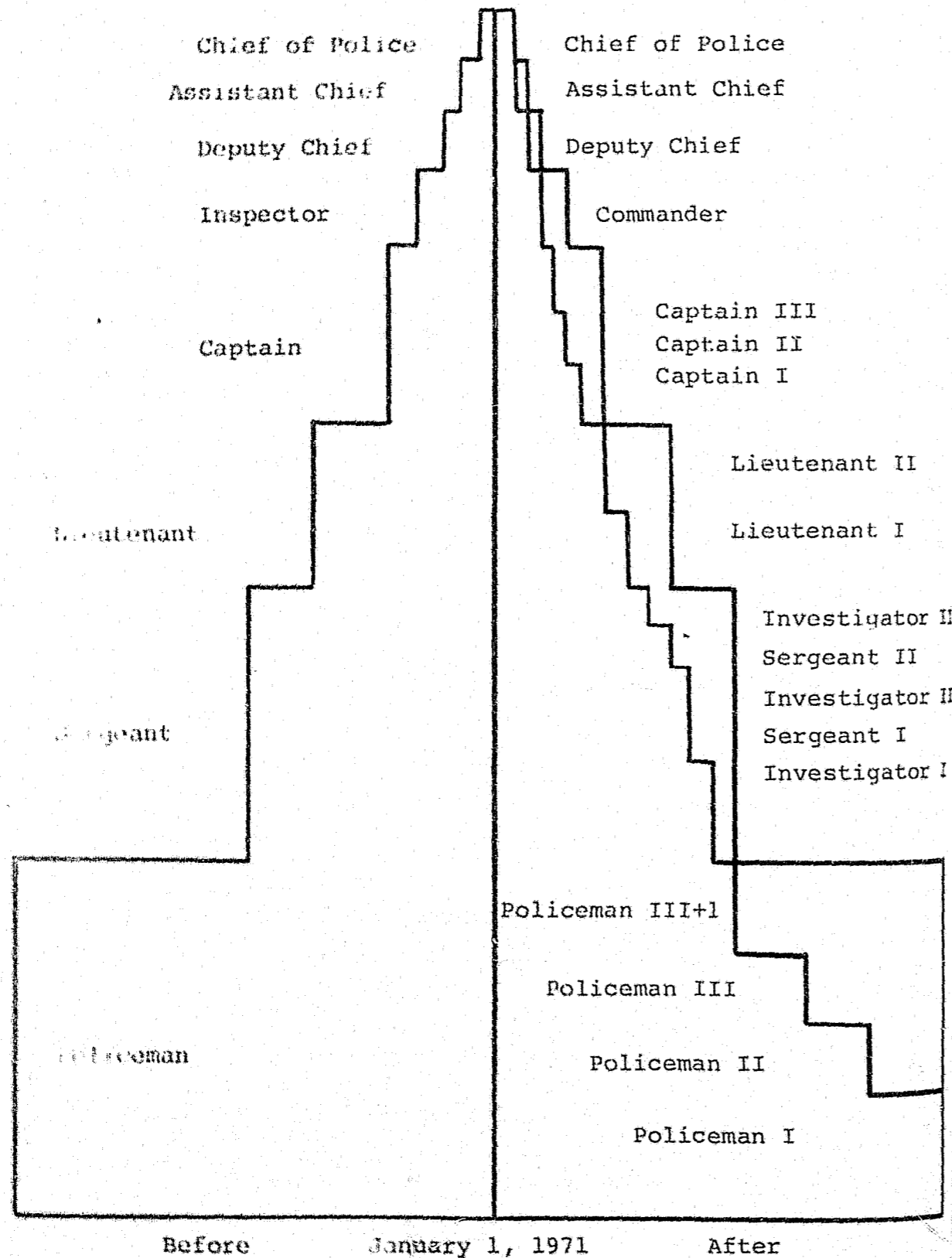
As of the publication of "Career Development for Law Enforcement," the Los Angeles Sheriff's Department had published the position specifications catalog describing the duties of and requirements for the 613 positions in their 5,000 man department, had completed plans for implementing an automated personnel information system, and had designed a career counseling program.

Since career development and promotional systems are so closely tied, it seemed appropriate to include this brief description of a progressive career development system. The subcommittee recommends that, whatever promotional system might be adopted by a consolidated agency, the basic tenets of the career development system described be implemented in a form tailored for the agency itself.

Los Angeles Police Department  
Career Police Plan

On January 1, 1971, the Los Angeles Police Department adopted a revised promotional system based upon what has been referred to as the "Jacobs Study." The chart on the following page illustrates the basic changes in classifications and within classification steps. The table on the next page gives the pay scales for each classification and step and is included only to illustrate the relative positions in the system according to the level of pay.

LAPD CAREER POLICE PLAN



Before January 1, 1971 After

LAPD OFFICERS PAY SCALE

July 1, 1973

<u>Class and Pay Grade</u>	<u>Monthly Range</u>
Policeman I	\$ 937.86 - 1165.80
Policeman II	1045.74 - 1230.18
Policeman III	1104.90 - 1298.04
Policewoman I	937.86 - 1165.80
Policewoman II	1045.74 - 1230.18
Policewoman III	1104.90 - 1298.04
Police Sergeant I	1371.12 - 1527.72
Police Sergeant II	1447.68 - 1612.98
Policewoman Sergeant I	1371.12 - 1527.72
Policewoman Sergeant II	1447.68 - 1612.98
Police Investigator I	1230.18 - 1447.68
Police Investigator II	1371.12 - 1527.72
Police Investigator III	1527.72 - 1703.46
Policewoman Investigator I	1230.18 - 1447.68
Policewoman Investigator II	1371.12 - 1527.72
Police Lieutenant I	1612.98 - 1799.16
Police Lieutenant II	1703.46 - 1900.08
Police Captain I	1900.08 - 2235.90
Police Captain II	2006.22 - 2361.18
Police Captain III	2117.58 - 2493.42
Police Commander	2361.18 - 2778.78
Police Deputy Chief I	2632.62 - 3269.46
Police Deputy Chief II	3097.20 - 3848.88
Chief of Police	3955.02 - 4913.76

MONTHLY LONGEVITY COMPENSATION FOR POLICEMEN

<u>Years of Service Completed</u>	<u>July 1, 1973</u>
10 years and less than 15 years	\$ 33.06
15 years and less than 20 years	67.86
20 years of service and over	104.40

In summary, the revised promotional system presents the opportunity for within-classification development and growth. Most classifications overlap in terms of salary with next higher classifications, thus enabling an individual to be paid commensurate with his or her skills and experience throughout his career without having to promote to the next higher general classification.

Details of the L.A.P.D. system can be obtained from Detective Frank Smith, Portland Police Bureau.

II

CURRENT PROMOTIONAL POLICIES AND PROCEDURES  
IN MCSO AND PPB

The Multnomah County Civil Service Commission and the Portland Civil Service Board are legally constituted governmental bodies charged with the responsibility for setting policy and administering the promotional systems in the two respective governments. This authority encompasses the setting of eligibility requirements, the scheduling and administration of promotional examinations, the promulgation and cancelling of eligibility registers, etc.

As Table A shows, the two promotional systems in underlying philosophy are remarkably similar. Differences exist only in the technical details.

Written Tests

Multnomah County - Objective test instruments are utilized at all promotional levels. The written portions of the examinations are consistently assigned a weight of 25 percent at all promotional levels. The written instruments are achievement rather than aptitude in nature. Origination of written instruments is local. Test construction is handled by the staff of the civil service commission.

City of Portland - Objective test instruments are utilized at all promotional levels. The written portions of the examinations are consistently assigned a weight of 50 percent at all promotional levels. The written instruments are achievement rather than aptitude in nature. Origination of all written instruments is local. Test construction is handled by the staff of Portland Civil Service Board.

Interview

Multnomah County interviews consistently receive a weight of 25 percent at all promotional levels. Interview panels are traditionally made up of three interviewers. The rating system is relatively unstructured.

TABLE A

ANALYSIS OF MULTNOMAH COUNTY AND CITY OF PORTLAND LAW ENFORCEMENT PROMOTIONAL EXAMINATIONS  
(Information extracted from the most recently published examination announcements)

Classification Title	Written Test Weight	Merit Rating Weight	Interview Weight	Seniority Weight	Eligibility Requirement
<u>MULTNOMAH COUNTY</u>					
Scientific Investigator	25%	50%	25%	-	2 yrs. as Deputy Sheriff <sup>1</sup>
Sergeant	25%	50%	25%	-	3 yrs. as Deputy Sheriff
Lieutenant	25%	50%	25%	-	3 yrs. as Sergeant
Captain	25%	50%	25%	-	All Lieutenants <sup>2</sup>
<u>CITY OF PORTLAND</u>					
Identification Officer	50%	-	40%	10%	3 yrs. as Police Officer
Detective	50%	-	40%	10%	3 yrs. as Police Officer
Sergeant	50%	-	30%	20%	3 yrs. as Police Officer
Lieutenant	50%	-	40%	10%	2 yrs. as Sergeant and/or Detective
Captain	50%	-	40%	10%	2 yrs. as Lieutenant

<sup>1</sup>Graduation from the Institute of Applied Science is required within the first twelve months as a Scientific Investigator.

<sup>2</sup>Lieutenants are not promoted to Captain until the probationary period as Lieutenant is successfully completed.

City of Portland interviews consistently receive a weight of 40 percent with the exception of sergeant which is 30 percent. Panels consist of three members. The rating system is relatively structured.

Seniority

Multnomah County seniority is not a weighted part of the examination.

City of Portland assigns 10 percent weight to seniority at each promotional level with the exception of sergeant which is 20 percent. The present city charter requires that some weight be assigned to seniority on all promotional examinations.

Merit Rating

Multnomah County gives 50 percent of the weight in each promotional examination to merit ratings. This is required by ordinance.

City of Portland gives no weight to merit ratings. However, the possibility of doing so is not specifically ruled out.

Combining Scores of Examination Components

Multnomah County merit rating and written scores are combined with the merit rating receiving twice the weight of written tests. Prescribed numbers of candidates are taken from the top of combined score distribution for the interview phase of the examination. A pass/fail feature is not present in the interview scoring system. Following the interview, all scores are combined according to the designated weights.

City of Portland prescribes a number of candidates from the top of the written test score distribution who are invited to complete the interview phase of the examination. A pass/fail feature is present in the interview phase of the examination. The written test score, interview score and seniority score are combined for all candidates successfully completing the interview in the last phase.

Eligibility

Multnomah County requires three years of service at the



junior rank at all levels with the exception of scientific investigator, which is two years. Essentially, one year of service is required at the lieutenant level for captain but any lieutenant may take the captain examination when it is offered.

City of Portland requires three years of service for identification officer, police detective and police sergeant. Two years of service at the level immediately junior are required for lieutenant and captain.

#### Scheduling of Examinations

Multnomah County eligibility registers are usually good for a period of three years. Examinations for all levels are usually given at about the same time.

City of Portland eligibility registers are good for a period of two calendar years. Examination administration is staggered so that one promotional examination is given every six months.

### III

#### COMPARATIVE ANALYSIS OF SIMILARITIES AND DIFFERENCES IN PROMOTION SYSTEMS OF MCSO AND PPB

#### Written Tests

Both governments promulgate reading lists for the law enforcement examination. The City of Portland lists are published separately from the examination announcement material and are posted continuously. Multnomah County prints the list on the official examination announcement which may precede the written test by three to four weeks. The reading lists have some references in common (Municipal Police Administration, O. W. Wilson Police Planning), but differences do exist. (See reading list on Multnomah County sergeant's announcement 1974 and City of Portland police sergeant's reading list.)

The written test instruments are similar, but the City of Portland seems to place more emphasis on technical information perhaps as a result of larger, more technical reading lists.

In a sense, passing points are not set on the written test results by either agency. A designated number of officers are invited to proceed on to the interview stage of the examination. In the case of the City of Portland this determination is based strictly on the score distribution on the written test. In the case of Multnomah County the determination is based on a composite score distribution made up on the written score and performance rating score with the rating having twice the influence in establishing position on the distribution than the written test results.

The policy on how many people will interview is perhaps the most significant difference between the two systems. Until quite recently, the policy of Multnomah County was to invite all candidates to interview. Very recently, the trend in Multnomah County has been toward restriction on the number of candidates invited to advance to the interview stage of the examination. The different size of the two law enforcement agencies with the resulting difference in the number of candidates participating in the examinations makes an "everyone who signs up for the exam gets on the list" procedure infeasible. The City of Portland tends to invite enough candidates to interview to provide a list just long enough to last for the planned life of the list. In the promotion examinations under a consolidated government it is reasonable to expect that severe restriction on the number of people to interview will have to be the policy. At first level promotions as many as two hundred candidates may compete. Obviously, it is impossible to interview everyone.

#### Interview

The interview phase of the examination is quite similar in the two agencies. On a structured vs. unstructured continuum the City of Portland seems to be relatively closer to the structured end. A major difference between the two procedures is that the City of Portland incorporates a pass/fail factor into the process. In other words, a few candidates may not be successful in getting on the list due to poor interview performance no matter how well they did on the written test portion of the examination.

The procedure used in combining the interview score with the other parts of the examination is quite similar.

Basic Difference

The various parts of Multnomah County's examination are relatively much easier than the City of Portland's examination in the sense that candidates are grouped at the upper end of the range of the supervisor's rating scale, written test potential range, and interview potential range. The new result is that difference in overall scores are quite minute and slight differences in score on any one part of the examination can make a considerable difference in position on list.

There seems to be so much restriction on the available range that the interview is in fact the major determinant of who is promoted in Multnomah County. In the case of City of Portland the various parts of a promotional examination seem to be more difficult in that greater available range is used and the raw score points between candidates seem to be greater. Point difference between candidates on the eligibility register seem to be relatively large.

FROM: Portland Civil Service Board

TO: All law enforcement personnel eligible for the 1974 Sergeant examination

SUBJECT: Reading list:

1. Police Labor Agreement, P.P.A., July 1, 1973 to July 1, 1975.
2. 1973 Annual Report (if available by May 1, 1974).
3. Current Police Bureau Training Publications.
4. Police Bureau General Orders, May 1, 1973 to May 1, 1974.
5. Fundamentals of Criminal Investigation, O'Hara, Chapters 1, 4, 7, 44, 45, 46.
6. Traffic Accident Investigators Manual, Baker.
7. Police Patrol, Holcomb.
8. Municipal Police Administration, 6th edition, I.C.M.A.
9. Police Administration, 2nd edition, O.W. Wilson.
10. Elements of Police Supervision, Melnico and Mennig.
11. Supervision of Police Personnel, H.F. Iannone.

## IV

SUMMARY OF MINOR AND MAJOR ISSUES IN CONSOLIDATION  
OF THE PRESENT PROMOTIONAL SYSTEMS

Summarized below are the problems identified by the subcommittee and addressed in the final recommendations. Since the differences in the present promotional systems have been presented in a previous section, they will not be reiterated here.

## A. Minor Problems

1. Differences in eligibility requirements
2. Scheduling of examinations
3. Weight given to the oral and written exams, and any other graded promotability criteria.

Since there are no vast differences in these areas between city and county, settling these problems should not present great difficulty.

## B. Major Problems

1. Promotability criteria - seniority versus merit rating.
2. Multnomah County's one test for detective and sergeant in contrast with Portland Police Bureau's separate tests for detectives and sergeants.

The two above listed problem areas were thought to pose the major difficulty in combining the city and county promotional systems. The problem of seniority versus merit rating might be best solved by devising a new system of promotability ratings.

The biggest problem in the detective-sergeant question was identified as to how to classify the present sergeants and detectives in the city and county.

## V

## RESULTS OF SUBCOMMITTEE QUESTIONNAIRE

The Promotion Policies and Procedures Subcommittee made various efforts to obtain input from members of the Portland Police Bureau and the Multnomah County Sheriff's office. First, the subcommittee itself was composed of representatives from each department. Subcommittee membership represented a range of ranks and grade levels. Second, two special meetings were scheduled and employees notified that these meetings would be held. Unfortunately, only two people appeared for these meetings. Therefore, a third approach -- an employee questionnaire -- was circulated. This portion of the report will summarize the questionnaire results.

The sworn officer roster for each department was used to select those individuals who were asked to respond. A random method, choosing every fourth name on the list, was used. Thus, each sworn officer had an equal likelihood of being selected. Two hundred forty questionnaires were distributed. One hundred and four questionnaires were returned. Thus, the return rate was about 43 percent. There is no definite method to determine if this is a representative sample or not. We will assume that these 104 responses are representative of the opinions of all sworn officers.

The first question was: "How satisfied are you, in a general sense, with the promotional systems employed in your agency now? (Check below)

- Very much satisfied
- Somewhat satisfied
- Do not feel one way or the other
- Somewhat dissatisfied
- Very much dissatisfied."

The first response was weighted as 1, the next one was weighted two, and so on down to a weight of 5 for the last response, very much dissatisfied. The mean was 3.29. This suggests that the number of people satisfied with the present system is balanced with the number of people dissatisfied. In short, the total group shows no strong tendency in either direction.

Satisfaction with particular elements in the present promotional system

The average rating for each element has been listed below. There were three elements which tended to receive satisfied ratings. These were:

<u>Average</u>	<u>Element</u>
2.18	frequency of examinations
2.58	eligibility requirements
2.68	item challenge procedures

The elements that were rated neutral (positive values about balance the negative ones) were:

<u>Average</u>	<u>Element</u>
2.76	content of written examinations
2.89	group interview procedure
3.25	relevancy of reading lists

Two elements received more indications of dissatisfaction than indications of satisfaction. These were:

<u>Average</u>	<u>Element</u>
3.48	promotional weighting system
4.09	method of merit rating (if applicable)

Weighting system for promotions

The officers were asked this question: If you could devise a weighting system for promotions, which percentage weight would you apply to the following factors? (should equal 100 percent). There are two indications of the relative importance of eight items listed. First, the average weight for each person assigning any percentage to that item is listed. Second, the percentage of people who thought the item should be considered has been provided.

<u>Average</u>	<u>Percent who would use this item</u>	<u>Item</u>
41.2	98	written examination
22.4	89	interview, group
10.7	72	seniority
14.3	67	merit ratings (average for past 5 years)

<u>Average</u>	<u>Percent who would use this item</u>	<u>Item</u>
14.7	54	specialty devised "promotability" rating by superiors
9.4	44	education past 2 years college
8.9	50	special training for particular position
13.2	36	specialty devised "promotability" rating by peers

Other promotion system possibilities

Officers were asked, "Do you think there should be a separate detective classification?" There was a high degree of agreement on this item. Eighty percent of the total group answered yes. Twenty-five of the thirty respondents from Multnomah County answered yes, three answered no, and two did not answer this question. Thus, 25 out of 28 who responded, 89 percent agreed with the idea of a separate detective classification. Among the Portland police officers, fifty-five answered yes, eighteen answered no, and one person did not indicate a choice. The percentage of yes responses for Portland was 75 percent, 55 from the total of 73 indicating a response.

One option was seen as being desirable. This was the following item:

<u>Average</u>	<u>Element</u>
2.08	have within-classification grades (i.e., police officer I, II, III, and IV, sergeant I, II, III, etc.) Highest pay rate within a classification could be higher than the lowest pay rate of the next highest classification.

The following items were rated essentially neutral. That is, the desirable and the undesirable responses were about equal.

<u>Average</u>	<u>Element</u>
2.64	create separate career "paths"

<u>Average</u>	<u>Element</u>
2.78	for patrol, investigative, and administrative personnel, with separate promotional exams and promotional systems. keep sergeant and detective as two separate, but essentially equal classifications, and use some simple method of appointing present MCSO personnel who perform detective duties as detectives.
2.81	eliminate seniority past 5 years in a position as a promotional consideration.
2.84	make two separate classifications for sergeant - supervisory sergeant (patrol) and technical sergeant (I.D., detectives, etc.).
2.93	use a special "promotability" rating by supervisors in the promotional rating system.
2.94	have two separate exams for each position - one a qualifying exam that could be taken any time, the other a "ranking exam" which could be scheduled on a regular basis.

The following two items were rated as being more in the undesirable direction:

<u>Average</u>	<u>Element</u>
3.41	keep sergeant and detective classifications, but downgrade detective classification. (Present detectives not affected, but any new detectives would receive less pay.)
4.14	eliminate civil service classification of detective in PPB and assign all present PPB detectives as sergeants.

Summary

Questionnaire responses from 104 police officers from the Portland Police Bureau and Multnomah County Sheriff's office have been summarized. This was about a 43 percent return of the 240 randomly chosen police officers who received the questionnaire in early March, 1974. A separate analysis was not made between the two agencies. However, they did not appear to be very different. Seventy-four officers from PPB and 30 officers from Multnomah County responded.

In general, these officers are asking for "status quo" with the promotion system and procedures. Although they express dissatisfaction with the present merit rating approach, two-thirds of the group believed that merit ratings (average for past 5 years) should be included. Only about one-third of them wanted any "promotability" rating by peers. Written examinations, group interviews, and seniority are all factors they wish to retain in promotion matters.

Specially devised "promotability" ratings by supervisors, education past two years, and special training for particular position received mixed reactions. Approximately one-half of the officers indicated that these items should be used.

A second general finding is that there is a strong feeling in both agencies that the detective-sergeant classifications be kept separate as evidenced by the high percentage responding as such (75 percent PPB, 89 percent MCSO). Apparently, county personnel who have had experience with a combined classification view it less favorably than the city personnel who have not.

A third general finding is that there appears to be support for within classification grade levels for sworn personnel, a situation which exists on a limited basis within MCSO but not PPB.

Finally, there is evidence of some support for separate career ladders for sworn personnel. Although this support is not overwhelming, such a system would probably be accepted if it were more fully explained.

VI  
FINAL RECOMMENDATIONS  
INTRODUCTION

Our final recommendation consists of three sections. The first section proposes a much expanded career development system comprised of parallel career ladders. This, we feel, would be a greatly superior system which (due to mutual advantages to both the officers and the department) the consolidated agency should attempt to implement as soon as possible and practical.

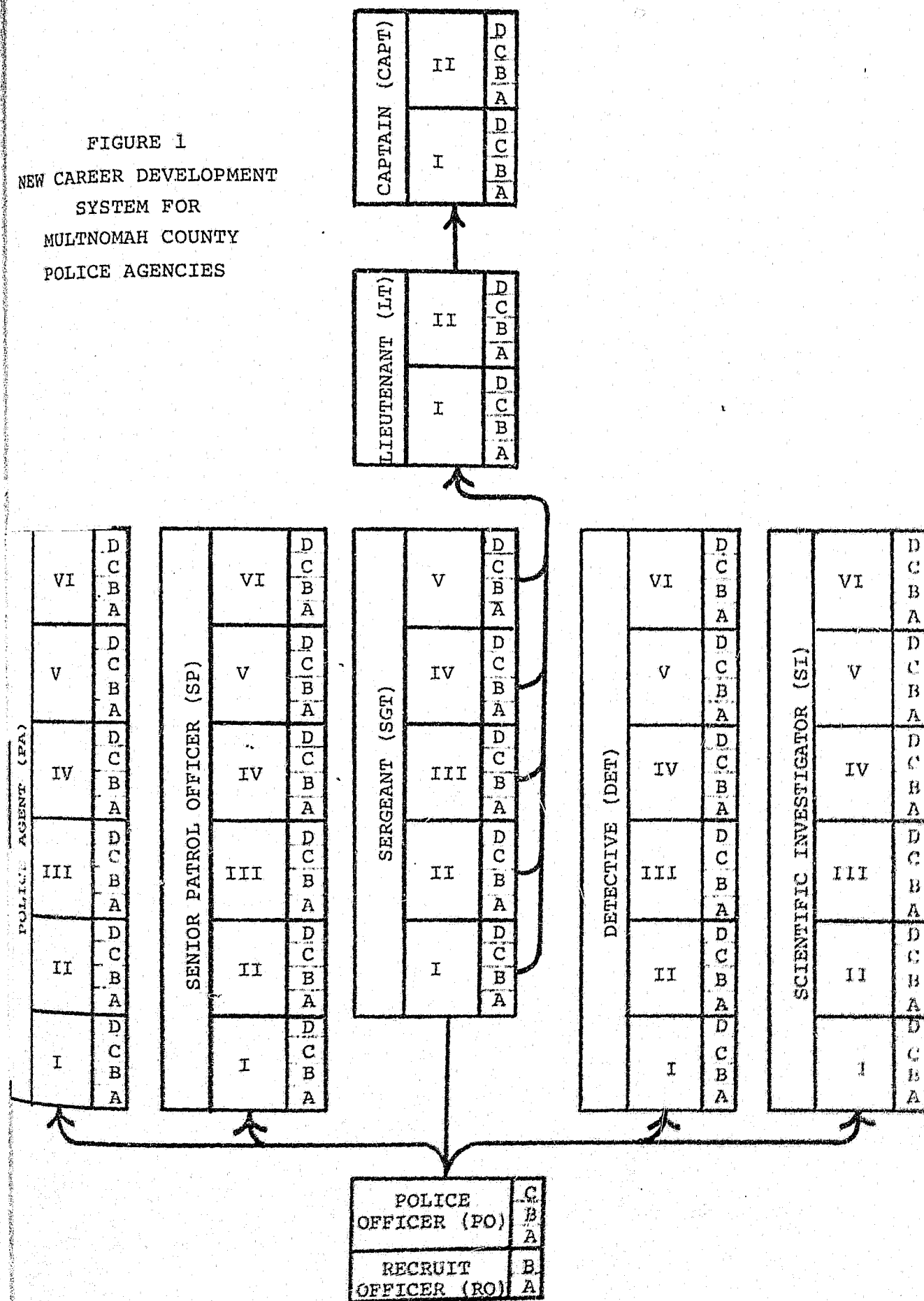
The second section illustrates our recommendation for an interim system for immediate implementation in the event of consolidation or merger. And the final portion presents some provisions which would apply to both systems outlined.

A. The "Ideal System"

After much input, discussion and debate, there seemed to be certain underlying principles which were common to the views presented. We believe this system (see Figure 1) supports the principles:

1. To recognize the need for and value of expertise in areas of police service beyond those traditionally remunerated in (specifically supervision and investigation) and to reward the development, maintenance and application of these skills, especially patrol techniques and criminalistics.
2. To provide greater career potential and incentive for a greater number of officers in terms of status and salary.
3. To provide a system under which an individual officer would or could develop a broad range of professional skills and gain broad professional experience.
4. To provide the newly consolidated agency with a personnel system which would develop and maintain a broad range of professional skills within agency personnel and which would provide incentives such that valuable personnel would be retained and used most effectively.

FIGURE 1  
NEW CAREER DEVELOPMENT  
SYSTEM FOR  
MULTNOMAH COUNTY  
POLICE AGENCIES



The system illustrated, in our opinion, accomplishes these goals by providing multiple parallel career ladders up and across which the officer can move, gain expertise, and be rewarded in status and pay for his skills.

A police officer would have a choice as to which ladders he would attempt to pursue. At different times, depending on experience, education and other factors, the officer would be eligible for the examination for any one of the five ranks illustrated in figures 1 and 2.

The Ranks:

Under the system illustrated in figure 1, there are five parallel career "ladders" at the secondary level: sergeant, detective, scientific investigator, senior patrol officer, and police agent. Sergeant and detectives would perform their traditional respective functions of supervision and investigation.

The scientific investigator would perform the various crime scene, identification and criminalistics functions now performed by those holding this classification with MCSO and that of identification officer in PPB.

The senior patrol officer would be the embodiment and extension of the senior patrolman grade now found at MCSO. However, the upward extension shall be accompanied by increased duties and responsibility. Those officers holding this rank would be assistant patrol supervisors (i.e., perhaps one roving resource/wild car per every four quadrant districts), coaches, wild car, felony car or task force personnel, and similar patrol and patrol related duties.

The last rank at this level -- police agent -- is the most difficult to define, as it presently exists in neither agency. However, such a position has been broadly discussed in the literature, was recommended as a direction toward which to strive in the President's Task Force Report on the Police, and has been implemented in several locales, most notably Lakewood, California. The police agent is a generalist, combining the functions of a patrol officer and an investigator. He would perform essentially a patrol type function, but would be most flexible as to plain clothes/uniform or marked/unmarked unit, etc. based on immediate need. For example, an agent might work uniform saturation patrol of a high burglary area on one night followed by undercover armed robbery surveillance the next. An agent would not generally have the patrol

FIGURE 2: BASIC PROMOTIONAL ELIGIBILITY REQUIREMENTS

RANK	CURRENT RANK*	EXPERI- ENCE**	EDUCA- TION***	EXAMI- NATION	OTHER
DET.	PO, PA, SI, SP, SGT. (Note 1)	5 years	60	DET.	
		3 years	120	DET.	
P.A.	PO, DET SI, SP, SGT. (Note 1)	4 years	60	DET.	
		2 years	120	DET.	
S.I.	PO, DET, PA, SP, SGT. (Note 1)	2 years	60	SI	Institute of applied science course within one year of appointment
S.P.	PO, DET, PA, SI, SGT. (Note 1)	3 years	60	SGT (Pass Only)	
		5 years		none	
SGT.	PO, PA, SI, SP, DET. (Note 1)	6 years	60	SGT	B.P.S.T. supervisory course within one year of appointment
		4 1/2 yrs	90		
		3 years	120		
LT.	SGT. (Note 2)	10 years	90	LT.	B.P.S.T. middle-management course within one year of appointment
		8 years	120		
		6 years	135		
CAPT.	LT. (Note 2)	10 years	120	CAPT.	B.P.S.T. administration course within one year of appointment
		8 years	150		

\*CURRENT RANK: (at the time of the examination)

Note 1 -- Officer need not be off probation within his current rank to take the exam, but he must hold permanent rank of PO or above to be promoted.

Note 2 -- Officer need not be off probation within his current rank to take the exam, but he must be off probation to be promoted.

\*\*EXPERIENCE: includes sworn police experience with other police agencies.

\*\*\*EDUCATION: semester college units (1 quarter unit = 2/3 semester unit)

responsibility of taking routine reports and calls, but would respond to "hot" and "cover" calls and those lending themselves to immediate follow-up investigation but not requiring detectives to be called out. Such immediate follow-up would be handled by the agent since he would not have the competition of basic "beat" responsibilities for his time. Agents would also be assigned to other "specialist" functions, especially vice, narcotics, intelligence, juveniles, etc.

#### Grade within rank:

Within each rank exists a number of grades which are designated by Roman numerals in figure 1. Each of these grades shall have specific requirements in terms of experience, education, etc. It might also be decided to use some form of examination to determine grade promotion. Each grade would have a pay range starting approximately 5 percent above the highest step in the next lower grade. For fiscal reasons, however, it would seem to be necessary to have a specific number of allotted positions within any one grade to establish a budgetary ceiling.

Also, within each grade are a number of pay "steps" (designated by capital letters) which are essentially the annual pay increases now found in both departments. Another option which was discussed was the maintenance of the steps with the lower grades (say I-III) and thereafter to establish a set cash figure of percentage-over-lower-grade increase.

#### Other general features:

The other features of this system should be discussed. First, it should be noted that under this system only those holding the rank of sergeant are eligible for promotion to lieutenant and above. But the second feature bears significantly on this provision allowing for horizontal movement between ranks upon successful examination. This allows an officer to increase the breadth of his expertise and experience without losing salary benefits of his already accrued. For example, a senior police officer III might decide that he would like to become a police agent. He would, therefore, participate in the P.A. exam process and thus potentially gain a position on the agent list. Should his position be high enough to make him eligible for an opening, he would thus be appointed as a police agent III, that is, move horizontally between ladders.

Thus, should an individual decide he wishes to advance into administrative levels, but he had previously chosen a career path other than sergeant, he would merely have to take and pass the sergeant's exam, be appointed to that rank, and then would be eligible for the lieutenant's exam, assuming he met the other established criteria.

#### Entry promotional requirements:

The precise promotional requirements for any of the career ladders would be established at a later time. However, the following recommendations are urged upon those charged with that task.

Examinations should not include provisions for point benefits based solely on seniority per se. The system should reward skill, not merely time. Nor should performance evaluations (sic, merit ratings) be used as a criteria unless a truly objective instrument, i.e., totally free from personalities, be developed. At the very least, if merit ratings are used, they should be weighted minimally to obviate the personality effect.\*

Another feature which seemingly has a strong positive effect on the development of a promotional system designed to place the best personnel in a particular position or rank would be a "self destruct" provision under which each list would automatically expire after a set number, say 10, had been promoted off it. A new exam sequence would then take place and a new list be established.

Current rank. Again, to allow the greatest potential for promoting the best personnel, all persons who meet the other requirements should be allowed to take the promotional exam. However, only those off probation within the lower rank would be eligible for promotion. That is, for example, should a probationary sergeant place well on the lieutenant's list, he would retain his position on that list but would not be promotable until he was off probation as a sergeant. Such a system

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\*Chairman's note: Some characteristics necessary for performance in a supervisory position can only be judged subjectively (i.e., leadership) because they are subjective in their effect and must be "perceived" by other individuals both in their actual application and in their assessment.



would also tend to equalize any advantages gained by those who have taken a particular exam several times without having been promoted.

Experience. Again, for the most beneficial and effective use of personnel, experience should include all equivalent sworn police experience, no matter where gained, including that gained with other police agencies.

Education. In line with general goals toward police professionalization, it seems virtually mandatory to place stricter educational requirements on promotional positions. Within this context then, we would strongly recommend the adoption of a minimum standard of 60 semester college units (A.A./A.S.) for all ranks above police officer and a minimum standard of 120 units (B.A./B.S.) above the rank of sergeant, effective after a specified time period following consolidation.

Promotional requirements for advanced grades:

These requirements are fairly self explanatory in figure 3. However, at least two comments should be made. First, regarding training hours: these would necessarily be waivable if such training was not made available to the individual officer. However, ongoing regular training is requisite to a progressive and professional police agency and its personnel. To accomplish the levels of training suggested in figure 3, it would simply require the extension of MCSO's "Training Day" program or PPB's "Tuesday Plan" to all divisions and sections. Further, many resources exist in universities, professional groups, federal and other police agencies for the establishment of an ongoing series of local law enforcement seminars and schools which would further enhance this training potential and greatly expand the benefits.

The second consideration is in the area of minimum education requirements. To provide a transitional allowance in this area, so as not to make totally ineligible the officers hired prior to the move toward degreed law enforcement personnel, a "grandfather clause" might be established under which college unit requirements above 60 units might be waived if all other requirements were met and perhaps subject to completing other specific coursework or other requirements.

FIGURE 3: IN-RANK PROMOTIONAL REQUIREMENTS

FOR EXAMPLE ONLY	SENIOR PATROL OFFICER							
	SP-II			SP-III		SP-IV	SP-V	SP-VI
MINIMUM EDUCATION *	60	90	120	90	120	120	135	150
EXPERIENCE (in years) **	4	3	2	3	2	2	2	2
STATE CERTIFICATION	INTERMED.			INTERMED.		ADV.	ADV.	ADV.
TRAINING HOURS ***	400	300	200	+150		+150	+150	+150
OTHER								

\*MINIMUM EDUCATION: in Semester College units (1 quarter unit = 2/3 semester unit )

\*\*EXPERIENCE: in next lower grade or a position horizontal on the promotional chart or the equivalent. Includes experience with outside police agencies.

\*\*\*TRAINING HOURS: police training, in class hours, including in-service training. Must be documented. For grades III through VI, totals are computed on the basis of additional hours over those hours required for the next lower grade. Training hour requirements should be waivable if training not made available by the agency.

## B. The Interim System

A promotional system is required to be operational on day one of the consolidation. And while the system recommended above is a goal for which to immediately strive, it is most unlikely that such a breadth of change could be implemented in so short of a time. Thus, we propose the following as an interim system.

First, it should be noted that the basic principles underlying this system are considerably different from those above. Those above are long range; these are immediate. Fundamental to this system are two criteria: ease of formation and minimum disruption. This system, we feel, accomplishes both of these ends.

As to ease of formation, the primary obstacle is the sergeant/detective dichotomy. To separate the sergeants in MCSO into these separate categories would create great problems as to whom would hold which rank. And as there exists a legitimate question as to the flexibility of assignment being a protected right under the consolidation enabling statutes, we believe this to be the most workable immediate alternative. The disruption aspect seems also best handled under such a system. Most would either stay as they are or receive promotional benefits in terms of rank/status or salary.

Further, such an integrated rank structure would allow for the greatest possible flexibility for the newly formed agency in terms of personnel and assignments. This flexibility seems a highly desirable, if not requisite, characteristic for the embryonic department.

It should be noted that no equitable or accurate method exists to combine promotional lists from MCSO and PPB. The contrived existence of two separate promotional lists for each classification after consolidation is simply not acceptable. Therefore, the only alternative is to abolish all promotional lists upon consolidation. It would then be the responsibility of the consolidated civil service or personnel office to develop new examinations and administer those examinations as soon as possible after consolidation. The priority of position examinations would be based on actual need. For example, it is probable that there will exist an immediate need for sergeants in the consolidated agency, while the need for lieutenants will not become pressing for a considerable amount of time after consolidation.

The differences from present systems:

This immediate-implementation system illustrates the promotional system most easily formed through the merger of the two major existing systems and, we believe, it incorporates most of the best features of both. All personnel affected in both agencies would generally remain as they are presently or receive promotional benefits.

The most radical change is the merger of the PPB detective and sergeant positions into a single position of sergeant, as is presently the case in MCSO. It seems that this would create the least disturbance of the relative status that accrues to rank, especially in view of the favorable response to this alternative reported among PPB detectives. And, we believe more importantly, the unification of these ranks would allow a greater administrative flexibility, a critical element in a newly formed agency such as consolidation would create. It should be noted that the unification of ranks is only to ease merger and is not recommended for long-range implementation.

The second area of change is in the rank of scientific investigator. This is a highly specialized area of police service deserving of pay commensurate with the requisite skills. Such remuneration should be at the same level as sergeant, as is the case now with PPB. As very few members are affected, this salary raise would be easy and inexpensive to accomplish.

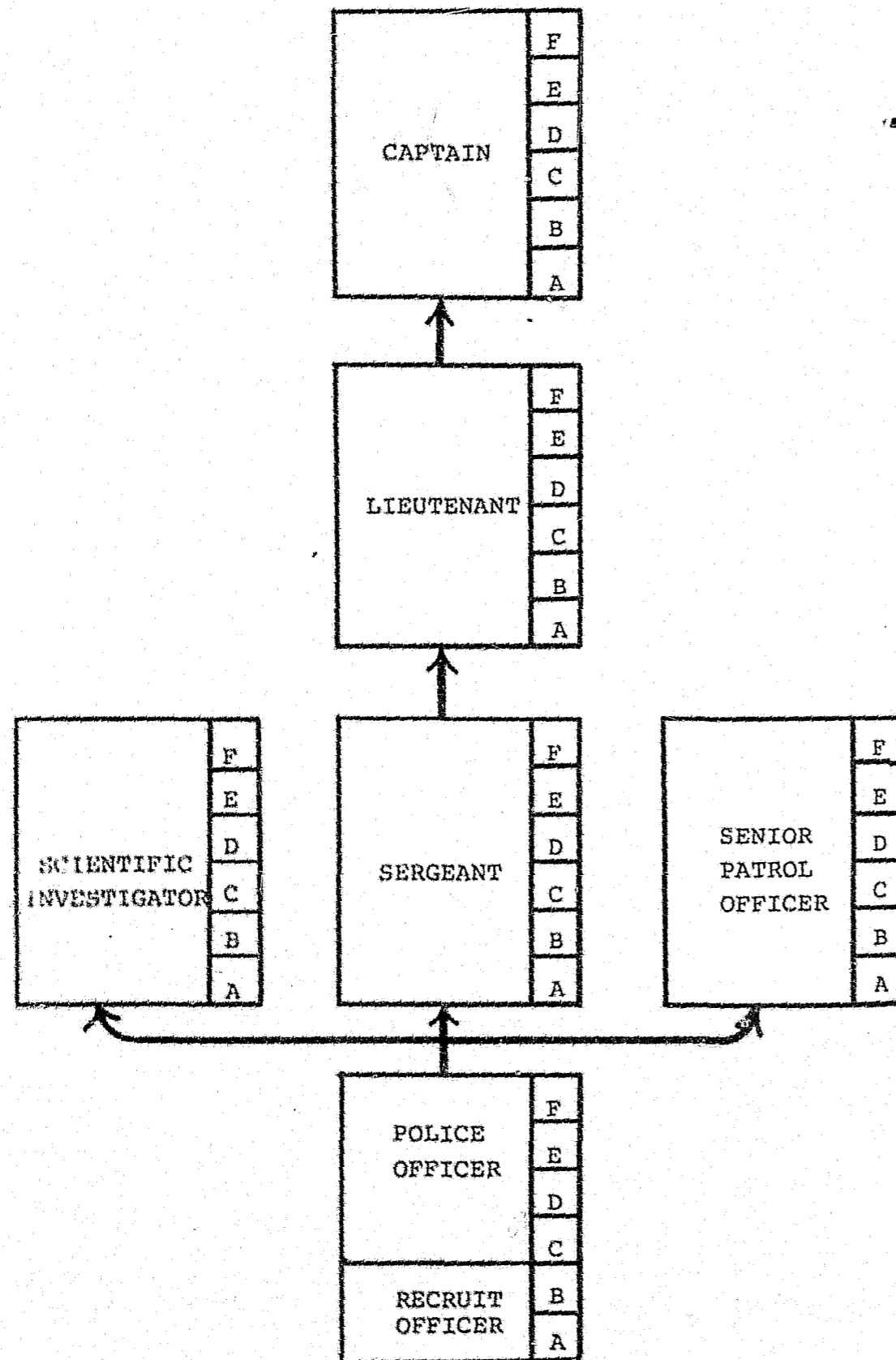
The senior patrol officer position is simply the incorporation of advanced patrol officer grades as are presently found within the MCSO system and slightly extended on the lower steps to fill a gap in that range. We believe this to be both desirable as a career incentive and requisite under the enabling consolidation statutes.

The remainder of the system illustrated reflects the status quo of both agencies.

Final comment

It has undoubtedly been noticed that our primary and interim system recommendations suffer from an apparent rank-consolidation and subsequent re-separation problem. This is, of course, a valid observation. However, again the basic principles underlying each of the systems should be considered and the reasons for this seeming change of position will become apparent also. As to the

FIGURE 4: MERGER OF EXISTING POLICE PROMOTIONAL SYSTEMS



actual method of making this transition, no method shall be recommended due to time limitations for such a formulation. We feel that such a change is neither impossible nor unworkable, though somewhat cumbersome.

C. Recommended Provisions under both Systems

Three primary recommendations were urged upon our subcommittee which we feel are basic under any promotional system eventually adopted by any potential new agency. All three revolve about the issues of notice and standardization. First, the long term standardization and publication of promotional requirements. Second, the establishment of standardized and validated examinations, regularly scheduled years in advance and staggered as to different ranks. And finally, on point, the publication of promotional reading lists at least one test sequence in advance.

Ancillary to these last two recommendations is this subcommittee's urging that greater police input be required during the developmental stages of the exams and reading lists. Often a great disparity exists between theory and practice, and only a practitioner is going to recognize the chasm.

As part of a "career development system":

No promotional system can substitute wholly for a total career development system. Although beyond the scope of the assignment given to this subcommittee, it is our recommendation that a system be adopted by the consolidated agency similar to that employed by Los Angeles County Sheriff's Department -- including a position specifications catalog, a personnel information system, and an effective career counseling unit.

Civilians:

From the early stages of the establishment of the subcommittee and the development of this report, the main emphasis has been directed toward sworn promotional systems. This was a result of the particular complexities of problems associated with the majority of personnel affected by consolidation.

Due to the restraints of time and resources, the subcommittee has not developed extensive recommendations

concerning civilian personnel employed by the affected agencies. However, a general policy statement concerning civilians in a city/county consolidation is presented below.

The subcommittee finds that no comprehensive system has been instituted, no statement or policy been formulated and little planning attempted for the development of career opportunities for civilian personnel in the involved law enforcement agencies beyond the usual civilian functions of clerical work, facilities maintenance and records keeping.

It is doubtful that any remedy may be found simply in the consolidation of law enforcement agencies until the resultant merged agency attempts to assess the need for civilian resources (both professional and nonprofessional) in the attainment of its goals and objectives. In simpler terms, the merged agency must decide in what areas civilian personnel should be utilized in lieu of sworn personnel. Having decided that, the agency must go beyond the mere creation of civilian positions and develop a career development program for civilians, if on a somewhat smaller scale than that for sworn personnel.

Until the agency addresses itself to this particular issue, it may serve simply as the training ground for other governmental agencies and businesses instead of seeking to retain its own personnel resources for its own purposes. No sooner will a civilian in an administrative or planning position become familiar with the peculiarities and particulars of the law enforcement agency than he or she will seek opportunities outside the agency which offer more potential and indeed more organizational status.

It is the opinion of the subcommittee that the agency must examine closely all functions within its organization -- especially planning, research, fiscal and budgetary administration, personnel, and training -- to determine what functions would be better served by civilian personnel without endangering the primary function of the agency: the enforcement of laws and the protection of public life and property. And since every organization must seek to develop and retain its own resources, the agency must provide some incentive for civilian employees to remain within the agency by providing the opportunity for career development.

# CHAPTER 15

## REPORT

of the

## PUBLIC INFORMATION

## SUBCOMMITTEE

### SUBCOMMITTEE MEMBERSHIP

**CHAIRMAN**

Fred McMillan (General Manager), Customer's Service Division, PGE

**CO-CHAIRMAN**

Charles St. Charles (Public Information Officer), Executive Office, MCSO

**MEMBERS**

Frank L. Bearden (Senior Deputy), District Attorney's Office

Harry A. Christensen (News Director), KYXI

Edwin Godfrey (News Director), KGW TV

Harold Gowing (Lieutenant), Detectives, PPB

Frank Wetzel (Bureau Chief), Associated Press

### SUBCOMMITTEE MEETING SCHEDULE

March 15, 1974	12:00 Noon
March 18, 1974	9:00 A.M.

## SUBCOMMITTEE OBJECTIVES

1. A determination of the needs for public information from a law enforcement agency must be identified.
2. The role and functions of a public information unit must be developed to include the feasibility of total or partial integration of this function throughout a law enforcement agency.
3. Survey the public information activities of comparable agencies.
4. An examination of the current public information activities of each of the agencies must be conducted with a description of each.
5. A comparative analysis regarding the similarities and differences of each agency is required.
6. Alternative recommendations for the physical merger, consolidation, and/or co-location of public information activities must be developed.
7. Implementation plans for alternative recommendations must be developed.

## COVER LETTER

April 8, 1974

Lt. Harold Gowing  
Chairman  
Integrated Services Committee  
City-County Police Consolidation Project  
209 S.W. Oak Street  
Portland, Oregon 97204

Dear Hal:

I'm attaching three copies of the report and recommendations of the Public Information Subcommittee.

I wish to express my appreciation to the members of this subcommittee whose efforts and input have made possible the preparation of a plan which, I believe, provides a workable and effective public information program for the combined city-county law enforcement agency.

Cordially,

Fred R. McMillan  
Chairman  
Public Information Subcommittee

## SUBCOMMITTEE REPORT

A PUBLIC INFORMATION PROGRAM  
FOR A COMBINED CITY-COUNTY POLICE AGENCY

- I. "A determination of the needs for public information from a law enforcement agency must be identified."

The need for the establishment of a public information office as an integral part of the merged city-county police agencies has been identified. It is the feeling of this subcommittee that all city-county law enforcement agencies should undertake vigorous and aggressive programs to keep citizens within their respective jurisdictions continually and accurately informed as to the kind and effects of criminal activity in the community and of the activities, accomplishments, and needs of the consolidated agencies.

This conclusion is based upon the concept that police agencies have a real public obligation to provide information concerning their services and operations to the communities which they serve. In order to justify these conclusions this subcommittee performed the following tasks:

- A. Members of this subcommittee have met with representatives from the Multnomah County Sheriff's office, the Portland Police Bureau, and representative members from local news gathering agencies. Without exception, these individuals see a clear need for the establishment of a permanent public information office within the structure of the consolidated police agency system.
- B. Members of this subcommittee, who also represent a cross section of media, police and citizen groups, are unanimous in their belief that a continuous flow of information to the public -- and for that matter, the consolidated police agencies themselves -- is an essential ingredient for law enforcement and public benefit.
- C. It may be stated that both the Portland Police Bureau and the Multnomah County Sheriff's office, sensing the need for the establishment of a PIO office in the past, have budgeted for such positions within their respective 1972-73 fiscal

budgetary allocations. To this end, the Multnomah County Sheriff's office has recently filled the PIO position while the Portland Police Bureau is considering a similar move.

- D. Meetings arranged by members of this subcommittee with then Sheriff J. Bard Purcell and Chief Bruce R. Baker have revealed the fact that both men favor the permanent establishment of a PIO office for the consolidated police agencies.
- E. Information received by this subcommittee from outside law enforcement agencies (i.e., Seattle, Los Angeles and Jacksonville, Florida) has revealed that establishment of a PIO office in their jurisdictions is working to the benefit of all concerned.
- II. "The role and functions of a public information unit must be developed to include the feasibility of total or partial integration of this function throughout a law enforcement agency."

Essentially, and based upon a study of comparable organizational structures, this subcommittee has concluded that a public information office/officer should be placed in a staff position and report directly to the chief of the consolidated agencies. From this position and with the full support and endorsement of the chief, the PIO would work to facilitate the promulgation of information concerning agency activities to citizens of the communities being served.

Means used to accomplish these purposes would include, but not necessarily be limited to, the following:

- A. The PIO would search out material within the agency which might be of special interest to the public. This information might include description of training programs, agency achievements and goals, and other related activities.
- B. The PIO would administrate, coordinate and promulgate information regarding the agency's speakers' bureau. In this capacity the office would provide experts from the agency to speak on topics of interest to either public or civic groups. In

this respect the PIO should also be prepared to speak before such groups concerning the activities and responsibilities of his own office. Further, the PIO might lend aid to potential speakers as it would relate to preparation of materials, speech writing techniques, and proper use of visual aid equipment. The speakers' bureau would serve to clarify the agency's programs, operations and procedures for the benefit of area citizens.

- C. The PIO would produce and edit a "house organ" or "informational bulletin" designed to keep both the agency and the public informed about overall departmental activities. Monthly distribution of this newsletter should be designed to achieve the following ends: summarize newsworthy events of the given month and thus provide a running historical record; explain agency procedures, programs and activities; improve morale by recognizing achievements of agency members; eliminate rumor by clarification of agency policy; provide an additional vehicle for the promulgation of information to news media and interested members of the community.
- D. The PIO would regularly develop and issue informational press releases to members of the media and interested citizens regarding, but not necessarily limited to, the following: reward offers in criminal cases; promotions of agency personnel; notification of health or accident hazards; new programs and policies developed by agency; other items of interest as would be cleared for release by the office of the chief.
- E. To generally assist the local news gathering services to collect information in the event of major crimes or disasters. This effort should be planned as a relief to the communications center and an aid to involved officers rather than a "funneling" of news stories. A close liaison with the office of the chief and the district attorney would be critical in this regard.
- F. The PIO should develop and maintain an awards and citations program for both the agency and the public at large. The office should be alert to events or situations where members of the agency, the community, or the news media are deserving of special recognition.

- G. The PIO should aid, review and edit all materials designed to promote the agency's recruitment efforts.
- H. The PIO should coordinate the agency's civilian observer or ride program. Duties would include screening applicants and scheduling rides in accordance with developed agency procedures.
- I. The PIO should be charged with the responsibility of writing occasional articles for law enforcement journals which would highlight agency programs, philosophies, goals and achievements. The office should also aid, edit and help to prepare the agency's annual report. Duties here might include taking photographs of agency activities and personnel for news backup and historical purposes.
- J. The PIO should lecture new recruits and working members of the agency during the normal course of academy training sessions. Here, instructions should stress the development of good public relations vis-a-vis the community and the news media.
- K. The PIO should remain constantly informed about federal, state and local news items which could be of benefit to the agency. Personnel throughout the agency should be encouraged to channel all items of news or pertinent related data to the PIO. The aforementioned is a critical part of informational flow and should be keenly stressed.

#### Constraints

- A. The PIO should function in such a way as to avoid undue conflict with any officer's regular performance of duty in the field. Although all members of the agency should work to cooperate with the activities of the PIO, a similar cooperation by the PIO must exist in order to avoid unnecessary interruption of vital law enforcement routine.
- B. The PIO will act in accordance with recognized fair trial and free press codes. Further, he must adhere to the precepts set forth within the Oregon State Bar/Press/Broadcaster's Joint Statement of Principles.
- C. The PIO must exercise and utilize good journalistic practices and ethics at all times. This, as well



as strict adherence to agency guidelines as may be formulated by the chief.

#### Qualifications

It is the opinion of this subcommittee that any individual selected to perform the functions as outlined above should possess the necessary experience, suitable education, and viable skills and personality traits which would be required to perform successfully in this capacity.

Naturally, the selection of an individual with training and education in both law enforcement and journalism would be the best of two worlds. However, it is the opinion of this subcommittee that a skilled writer/journalist could learn to function well in this capacity after a period of training and experience in law enforcement work. Therefore, if a nonsworn candidate is chosen for this position, it is the opinion of this subcommittee that he should work to fulfill the requirements for certification as prescribed by the Oregon Board of Police Standards and Training. Further, and as time and job requirements permit, he should continue to take appropriate law enforcement courses which, in the opinion of the chief, would lead to greater expertise in this field of endeavor.

#### Salary

It is the opinion of this subcommittee that compensation paid to a public information director should be commensurate with that of a staff captain. Other benefits, including retirement, hospitalization and insurance, should also parallel those enjoyed by a captain-ranked staff member. Future salary and benefit increases would, therefore, match those of a captain depending upon performance and a successful period on the job.

#### III. "Survey the public information activities of comparable agencies."

This subcommittee reviewed the PIO procedures of various law enforcement agencies and incorporated the best principles as set forth in Section II, A through K above.

It was noted that several agencies considered crime prevention to be a PIO responsibility. It is the opinion of this subcommittee that development of crime prevention procedures and practices be left to agency experts in this field. Although crime prevention activities should be enlarged and encouraged, PIO involvement should be limited

to the promulgation of data developed by the crime prevention section.

#### IV. "An examination of the current public information activities of each of the agencies must be conducted with a description of each."

At the present time, the Portland Police Bureau does not have a PIO. However, a police-community relations division was formed in May of 1968 when it became apparent that a need was developing to improve the relationship between police and the general public.

According to the Portland Bureau of Police Annual Report (1972):

The project operates a number of programs which are intended to ease the task of the uniformed officer by improving mutual understanding between citizens and the police. It is hoped that the improved understanding and change of attitudes will facilitate police service by developing a closer working relationship between citizens and the Police Bureau.

The Portland Police Bureau actively presents materials and information to students concerning aspects of the law, narcotics control; career opportunities, and various problems of police operations. In 1972, the PPB Speakers' Bureau spoke to 135 different groups consisting of 8,200 persons. In addition, and according to their report, 1,038 people were taken on tours of the police bureau.

Members of the PPB attend dances, concerts, athletic events, meetings and work to provide and create smooth relationships between the community and working police officers.

Since the PPB has not devoted a full-time effort to the area of public information, additional development to this end seems necessary. Perhaps a quote from a letter addressed to Sergeant Al Dean from George Sanders, former general manager of Radio KWJJ, would best sum up the views expressed by others in this regard. The letter was sent in response to Sergeant Dean's inquiry regarding the necessity for the development of a PIO. It is dated November 1, 1972 and reads in part:

It is about time that your organization

acquired a public information officer who will bring your efforts to the attention of the general public via the news media. With added understanding of your accomplishments and problems, we feel the police bureau will find a definite increase of cooperation from the ordinary citizen.

The Multnomah County Department of Public Safety acquired the services of a public information director in August of 1973. Since that time, the PIO has developed programs which include most, if not all, aspects outlined in Section II, A through K above. There has been an expressed improvement in all of these areas and a present move to enlarge the overall function. Recently, former Sheriff J. Bard Purcell expressed keen satisfaction with the PIO efforts and has strongly advised a permanent retention and enlargement of these offices.

V. "A comparative analysis regarding the similarities and differences of each agency is required."

Research performed by this subcommittee reveals that the Portland Police Bureau personnel (sworn only) total approximately 737, while MCSO personnel total about 241. Therefore, sworn members of the PPB outnumber MCSO by three times. There are 7.92 PPB officers for each square mile within their jurisdiction and 1.52 MCSO members occupying their square mile area. These figures simply reveal that PPB members are in far greater contact with citizens of the area. When one considers the Portland reported crime rate at 10,048 per 100,000 population versus the Multnomah County (unincorporated) crime rate of 6,540 per 100,000 population (figures from recent Department of Public Safety Planning Analysis), a further public contact of 3,508 is revealed in this statistical area alone. It may be assumed, therefore, that PPB members, since they contact the public on a more frequent basis than do MCSO personnel, may have a greater need for expert promulgation of positive information.

If consolidation becomes a reality, a combined police agency numbering over 1,000 sworn members will be in vital need of viable public informational flow. Material received from the consolidated Jacksonville, Florida police agency reveals that crime rates increased by 33 per cent after the first year of consolidation. The reason for this increase, according to Sheriff Dale Carson, was due to a greater public awareness of their police agency. More crimes were

reported due to easier access to the consolidated agency, plus improved efficiency. Philosophically speaking, there are no vast differences between the PPB, Troutdale Police, Gresham Police or the MCSO. Once consolidation becomes a reality, any procedural, operational, visual or conceptual differences which may exist in part between the various agencies at the present time will gradually cease to exist. Once this transition occurs, the public will expect to receive a flow of information from their police agency.

VI. "Alternative recommendations for the physical merger, consolidation, and/or co-location of public information activities must be developed."

It is the opinion of this subcommittee that the physical location of the PIO should be in close proximity to the offices of the chief. Since the PIO should be in a staff position, the office should be located in the headquarters area.

Staffing and Equipment

This subcommittee visualizes a total staff of not less than three persons as necessary to the initial development of a PIO office. In addition to the PIO director (captain-ranked in terms of salary), a sworn member of the agency should also be assigned to the operation. This sworn member would lend his expertise to the PIO and should be selected on the basis of his abilities as they would relate to this office (i.e., experience with photo equipment, good letter writing and report writing skills, and a public relations spirit and acumen). Additional staffing would require at least one clerk with appropriate secretarial skills.

Aside from the normal office equipment (such as typewriters, desks, files, etc.), the PIO should have access to one agency automobile. Further, the PIO should be equipped with or have ready access to photo-copy or duplicating equipment. Also, the PIO should have access to sophisticated photo equipment such as a 35mm camera and recording instruments (i.e., tape cassettes). This, along with additional equipment and materials as may be required.

VII. "Implementation plans for alternative recommendations must be developed."

It is the opinion of this subcommittee that alternatives

to a public information program, such as the "public relations" approach, do not provide the necessary service to community, agency or news media and have not, as far as is known, been successful.

The subcommittee strongly urges that the Portland Police Bureau move ahead expeditiously with the plans to create a public information office, which should work in a harmonious and cooperative manner with the MCSO public information director looking toward consolidation of the PIO operations if the city-county merger is approved.

Even if the two agencies are not eventually consolidated, both have a great need for strong PIO programs and can derive mutual benefit from a closely cooperative approach to this important function.

# CHAPTER 16

REPORT

of the

RECORDS

SUBCOMMITTEE

## SUBCOMMITTEE MEMBERSHIP

### CHAIRMAN - Resigned

Louis Rinehart (Sheriff), MCSO

### CHAIRMAN

James Sims (Captain), Services Division, MCSO

### VICE CHAIRMAN - Resigned

Robert Schwartz (Lieutenant), Personnel and Training, PPB

### VICE CHAIRMAN

Ronald Winters (Lieutenant), Records, PPB

### MEMBERS

Harold Amidon (Sergeant), Records, MCSO

Dixie Balsiger (Police Records Clerk), Warrants, MCSO

Allen Dean (Sergeant), Records, PPB

James Dillard (Lieutenant), Warrants, MCSO

Ronald Le Brun (Operations Analyst), Planning and Research, PPB

Coe Mannell (Lieutenant), Records, MCSO

Roy Heikkala (Operations Analyst), Planning and Research, PPB, Resigned

Robert Scheideman (Sergeant Specialist), Detectives, PPB

Walter Turay (Sergeant), Records, PPB

David Wilson (Sergeant), Records, MCSO

## SUBCOMMITTEE MEETING SCHEDULE

(No meeting schedule was received from this subcommittee.)

## SUBCOMMITTEE OBJECTIVES

1. The role and functions of a records section should be developed.
2. The current role and functions of the records section of each agency must be identified.
3. A comparative analysis regarding the differences and similarities of each agency's records section is required.
4. Functions which could be added or eliminated/transferred must be identified.
5. Public accessibility to records should be examined.
6. Alternative recommendations as to the physical merger, consolidation and/or co-location of records must be developed with sufficient documentation including control factors with interrelationships.
7. Implementation plans for alternative recommendations must be developed.

## COVER LETTER

MEMORANDUM

April 25, 1974

To: Lt. Hal Gowing  
Capt. Fred Pearce  
Capt. Leo Miller  
Mr. John Angell

Sirs:

The Records Subcommittee is pleased to present its recommendations for the merger of the City of Portland and Multnomah County Records and Warrants Sections. These recommendations were reached and prepared as a consensus of opinions of the members of the committees involved in the project.

We hope that these proposals assist you in your task of finalizing the merger of the agencies involved. Our thanks go to all of those who so greatly assisted us in this task.

Respectfully submitted,  
Records Subcommittee

## SUBCOMMITTEE REPORT

RECORDS

After completing a comprehensive study of the Portland Police Bureau's and the Multnomah County Department of Public Safety's Records Sections, the Records Subcommittee members recommended the following alternate proposals for consolidation or merger of these systems. Merger is defined as the uniting of the Portland Police Bureau and Multnomah County Department of Public Safety Records Sections in lieu of voter approval of governmental consolidation. (Notation: Specific variances in operational flow patterns and procedures are not addressed in these recommendations for the reason that both systems are in a transition period with the ultimate goal of total automation. Therefore, both systems will be identical for operational analysis purposes.)

Proposal A: Centralized Model

## I. Facility location

Recommendation: The existing records systems be consolidated at one centralized facility. (See Table of Organization and Equipment, Appendix A.)

## II. Business office

Recommendation: A business office be located separately from the records section operation to handle public and officer information functions. The business office should be located on the first floor of the centralized facility for the convenience of the public. The records section should be located on one of the upper floors of the same facility.

## III. Records system automation

Recommendation: The consolidated records systems be automated through the use of computerization. (See CRISS and CRISS Project Acceleration Grant Applications.) The current Police report forms utilized by the Portland Police

Bureau and Multnomah County Department of Public Safety are commonly called "CRISS forms." The "CRISS forms" were developed by representatives from police agencies in the Columbia Region Information Sharing System. Modifications to these forms must meet the approval of these agencies.

## IV. Systems flow patterns

Recommendation: Compatible systems flow pattern programs are being initiated by both records sections. (See flow charts, Appendix B.) These programs should continue to be accelerated to augment the smooth consolidation or merger of these systems.

## V. Systems training

Recommendation: A program be developed to initiate inter-personnel exchanges for systems training purpose and to lessen the psychological shock of employees suddenly being "thrown" together under a "new" consolidation or merger program.

## VI. Records retention

Recommendation: Statutory laws require the retention of all police records and accordingly the microfilm of these records at the county government level. It is recommended that the Portland Police Bureau identify those police records that are essential to daily operations or pending court actions and destroy all other records prior to consolidation or merger of the records sections. (See Records Management Manual for Oregon County Offices.)

## VII. Civil service job descriptions

Recommendation: Civil service job descriptions related to the records sections operations of each agency be re-evaluated and made compatible prior to consolidation or merger. It is further recommended that new civil service classification titles be developed

to reduce animosity among employees upon consolidation or merger of the sections (eg., police records technician I, II, III and police records supervisor or police information specialist I, II, III, police information supervisor, etc.).

#### VIII. Procedures manual

Recommendation: Procedures manual be formalized after the Portland Police Bureau and Multnomah County Department of Public Safety have developed expertise with the automated system.

#### Proposal B: Satellite Model

Definition: The term "satellite model" is defined to identify any decentralized policing model with "satellite" units having 24-hour operational responsibility and the security necessary to protect an automated records system.

##### I. Table of organization

Recommendation: The existing records system table of organization and equipment be reorganized to allow each satellite records section to be self sufficient and compatible to the consolidated police organizational model. (See Appendix C.)

##### II. Records system automation

Recommendation: The records system be totally automated from each satellite unit.

##### III. System flow patterns

Recommendation: Compatible basic computer entry flow patterns continue to be developed.

The recommended flow charts discussed under Proposal A, Recommendation IV are applicable to either a consolidated or satellite model.

#### IV. Systems training

Recommendation: A program be developed to initiate inter-personnel exchanges for systems training purpose and to lessen the psychological shock of employees suddenly being "thrown" together under a "new" consolidation or merger program.

#### V. Records retention

Recommendation: Statutory laws require the retention of all police records and accordingly the microfilm of these records at the county government level. It is recommended that the Portland Police Bureau identify those police records that are essential to daily operations or pending court actions and destroy all other records prior to consolidation or merger of the records sections.

#### VI. Civil service job description

Recommendation: Civil service job descriptions related to the records sections operations of each agency be re-evaluated and made compatible prior to consolidation or merger. It is further recommended that new civil service classification titles be developed to reduce animosity among employees upon consolidation or merger of the sections (eg., police records technician I, II, III and police records supervisor or police information specialist I, II, III, police information supervisor, etc.).

#### VII. Procedures manual

Recommendation: Procedures manual be formalized after the consolidated agencies have developed expertise with the automated system.

#### WARRANTS

The following recommendations are submitted as a consensus of opinions of all members of the subcommittee. After considering numerous proposals for the handling of warrants, a

uniform policy was agreed upon and is set forth as follows:

I. General policy

It is the recommendation of the subcommittee that the warrant section of the Portland Police Bureau and the Multnomah County Sheriff's office be merged into one combined warrants, extradition and transport section. It is also the recommendation of the subcommittee that the merger take place regardless of the outcome of the pending election for the consolidation of the City of Portland and Multnomah County.

II. Transfer of duties

With the advent of the new merged warrants, extradition and transport section, all the warrant functions presently performed by the Portland Police Bureau will be assumed by the new combined section.

III. Relocation of the section

To greatly improve the efficiency of the warrants, extradition and transport section, it is necessary that the section be relocated in the Multnomah County Courthouse. Continual contact is maintained with the courthouse booking facility, circuit court records, district court records and the chief criminal judges' courtrooms.

IV. Responsibility for all warrants

The warrants, extradition and transport section will assume complete responsibility for the processing and maintaining of all warrants issued by the circuit and district courts and also those warrants received from outside jurisdictions.

It is recommended that the warrants, extradition and transport section be retained as a section within the department of public safety. As an alternative proposal, it is recommended that the section and its functions be assumed by the department of justice services.

V. Documented procedures

The establishment of a documented system of procedures is essential. It is recommended that the Multnomah County Department of Public Safety Warrant Section procedures be adopted.

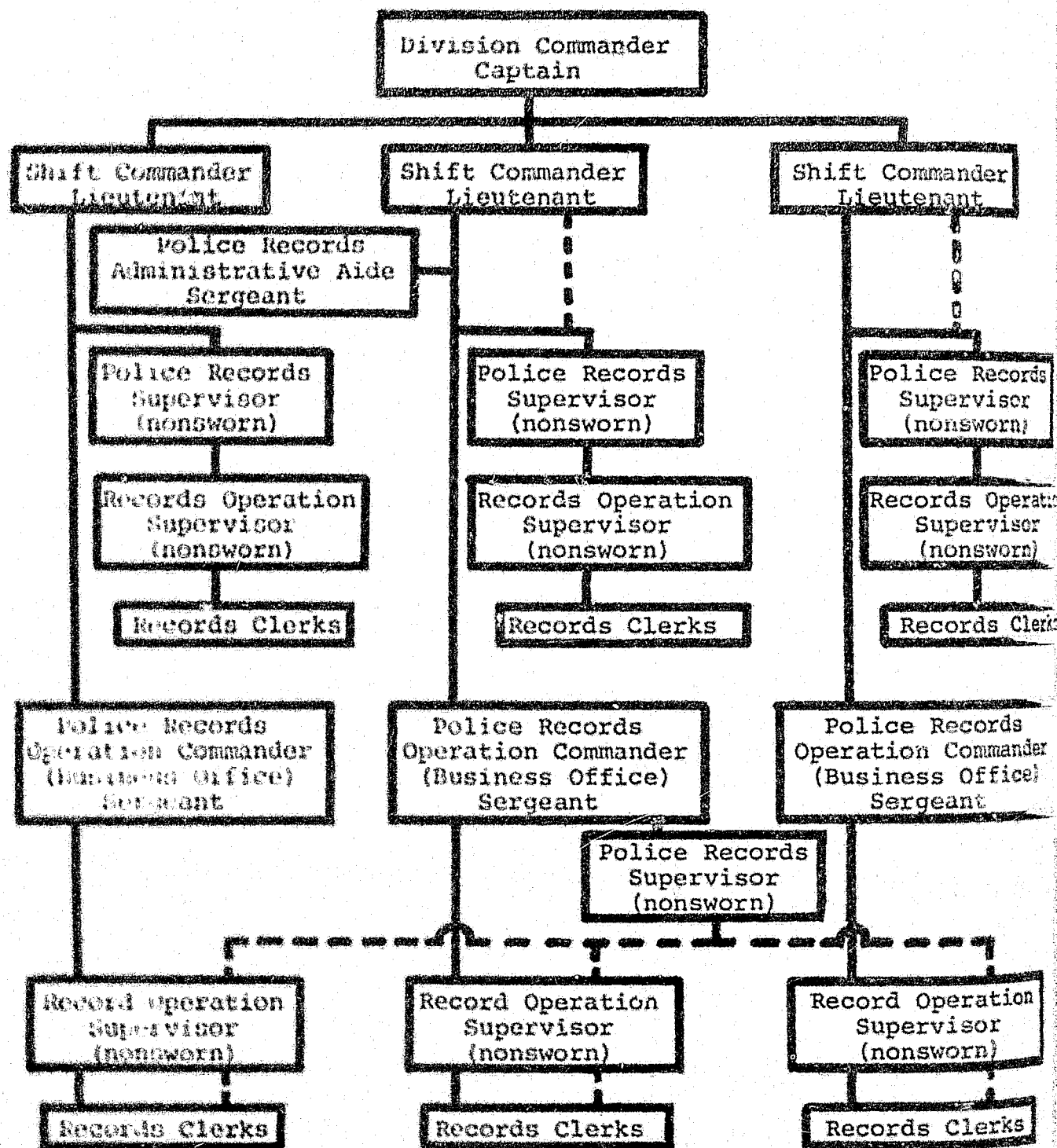
VI. Reclassification of personnel

It is recommended that the warrants, extradition and transport sections civil service job descriptions be re-evaluated prior to consolidation or merger for the purpose of developing new classification titles. The new civil service classification titles should specifically identify warrants, extradition and transport personnel to allow development and continuation of tenure of these personnel within the section. (See Appendix D for a recommended table of organization, personnel requirements, budget requirements, and equipment requirements.)



PROPOSAL A: Centralized Model

RECORDS DIVISION  
Recommended Table of Organization



APPENDIX A

PERSONNEL REQUIREMENTS/BUDGET  
RECORDS SECTION (CENTRALIZED MODEL)  
CITY/COUNTY CONSOLIDATION/MERGER PROGRAM

Position	Job Description	Salary*	
		@	Total
1	Police Record Division Commander (Captain)	24,052	24,052
3	Police Records Shift Commander (Lieutenant)	21,711	65,133
1	Police Records Administrative Aid (Sergeant)	19,701	19,701
6	Police Records Supervisor (Nonsworn)	12,938	77,628
10	Records Operations Supervisors (Nonsworn)	11,021	110,210
113	Records Entry and Maintenance Clerks	9,590	1,083,670
	12 Computer Entry = (57.6) 58		
	4 Computer Coding = (19.2) 20		
	2 UCR Classification = (9.6) 10		
	2 File Maintenance Class. = (9.6) 10		
	3 Report Copy and Distribution = (14.4) 15		
129		113	
	Sub Total		1,380,394
	Business Office Operations Budget Estimate		646,048
	Total		2,026,442

\*Salary estimates are based on MCDPS's 1973-74 fiscal year budget. (Estimated salaries include fringe benefits.)

APPENDIX A

PERSONNEL REQUIREMENTS/BUDGET  
BUSINESS OFFICE (CENTRALIZED MODEL)  
CONSOLIDATED/MERGER PROGRAM

# Positions	Job Description	Salary*	
		@	Total
9	Police Records Operation Commander (Sergeant)	19,701	98,538
1	Police Records Supervisor (Nonsworn)	12,938	12,938
9	Records Operations Supervisor (Nonsworn)	11,021	55,109
50	Records Entry and Maintenance	9,590	479,500
	6 @ 16 hr x 7 Public Counter Service = (19.2) 20		
	3 Police Counter Service = (14.4) 15		
	1 Police Communications = ( 4.8) 5		
	2 Correspondence Desk = ( 9.6) 10		
		Sub Total	646,044
		Total	646,044

\*Salary estimates based on MCDPS's 1973-74 fiscal year budget.  
(Estimated salaries include fringe benefits.)

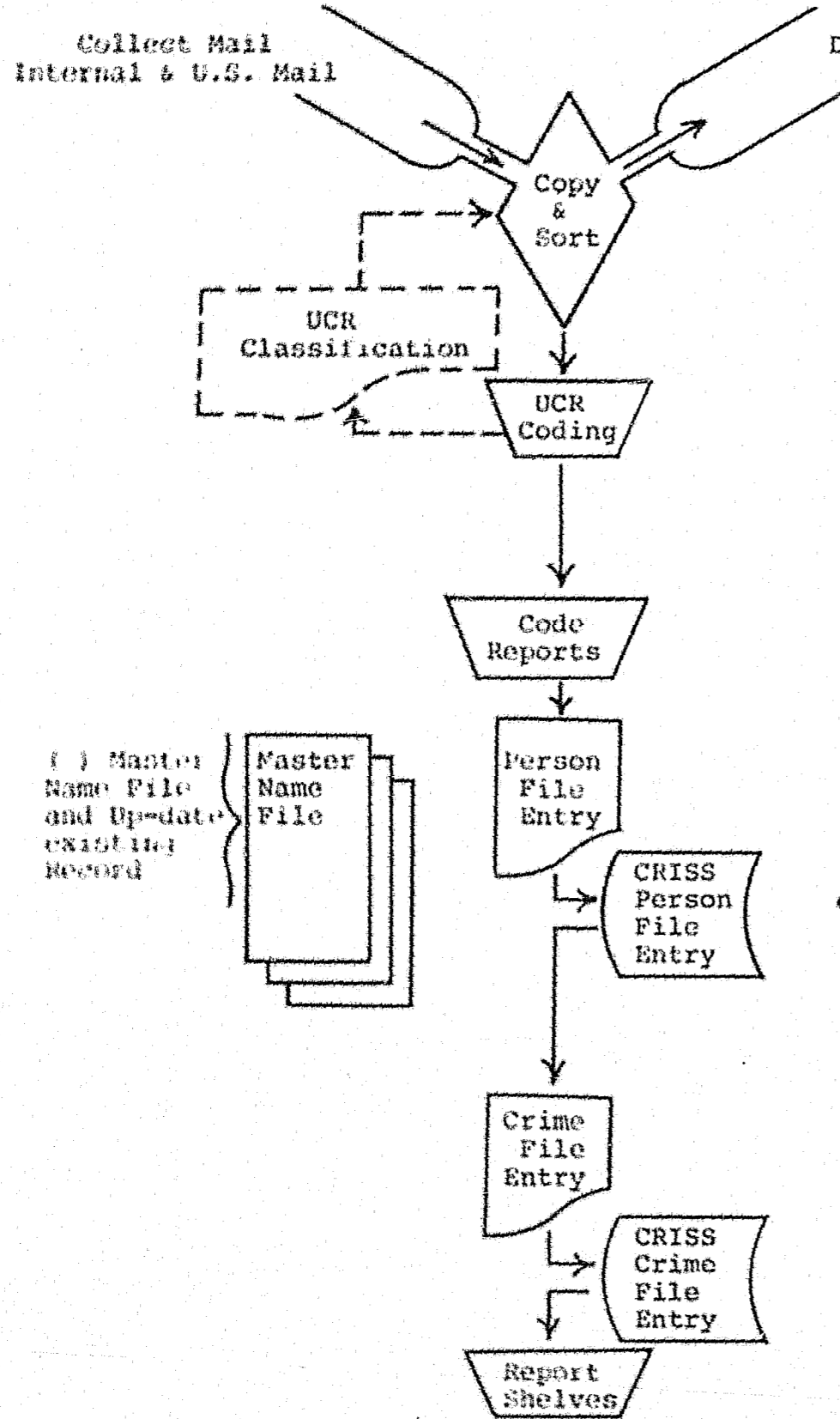
APPENDIX A

EQUIPMENT REQUIREMENTS  
RECORDS SECTION (CENTRALIZED MODEL)  
CITY/COUNTY CONSOLIDATION/MERGER PROGRAM

ITEM	DESCRIPTION	COST ESTIMATE
1	12 CRT's	\$ 23,760.00
2	2 CRT Printers	4,920.00
3	23 Desks and Chairs Steno	7,038.00
4	5 Desks and Chairs Executive	2,200.00
5	24 Space Saver Files	4,500.00
6	6 Electric Typewriters	2,040.00
		<u>\$ 44,458.00</u>

Centralized Model

RECORDS DIVISION  
Report Flow Chart



Makes copies of reports after UCR has been completed. Report copies are made as dictated by procedures.

UCR classification codes are entered on the face sheet of all reports and attachments. Report document is returned to "Sort Copy" desk for duplication.

Reports and attachments are coded for computer entry.

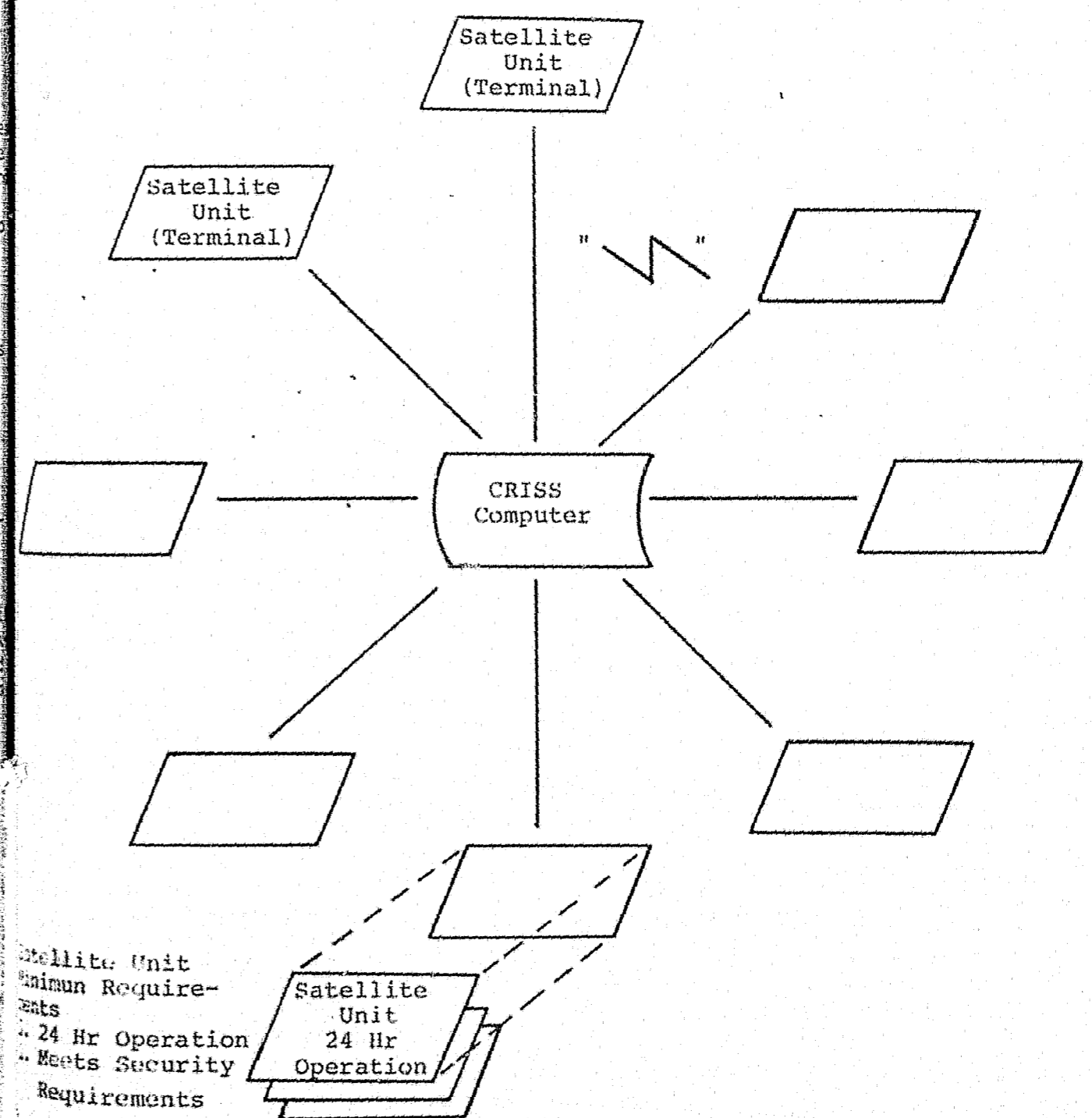
Person File entry is accomplished by (1) checking the subject's name against the existing data base, (2) if name record exists update record by adding data from report, (3) if name record does not exist "build" name record by collecting data from Master Name File and current report.

Crime File entry is accomplished by entering coded crime file data from reports and attachments.

Shelve original reports or pull original reports and attach follow-up reports.

PROPOSAL B: Decentralized Model

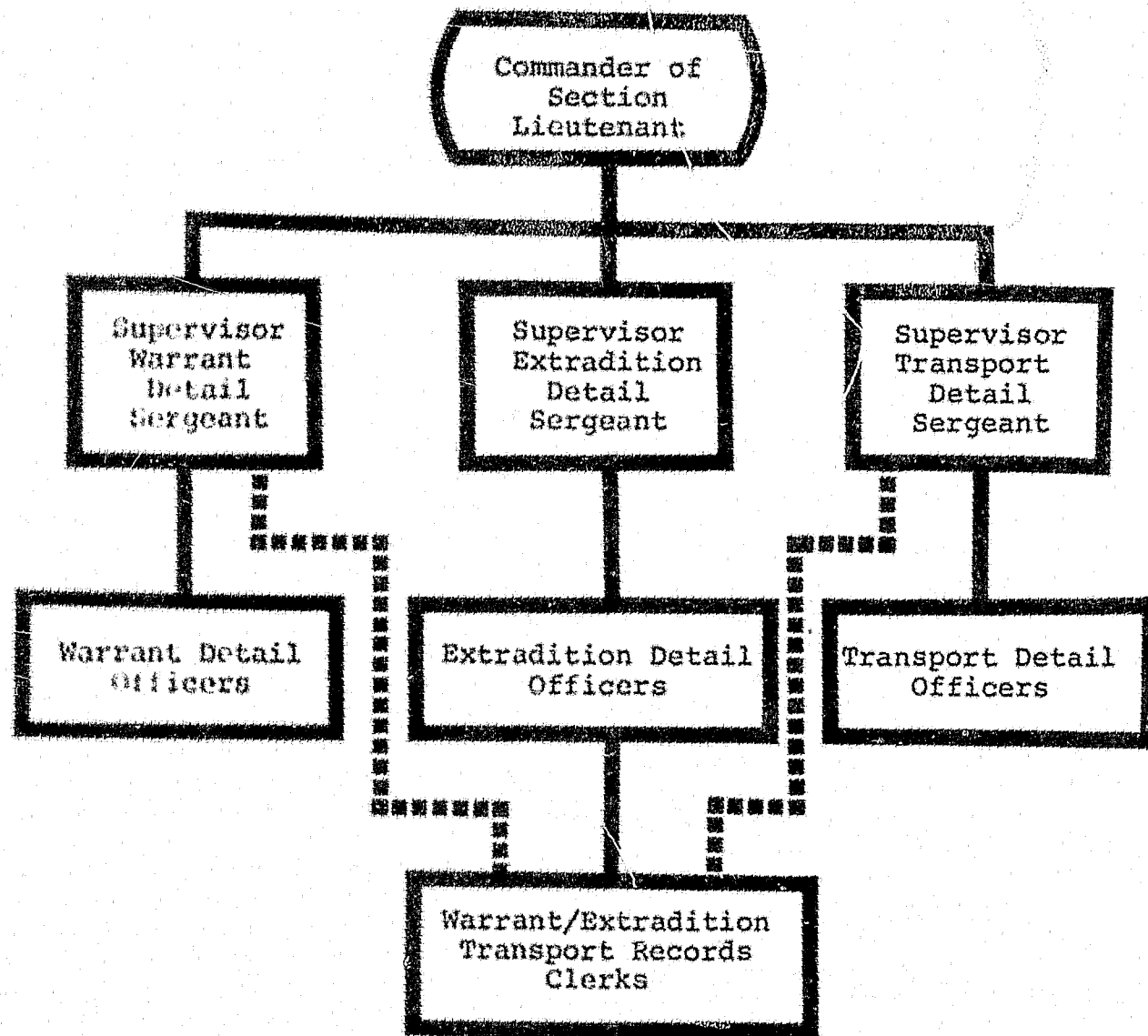
RECORDS DIVISION



Minimum Requirements  
24 Hr Operation  
Meets Security Requirements

WARRANTS/EXTRADITION/TRANSPORT SECTION

Recommended Table of Organization



WARRANT/EXTRADITION/TRANSPORT SECTION  
RECOMMENDED TABLE OR ORGANIZATION

# Positions	Rank	Job Assignment
1	Lieutenant	Commander of Section
1	Sergeant	Supervisor, Warrant Detail
1	Sergeant	Supervisor, Extradition Detail
1	Sergeant	Supervisor, Transport Detail
7	Patrolmen	Warrant Detail Officers
2	Patrolmen	Extradition Detail Officers
6	Patrolmen	Transport Detail Officers
12	Warrant/Extradition/Transport Clerk	Warrant/Extradition/Transport Records Clerks
Total 31		

APPENDIX D

WARRANTS/EXTRADITION/TRANSPORT SECTION  
EQUIPMENT BUDGET REQUEST SUMMARY

Fiscal Budget Year 1973-74		Fiscal Budget Year 1973-74		Consolidation, Merger Budget Est.		Consolidation, Merge Budget Increase
PPB	PPB	MCDPS	MCDPS	Job Class Description	Est. Approp- riation Level	
Job Class Description	Appropri- ation Level	Job Class Description	Appropri- ation Level			
Ø	Ø	(1) Lieuten- ant	21,711	(1)	21,711	Ø
Ø	Ø	(1) Sergeant	19,701	(2)	39,402	19,701
Patrolmen	49,890	(8) Patrol- men	146,456	(15)	274,605	78,259
PRC	18,194	(4) PRC	44,084	(12)	128,404	66,126
	<u>68,084</u>		<u>231,952</u>		<u>464,122</u>	<u>164,086</u>

\*Estimates are based on 1973-74 fiscal year budget figures. Includes PPB sworn fringe benefit of 23 percent. Nonsworn 16.5 percent, MCDPS sworn fringe benefit 25 percent, nonsworn fringe 22 percent.

APPENDIX D  
WARRANTS/EXTRADITION/TRANSPORT SECTION  
EQUIPMENT BUDGET REQUEST SUMMARY

Package Description	Total Amount
(12) Full size vehicles with air Radio	48,000
Screen	12,000
Siren and lights	480
Motor pool costs	3,600
Total	<u>24,000</u>
<u>88,080</u>	
<u>Officer Equipment</u>	
(5) Desks steno	950
(5) Chairs steno	500
(3) Kardex file cabinets	240
(5) Electric typewriters	340
(4) Desks (executive model)	1,600
(15) Desks (standard)	2,700
Total	<u>6,330</u>

CHAPTER 17

REPORT

of the

RECRUITMENT AND SELECTION

SUBCOMMITTEE

## SUBCOMMITTEE MEMBERSHIP

### CHAIRMAN

Albert Dean (Sergeant), Records, PPB

### MEMBERS

Lee Houston (Deputy), District Patrol, MCSO

Joseph Murillo (Patrolman), East Precinct, PPB

Carlton Venable (Patrolman Specialist), Personnel  
and Training, PPB, Resigned

James Weber (Sergeant), Planning, MCSO

### PARTICIPATING GUESTS

Harold Amidon (Sergeant), Records, MCSO

Arthur Breuklander (Deputy), Courthouse Jail, MCSO

## SUBCOMMITTEE MEETING SCHEDULE

January 23, 1974	2:00 P.M.
February 1, 1974	2:00 P.M.
February 8, 1974	2:00 P.M.
March 22, 1974	2:00 P.M.

## SUBCOMMITTEE OBJECTIVES

1. A survey of selection and recruitment standards, information and relevant research must be conducted.
2. The current selection and recruitment activities regarding sworn and nonsworn personnel must be identified and described for each agency.
3. A comparative analysis regarding the differences and similarities of each organization's recruitment and selection activities is required.
4. Standards for recruitment and selection of a consolidated agency must be developed with considerations given to federal, state and local laws and affirmative action. Standards developed must be documented with necessary information.
5. Implementation plans for recommended standards must be developed.

## COVER LETTER

To: Personnel Policy Consolidation Committee

From: Subcommittee on Recruitment and Selection

This subcommittee has examined recruitment and selection. Our report is in three sections: a comparison of present procedures, a recruitment proposal, and selection proposals.

Al Dean  
Chairman



## SUBCOMMITTEE REPORT

### EXISTING SELECTION PROCEDURES

The Recruitment and Selection Subcommittee has examined the existing selection procedures of the city and county police agencies, and they are summarized as follows:

#### COUNTY

#### CITY

#### Requirements for examination:

- |                      |   |
|----------------------|---|
| 1. bachelor's degree | 1. high school diploma  |
|                      | 2. male or female between 21 and 30 years (35 years for veterans) |

#### Examination proceedings:

- |                        |                          |
|------------------------|--------------------------|
| 1. written examination | 1. college entrance test |
| 2. oral examination    | 2. written examination   |
|                        | 3. physical agility      |
|                        | 4. oral examination      |

#### Post examination proceedings:

- |                              |                              |
|------------------------------|------------------------------|
| 1. psychological examination | 1. psychological examination |
| 2. background investigation  | 2. background investigation  |
| 3. department oral interview | 3. medical examination       |
| 4. medical examination       |                              |
| 5. interview with sheriff    |                              |

#### Qualifying factors after appointment:

- |  |                   |
|--|-------------------|
| 1. basic swimming qualifications                 | 1. none specified |
| 2. firearms qualification                        |                   |
| 3. first aid qualification                       |                   |
| 4. successful completion of academy examinations |                   |

### RECRUITMENT PROPOSALS

These items are only meant to be guidelines to recruitment. The amount of recruitment will be determined by the need for applicants.

1. Recruitment and application to be accomplished by and through the classified personnel system.
2. Advertising throughout the nation via newspapers.
3. Notifications of police positions sent to interested college job placement centers.
4. Advertising in national police publications.
5. Notifications of police positions sent to military career counselling debarkation centers.
6. News media public service announcements -- T.V. and radio.
7. Possible visitation to any interested group for recruitment.

### SELECTION PROPOSALS

In examining the selection procedures of both agencies the areas of major differences were identified as the educational requirement, the physical agility test, and the maximum age qualification. The subcommittee discussed each of the areas at length and offers the following recommendations.

#### Educational requirement

It was the consensus of the subcommittee that the model police agency should require a baccalaureate degree as a minimum qualification for the position of police officer. Numerous alternatives -- such as two years of college with requirement for graduation in a specific time period, pay differentials, and modified programs -- were considered; however, the subcommittee members without dissent agreed that such alternatives serve to "cop out" and defeat the desired goal. The arguments for a baccalaureate requirement are well documented and legion and deserve no

additional reiteration here. It is expected that emotionalism on both sides of this issue will cloud the realities of the situation and fears -- both politically and internally -- will serve to run counter to the best interest of the police service and the citizens of Oregon. Our recommendation will remain one of support of the bachelor's degree as a qualifying factor for the police service.

Proposal A: Bachelor's degree from a college or university, degree to be presented at time of examination.

Proposal B: Have completed 90 quarter hours (60 semester hours) at a college or university. A bachelor's degree must be obtained within four years after the probationary period of eighteen months. Failure to meet this requirement will result in suspension from duty until the degree is earned.

#### Physical agility test

Based on the collective police experience of the subcommittee members, it was agreed that the physical agility test serves no rational purpose in the selection process for police officers. Rather, the subcommittee recommends that the physical agility test be included as part of the academy process and be broadened into a physical conditioning program for police recruits with facilities for continued physical conditioning after graduation from the basic academy training. It was agreed that a properly conducted medical examination can ascertain the fitness of candidates to undergo physical activities.

Proposal A: The physical agility test be removed from the selection process. This function should be carried out in the academy as a portion of the training process.

Proposal B: The physical agility test presently used by the city be retained. As a condition of employment all officers will be required to meet standards of weight and agility throughout their career. Failure to comply will result in suspension until the standard is met by the officer.

#### Maximum age limits

The subcommittee was unable to ascertain the status of the age discrimination legislation believed to be dispositive

of many of the issues in this area. The veterans' bonus available to present city applicants was considered to be an overbreath of veterans' privileges and, if legally possible, should be eliminated.

Proposal A: There should be no upper age limit. This should not adversely affect the quality of the applicants as all must meet the same requirements.

Proposal B: Retain the city's age maximum limit. It can be argued that the rigors of law enforcement require that most of an officer's career be spent at a lower age. For a court decision on this subject, see "Employment Practices," March, 1973, pp. 2-25 and 2-26.

#### Psychological and medical examination

Some differences in the quality of medical examinations were noted with the City of Portland medical examination being the superior of the two. It is recommended that the city's existing medical standards be maintained. Similarly, the psychological examinations presently given by both agencies were seen as a useful screening device which should be maintained.

#### Background investigations

Background investigations are conducted by both agencies with neither agency making proper use of the screening device. Efforts should be made to allocate more resources to this function enabling field investigations to be conducted. Present practices of utilizing letters to sources submitted by the applicant serve only to isolate gross unsuitability for the police service.

#### Oral interview

The department oral interview presently used by the two agencies is a useful screening device which should be maintained. This interview is conducted after all available information is available concerning the applicant and allows for greater depth and evaluation than does the beginning civil service examination. This interview board should make recommendations regarding the applicant to the appointing authority and should be the final step in the selection process.

Qualifying factors

The qualifying factors after appointment which are formalized in the existing county procedure were classified as window dressing which in reality are not enforced or audited in the civil service system. These factors should constitute merely a part of the probationary period process solely within the discretion of the department.

# CHAPTER 18

## REPORT

of the

## RESERVES/AUXILIARY

## SUBCOMMITTEE

## SUBCOMMITTEE MEMBERSHIP

### CHAIRMAN

James Sims (Captain), Services Division, MCSO

### VICE CHAIRMAN

Dean Littell (Lieutenant), Personnel and Training, PPB

### MEMBERS

David Aiken (Lieutenant), Executive Officer, MCSO  
Reserves

Tom Sawyer (Lieutenant), District Patrol, MCSO

R. G. Smith (Commander), Portland Police Auxiliary

# CONTINUED

4 OF 5

## SUBCOMMITTEE MEMBERSHIP

### CHAIRMAN

James Sims (Captain), Services Division, MCSO

### VICE CHAIRMAN

Dean Littell (Lieutenant), Personnel and Training, PPB

### MEMBERS

David Aiken (Lieutenant), Executive Officer, MCSO  
Reserves

Tom Sawyer (Lieutenant), District Patrol, MCSO

R. G. Smith (Commander), Portland Police Auxiliary

## SUBCOMMITTEE MEETING SCHEDULE

(No meeting schedule was received  
from this subcommittee.)

## SUBCOMMITTEE OBJECTIVES

1. The role and functions of reserves/auxiliary must be developed.
2. An examination of the reserve and auxiliary activities of each agency must be conducted with a description of each (to include policies and procedures).
3. A comparative analysis of the similarities and differences of the reserves and auxiliaries is required.
4. An identification of functions which could be added or should be eliminated from reserves/auxiliary is required.
5. Alternative recommendations as to the physical merger, consolidation, and/or co-location of the reserves/auxiliary must be developed.
6. Implementation plans for alternative recommendations must be developed.

## SUBCOMMITTEE REPORT

The task of the Reserve/Auxiliary Subcommittee of the Joint Operations Committee was to develop a model plan for a reserve police organization delineating roles and functions of the reserve as well as development of alternative recommendations on physical merger, consolidation and/or co-location of the consolidated unit.

Examination of the activities of the reserve and auxiliary agencies, including policies and procedures.

The Portland Police Auxiliary was formed in 1955 as a replacement for the supplemental organization created by wartime and civil defense needs. The present unit is commanded by a civilian responsible to the chief of police. Additionally, a liaison officer from the regular force is assigned to the auxiliary who supervises the organization. The liaison position is and has been a lieutenancy.

The applicant undergoes a nine-week, eighteen-hour course prior to receiving his commission. An auxiliary officer may carry a weapon on duty only if he completes an eight-week, sixteen-hour National Rifle Association small arms course. He may carry a nightstick after completing a four-hour baton school. Other training sessions are conducted at regular monthly meetings.

The auxiliary officer provides his own uniform and equipment and receives no remuneration for his services. The city provides insurance for the auxiliary officer while he is on his assigned duty.

Recruiting is continuous, the applicant being checked for a police record (fingerprinting included). The number of people being commissioned out of total applicants is from five to ten percent. Specifically, entrance standards require the applicant to be at least twenty-one years of age, have no obvious physical defects, have no criminal record and give evidence of good character. The organization also has a women's auxiliary.

Auxiliary police augment the regular police force in emergency situations. Additionally, the auxiliary force assists the regular police patrol during the Rose Festival, Halloween and New Years. They also help to control traffic at the Portland Zoo during its season. One of the more important functions is the maintenance of patrols in the city parks during summer months, thus contributing significantly to reduced vandalism. This patrol is maintained by use of the officers' cars for which they receive mileage reimbursement. Auxiliary officers respond to emergency callout.

The Multnomah County Sheriff's Reserve began during World War II as an essentially civil defense organization known as the Multnomah Guard and Control. By 1964, the organization had assumed the character of a true reserve providing supplemental assistance to the regular sheriff's office. On reorganization, the reserve became a unit of the regular department with the county providing patrol vehicles and uniforms.

Requirements for entrance and prerequisites to academy membership are listed below:

- A. Good driving record and valid driver's license.
- B. No recent arrests and no adult criminal record.
- C. Twenty-one years of age at time of academy completion.
- D. United States citizen.
- E. Have completed high school or received G.E.D. and have completed forty-five quarter hours of post high school academic or equivalent vocational training. Post high school training may be waived for police experience.
- F. Pass a review board, oral questioning session.
- G. Pass a department administered psychological examination.
- H. Be certified as to sound health by a physician.

Recruits must satisfactorily pass a 280-hour police academy meeting board on Police Standards and Training Standards

and complete an eighteen-month probationary period. Reserve officers must fulfill a minimum of 180 duty hours a year, including forty in-service hours (part of which is an annual firearms qualification).

Recruitment is an ongoing effort, the application to commissioning loss rate being about 75 percent.

The reserve officer functions as one of two officers in a marked car performing house checks, auto tows and cover functions as assigned. The car handles miscellaneous non-criminal incidents as assigned, calling for a regular unit to take necessary reports. The reserve officer also performs police functions at various public events, at grade and high schools, for remuneration at the union negotiated hourly base. Public charities are assisted gratis with all requests for officers, remunerative or nonremunerative being reviewed by the sheriff or his designee.

The reserve officer is also available to respond to callout duty in the event of a natural or manmade disaster.

Promotion within the reserve section to sergeant is by examination. Promotion to lieutenant and captain is by appointment of the section commander.

The City of Gresham has recently formed a reserve organization which is similar in many respects to the sheriff's reserve. Generally, the Gresham reserve is the second man in a vehicle and is under the supervision of a regular officer.

#### Analysis of the similarities and differences.

The auxiliary police and the sheriff's reserve perform functions which are basically different, as implied by their names. The police auxiliary is precisely that -- an organization not giving direct supplementary service while nonetheless providing regular valuable community contributions. The park patrol reduced vandalism and has continued to maintain low vandalism levels in the city parks. Prior to assumption of that patrol, the city suffered considerable losses. Assistance during the Rose Festival is a major contribution, this being more direct in terms of police presence on the parade route including traffic direction at festival functions. The reserve, however, provides direct uniform supplementary patrol in marked police vehicles providing shift

differential. Officers man three to four cars seven nights a week giving service as described previously. The police auxiliary has a membership of approximately 100, while the reserve complement is about 120. The major similarity in the two organizations is their availability for total call-out at time of a department determined need.

The Gresham Police Department feels its organization can be successfully merged as it generally has congruencies with the sheriff's reserve.

Identification of those functions which could and should be added or eliminated from the consolidated unit and development of the role and functions of the consolidated unit.

These points are considered together in the projected formation of the new unit which the subcommittee felt would most preferably be a reserve rather than an auxiliary function. The new reserve unit follows in many respects the present Multnomah County Sheriff's Reserve; however, the most outstanding addition of the Portland Police Auxiliary would be the assumption of responsibility for park patrol and assistance given during the Rose Festival. The Gresham Police Department generally accepts the projected organization below.

I. Commander

- A. To be a lieutenant of the regular police department.

II. Operations

- A. Teams of no less than six (6) men and no more than eight (8) men.
- B. Each level of command will be responsible for no less than two (2) nor more than four (4) teams. There will be six (6) men under each sergeant, four (4) sergeants per each lieutenant, and four (4) lieutenants per captain. One captain will be over one hundred (100) men.
- C. Administrative positions will be filled as the commander may require.
- D. Personnel recruiting and administration of training and personnel will be provided for

by the regular consolidated police organization.

- E. Three hundred men trained for a minimum level of service will be needed.
- F. Ten reserve patrol cars will be needed.
- G. Generally, all reserve officers will report to consolidated headquarters. If decentralization is enacted, reserve officers will be assigned to those decentralized duty stations as appropriate with demands for service, depending upon the development of the program within the consolidated police organization. Reserve officers could be assigned to other units where and when appropriate.
- H. The furnished, recommended uniform will be standard police brown: specifically, light brown trousers, light brown shirt, dark brown trouser strip, dark brown pocket flap, dark brown epaulette, dark brown full length coat. Badges are to be silver in the standard consolidated organization design with indication on the badge that the officer is a reserve. Leather will be black, hardware and leather design to be compatible with the consolidated organization. The weapon will be the standard consolidated organization requirement, and will be furnished by it and will be the only weapon authorized to be carried by the officer. The cloth portion of the cap is to be light brown. An example of the uniform would be that worn by Multnomah County Sheriff's Reserve. The patch would be the standard consolidated department patch.

RESERVE OFFICER JOB DESCRIPTION

- I. Requirements at entrance:
- A. Good driving record and valid driver's license.
- B. No recent arrests and no adult criminal record.
- C. Twenty-one years of age at time of academy completion.



- D. United States citizen.
  - E. Have completed high school or received G.E.D. and have completed forty-five quarter hours of post high school academic or equivalent vocational training. Post high school training may be waived for police experience.
  - F. The reserve organization does not discriminate according to age (except for minimum age), sex, race, religion, or national origin.
- II. Prerequisites to academy membership:
- A. Pass a review board, oral questioning session.
  - B. Pass a department administered, psychological examination.
  - C. Be certified for sound health by a physician.
- III. Recruit requirements:
- A. Satisfactorily pass academy examinations to include the following:
    1. Academic examinations.
    2. Firearms qualifications.
    3. Driving qualification.
    4. First aid qualification.
  - B. Satisfactorily pass an eighteen-month probationary period.
- IV. Membership requirements:
- A. Fulfill 180 duty hours per year to include the following:
    1. One hundred and forty patrol hours minimum.
    2. Forty in-service hours to include firearms qualification.
- V. Duties:
- A. The reserve officer may be assigned as one of two officers to a marked car performing house checks, auto tows, and cover functions as assigned. This car will not be available to handle original calls for service.

- B. The reserve officer will be assigned as a second man attached to, and supervised by, a regular officer who performs original investigations and original calls for service. This may be in patrol, traffic, park patrol, or other areas as assigned.
  - C. Reserve officers will perform police functions in assistance to public charities (eg., March of Dimes, Perry Center, and Shriners) without compensation.
  - D. The reserve officer will perform police functions as requested at grade and high schools for compensation, the rate of pay to be no less than the minimum hourly rate negotiated by the consolidated bargaining agent for the regular consolidated police force and the consolidated government.
- VI. Promotion within the reserve section to sergeant is by examination. Promotion to lieutenant and captain is by appointment of the section commander.
- VII. The posse will serve without commission for ceremonial functions. If the head of the consolidated police force deems it appropriate for the posse to serve in other than ceremonial functions, they will be made a unit of the reserve forces and will meet reserve minimum standards in addition to their own specific requirements. They may be called upon in special circumstances to perform search functions under their ceremonial status.

Development of alternative recommendations on the physical merger, consolidation and/or co-location of the consolidated unit.

It is the recommendation of the subcommittee that if the consolidation merger does not pass, there should be no consolidation of the auxiliary and the reserve. Rather, each should evolve under the direction of the organization it serves. This was unanimous. It should be valuable, however, for a plan to be developed by both the Portland Police Bureau and the Department of Public Safety of Multnomah County for joint operations and more effective utilization of the reserve auxiliary force in time of

callout. A greater degree of planning or utilization has not been forthcoming heretofore.

A possible alternative to the recommended merged reserve organization could be a reserve whose scope and function could be reduced, possibly eliminating function V in the reserve officer's job description above.

Implementation plans for alternative recommendations.

Additionally, the subcommittee recommends the upgrading of the Portland Police Auxiliary in training, ideally completing a state certificate academy similar to that of the sheriff's reserve.

CONCLUSION: STATEMENTS OF JUSTIFICATION AND RATIONALE

There has been criticism expressed at various times about a reserve force fulfilling the needs of those with an "authoritarian" personality or that the reserve force would constitute a threat to professionalism among police, the reserve's role in a labor dispute being ambiguous. Others feel, as an elaboration on the last criticism, that governments may tend to rely on a reserve force while not providing the level of civil service police service which is actually required. These arguments are specious in regard to Multnomah County's various police departments.

The argument that the reserve constitutes a collection of authoritarian personalities is particularly absurd. The subcommittee wishes to point out that this is no more of a risk with the reserve than it is with a regular police force. The formation of a reserve in the consolidated police organization is entirely subject to the supervision and regulation of that department and is not some sort of a sturmabteilung, tromping willy-nilly about the countryside. It has been the practice of both the Portland Police Bureau and the Multnomah County Sheriff's office to give psychological tests and to have a personality profile in mind when selecting their officers. We have purposely included psychological testing and an oral interview board to assure that there be no problem with those whose personalities are unsuited for police work. This is in line with standard department procedure and guarantees, to a large extent, the exclusion of an undesirable applicant. The proposed eighteen months probationary period will identify those others who are

unsuited. These requirements are no less than what the regular departments demand.

Police work is a profession and not a trade. Comparisons between masons, carpenters, plumbers and policemen in regard to labor is not an accurate one. All professions have supportive personnel acting as aides or paraprofessionals. The more highly skilled the profession, the greater the training demands on the paraprofessional. We have included as a training requisite that the reserve meet state certification requirements. In line with this, while the reserve is able to function at a level of competence, this does not mean that they can supplement wholesale the regular police officer anymore than a nurse or paramedic is a doctor. The role of the reserve in a labor dispute should be one of total noninvolvement. Such is the case with the present Multnomah County Sheriff's Reserve and must be a matter of policy in the consolidated police force. There undoubtedly will be members of the reserve who are members of unions themselves who would not sanction any involvement, whatsoever, in any dispute between the police labor force and the government. This is as it should be.

There are those occasions when the demands for police service far exceed the available force. Some individuals within the police community have taken the narrow-minded and irresponsible view that additional demands for service must be met totally by regular officers, regardless of the potential for budgetary chaos, not to mention the factors of physical and psychological exhaustion operating on an officer called upon to work extended or double shifts several days in a row. A contingency force is a necessity, considering the wealth of natural and man-made difficulties which can affect an urban center. A contingency force which is untrained and untried borders on uselessness. While we have purposely established an organization which only supplements, rather than provides direct service, and is dependent upon the regular force for its training and supervision, nonetheless, it will be trained and competent. What individuals and organizations may feel is adequate manpower in the regular police is not determined because of the proposed reserve, but rather is a problem which must be worked out between police administration and the government fiscal authority for full police service without making a reserve force the butt of resentment because of budgetary limitations.

Finally, one must consider the question of citizen involvement in government, more specifically in the police. The

reserve provides a tremendous reservoir of citizens informed on the needs and problems of a police force and who are supportive of demands for manpower and equipment. The reserve is real, responsible community action.

All of these points have been substantiated time and again by those departments with a viable reserve program, numerous California departments being the most outstanding examples. Thus, the subcommittee justifies and endorses its advocacy of the reserve concept for the consolidated police organization.

# CHAPTER 19

REPORT

of the

RULES AND REGULATIONS

SUBCOMMITTEE

### SUBCOMMITTEE MEMBERSHIP

CHAIRMAN

William Goss (Sergeant), Communications,  
MCSO

MEMBERS

Mike Donohue (Deputy), District Patrol,  
MCSO, Resigned

Wayne McDonnell (Deputy), District Patrol,  
MCSO

Ronald Parno (Patrolman), Financial Admin-  
istration, PPB

Robert Steen, Multnomah County Civil Service  
Commission

Randy Thompson (Patrolman Specialist), Traffic,  
PPB

Dwight Vicars (Patrolman), Patrol, Gresham  
Police Department, Resigned

### SUBCOMMITTEE MEETING SCHEDULE

January 10, 1974	1:00 P.M.
January 24, 1974	9:00 A.M.
January 31, 1974	9:15 A.M.
February 7, 1974	9:15 A.M.
February 14, 1974	9:15 A.M.
February 28, 1974	9:15 A.M.
March 7, 1974	9:15 A.M.
March 14, 1974	9:15 A.M.
March 18, 1974	3:00 P.M.
March 30, 1974	1:00 P.M.
April 12, 1974	7:30 P.M.

## SUBCOMMITTEE OBJECTIVES

1. A survey of rules and regulations of other comparable agencies must be conducted to include relevant research.
2. An examination of the existing rules and regulations of both agencies must be conducted with a description of each.
3. A comparative analysis of the similarities and differences is required.
4. The recommendations for rules and regulations of a consolidated agency must be developed.

## COVER LETTER

### MEMORANDUM

Date: 13 April 1974

TO: Members Personnel Policy Committee  
 FROM: Bill Goss,  
 Rules and Regulations Subcommittee  
 SUBJECT: Final Report

The Rules and Regulations Subcommittee was charged with the responsibility of completing four objectives. The subcommittee has addressed itself to each of the four objectives in as much detail as was possible within the limitations the subcommittee confronted. It has not been an easy task to conform to all or even most of the GOC Committee recommended rules for subcommittee operation. The overriding problem was the inability of the members to adequately schedule meetings and meet the workload demands in addition to their regular departmental assignments. As a result, two of the original members of the subcommittee found it necessary to resign. Although one of these members was replaced, there was a lack of continuity. Members of the subcommittee were assigned to all three shifts, and this hindered the establishment of convenient meeting times.

The subcommittee did, however, accomplish some significant items. Rules and regulations manuals were solicited from several outside agencies. Most of the manuals solicited were received and copies were made available to the Office of Police Consolidation. The originals will be returned by 15 April as required by the lending agency. The following agencies responded with manuals: Jacksonville, Florida Police Department; Seattle, Washington Police Department; King County, Washington Sheriff's Office; Denver, Colorado Police Department; San Francisco, California Police Department; Berkeley, California Police Department. Each manual was assigned to an individual member who was given the responsibility of noting the positive contributions the manual could make to our efforts.

To accommodate employee input a questionnaire was distributed to both departments soliciting written proposals, recommendations and comments regarding rules and regulations of each department. Apparently, the questionnaire failed to be received by a majority of the members and, in fact, failed to produce any input. This result is comparable to the results experience by the Office of Police Consolidation in their questionnaire.

The Portland police manual and Multnomah County Sheriff's manual were made available to all members. The members noted several similarities and differences. The following are of particular note:

**Similarities:** Both manuals are quickly outdated by changes in procedure or regulations.

Both manuals are cumbersome and do not speak to today's professional police officer.

Both manuals lack conciseness by making too many references to the same subject, often necessitating confusing cross-references.

**Differences:** Portland's manual provides a crisp design and ease of maintenance, but contains no index section.

Multnomah County's manual usually contains understandable rhetoric.

Multnomah County's manual makes little reference to the organization either by definition or function.

As the subcommittee continued with weekly meetings and then lengthy workshops, many recommendations were made concerning the rules and regulations of consolidating agencies. These recommendations will be found in the report of the subcommittee which follows. Additionally, the subcommittee did attempt to go into some detail by recommending specific content and language for at least two sections of the manual.

The subcommittee recognizes the mandatory deadlines under which other groups must necessarily work. As such, and in accordance with the memo from the Office of Police Consolidation, after 15 April this subcommittee will consider itself in an inactive status.

## SUBCOMMITTEE REPORT

### I. DEFINITIONS

The Rules and Regulations Subcommittee recommends that the following definitions be submitted for consideration. We believe these definitions should be included in a manual of rules.

#### Acting:

Serving temporarily in a position to which the member is not ordinarily assigned, usually in a position of higher rank. All the authority, responsibilities, wages, and duties of the officer in the higher position devolve upon the acting member.

#### Beat:

An area assigned for foot patrol.

#### Chain of Command:

The unbroken line of authority extending from the chief/sheriff through a single subordinate at each level of command, down to the level of execution, and return.

#### Death Leave:

Is that period of time that an officer is excused from active duty to attend a funeral or to take care of household adjustments in the event of death in the immediate family or persons other than immediate family if approved by chief/sheriff.

#### Detail:

A detail is a subordinate part of a unit; the assignment may be temporary or permanent.

#### District:

The geographic area of responsibility assigned to a specific district patrol officer.

#### Division:

A division is the primary subdivision of a department function for a general service or for some specialized activity with its commanding officer reporting directly to the sheriff/chief.

Executive Office:

The office of the chief/sheriff and those members of the department attached directly thereto.

General Orders:

Written directives issued at department level by the chief of police/sheriff. General orders establish procedures and regulations governing matters which effect the entire department. A general order may cancel or modify any other regulation, procedure or order.

Leave of Absence:

Is that period of time that a department member is excused from active duty without pay.

Line Operations:

All activities in which members of any division or section directly affect the accomplishment of the police purpose.

May:

Indicated that the action is permissive under certain conditions.

Memoranda:

A method of transmitting information not warranting a formal order; or to provide written direction at levels of command not authorized to issue general, special, or personnel orders.

Military leave:

Is that period of time that a department member is excused from active duty to serve in any of the recognized branches of the military service.

Order:

A specific written or oral communication from a superior officer directed to a subordinate division, unit or individual. Orders will not conflict with the policy, directives or general orders issued by higher authority in the chain of command.

Personnel Orders:

Written directives by the authority of the chief/sheriff which relate to transfers, appointments, assignments,

commendations and discipline.

Post:

A fixed position or location to which an officer may be assigned.

Precinct:

A primary location housing line operations and/or support services with the responsibility of maintaining law enforcement in a sector of the city.

Privilege:

Employment conditions which are not a "right" but are granted at the convenience of the bureau/department or member.

Procedure:

An officially approved course of action. It is a prescribed method of dealing with a given situation.

Report:

A report is always a written communication unless otherwise specified, stating in detail all action taken by an officer in any situation that demands his official attention.

Right:

In reference to conditions of employment, the term "right" shall designate those conditions specifically outlined by state or federal law, the city/county charter, city/county ordinances and civil service rules (e.g., every member has a "right" to a specified annual leave based on the length of service).

Section:

A section is the secondary subdivision of a bureau/department and the principal subordinate part of a division, usually assigned to perform part of the responsibility of a division.

Seniority:

Seniority shall be defined as the length of service by the officer in the bureau/department within his civil service classification.

Shall/Will:

Indicates that the action required is mandatory.

Sick Leave:

Is that period of time that a department member is unable to report for active duty because of medical disability to either himself or a member of his immediate family.

Special Duty:

Police service, the nature of which may require that the member be excused from the performance of his regular duties.

Special Orders:

Written orders issued by the chief/sheriff that specify procedures and/or regulations governing particular situations and are automatically cancelled when their purpose or expiration date has been achieved.

Support Services:

All activities in which members of the department are engaged for the purpose of facilitating the performance of line operations.

Suspension:

The act of denying a member the privilege of performing his assigned duties as a result of violation of bureau regulations. Suspension may be the first step in the disciplinary process or the penalty assessed. The suspended member ordinarily does not receive pay during the period of suspension.

Through Official Channels:

The line of communication, either oral or written, which passes through the hands of superior officers in the chain of command.

Unit:

A unit is a subdivision of a section with personnel assigned to perform a specialized activity. A unit may be organizationally a part of the office of the chief/sheriff.

Zone:

A geographical area of the city/county assigned to a commanding officer.

The following list completes the definition section of the Rules and Regulations Subcommittee recommendations. We believe that these twenty-seven terms should be defined in the rules and regulations section of the manual under the following conditions:

1. These terms shall be functionally defined in all circumstances.
2. These terms shall be defined only if the prevailing concept of police organization includes these terms.
3. These terms should automatically be null and void should the prevailing police organization exclude them.

Personnel Terms to be Defined

Acting	Member
Captain	Officer
Civilian Personnel	Order of Rank
Commander	Patrol Officer
Commanding Officer	Police Intern
Deputy Chief	Police Reserves
Dispatcher	Public Information Officer
Detective	Radio Engineer
Division Chief	Rank
Employee	Ranking Officer
ID Technician	Sergeant
Legal Coordinator	SI Investigator
Lieutenant	Superintendent of Radio Engineers
	Superior Officer



## II. CONDUCT SECTION

The subcommittee evaluated the conduct sections of several police manuals. We noted that while some manuals were quite detailed and specific, they tended to be redundant and dogmatic. Others appeared to contain a comprehensive yet concise set of rules. The manuals ranged from liberal to conservative standards of conduct.

It is our belief that the Portland Police Bureau and the Multnomah County Sheriff's office are and seek to be professional organizations of the highest caliber. This belief must be articulated in a set of rules of conduct that provides adequate guidelines and at the same time recognizes the professional quality of the employees. In accordance with this philosophy, this subcommittee recommends the following set of rules for the conduct section of the rules and regulations manual. It is likely that these rules are not in themselves comprehensive. The subcommittee would, therefore, recommend that any additions or corrections to these rules not stray from the intent of the following rules.

Standard of Conduct

No member of this department will act in an official capacity in such a manner as to bring discredit upon the department or upon himself as a sworn police officer.

Criticism and Obedience

Members shall not publicly criticize any member of the department or an order issued by a superior officer or fail, refuse or neglect to obey such order provided said order is not contrary to the rules and regulations or any law. A superior officer will not misuse his authority by giving any order contrary to the rules and regulations or any law.

Obedience to unlawful or improper orders:

1. Obedience to an unlawful or improper order is never a defense for an unlawful or improper action, and no member is required to obey an order which is improper or contrary to federal, state or local laws.
2. The responsibility for refusal to obey an order rests with the refusing member who will be required to justify his actions. Failure to do so will be considered a violation of this rule.

Personal Appearance

1. Members will present a neat and clean appearance.
2. Members assigned to civilian dress investigations are exempt from this requirement when under instructions from their superiors.
3. Members wearing civilian dress on duty will be attired in a manner appropriate to their assignment and their public service responsibilities. Their appearance to the public and especially in court will reflect their responsible position.
4. Unit commanders will not permit obviously inappropriate attire or personal grooming on the part of on-duty members.

Courtesy

Members shall at all times treat citizens with courtesy and shall, even in the face of great provocation, be diplomatic in the performance of their duty.

Appropriate Action Required

The demands of the police service are many, varied and often extreme. Members, whether on or off duty, will meet these challenges by responding in an appropriate manner to whatever situation they encounter by:

1. Performing official acts in a lawful manner.
2. Taking action in each situation to provide the necessary service, completing all required reports, and insuring the notification of the proper superiors when indicated by the circumstances.
3. Being considerate of the rights, feelings and interests of all persons.

Subject to Duty

Certain hours are designated in the assignments for officers to perform their regular duty, yet at all times they are subject to call for duty by order of their superior officer.

Attire

Officers shall appear in the uniform of the day except when

excused from wearing the uniform by order of their commanding officer or because of the nature of their assignment. Officers may be directed to appear in court and other official activities in the uniform of the day.

#### Absence from Duty

No member shall be absent from duty without consent of his superior officer.

#### Acquire Knowledge of Law

The officer shall endeavor to have a working knowledge of federal and state law and local ordinances.

#### Conform to Law and Department Regulations

Members will be required to conform to and abide by the rules and regulations, directives and procedures of the department, local ordinances, laws of the state and laws of the United States.

#### Physical Fitness (none)

The subcommittee makes no specific recommendation. It does, however, recommend that a standard of physical fitness be established on a department-wide basis.

#### Gifts and Rewards

Members of the department will not solicit or accept either directly or indirectly any gift, gratuity, loan, fee or any other thing of value arising from or offered because of police employment without permission of the sheriff/chief.

#### Recommending Attorneys

Officers shall not suggest or recommend specific attorneys to any person arrested except to members of the officers' own immediate families.

#### Files

All members of the department will treat as confidential the business, activities, files and reports of the department. They must not impart knowledge of them except to those who have a "right to know."

#### Intoxicating Liquor

Members shall not consume intoxicants while on duty and/or in uniform or identifiable parts thereof and/or in any department facility or vehicle except by permission of the sheriff/chief. No member will be assigned to duty if evidence of consumption is apparent.

#### Gambling

Members shall not engage in any form of gambling while on duty and/or in uniform except for gathering evidence for an arrest.

#### Conflicting Orders

1. Upon receipt of an order conflicting with any previous order or instruction, the member affected will advise the person issuing the second order of this fact.
2. Responsibility for countermanding the original instruction then rests with the individual issuing the second order.
3. If so directed, the latter command will be obeyed first.
4. Orders will be countermanded only when necessary for the proper accomplishment of department responsibilities.

#### Chain of Command

Members of the department will normally conduct official business through channels from superior to subordinate and vice versa. Lateral communication is encouraged with the chain of command informed of significant matters by those involved.

#### Transactions with Involved Persons

Members will not engage in any transaction with any complainant, witness, suspect, defendant, prisoner or other person involved in a department case whereby the successful prosecution of the case or the member's personal integrity may in any way be jeopardized.

#### Discrimination

A member of the department will not allow any of his actions or decisions to be affected by prejudice of race, color, religion or political belief.

Discriminatory References

Members of the department shall not refer to any person in a derogatory manner because of his race, color, religion or political preference.

Private Business

Except for essential personal transactions, no member will conduct private business while on duty.

## III. ORGANIZATION SECTION

The following recommendations pertain to the organization section of a rules and regulations manual. The subcommittee has availed itself of several manuals from other jurisdictions and believes that the below listed recommendations would provide department members with a comprehensive account of the organization and functions of the department and its members.

1. The subcommittee believes that the organization section should include an organization chart. It should be comprehensive, flexible, and should be subject to revision immediately upon the reorganization of part or parts of the department.
2. The subcommittee believes that the organization section should include statements relative to the number and type of classification of employees in the department and the order of rank of members of the department.
3. The subcommittee believes that the organization section should include a description of the functional responsibilities of divisions, sections and units.
4. The subcommittee believes that the organization section should include statements relative to the duties and responsibilities of all sworn personnel. The duties and responsibilities of the employer shall also be included. Additionally, the duties and responsibilities of civilian personnel should be included in the proper manual.

## IV. SECTIONS OF THE MANUAL

The list below is a compilation of all sections receiving

consideration in the PPB, MCSO and all other manuals which came under consideration by this subcommittee. The subcommittee recommends that several of these sections be excluded from a rules and regulations manual but included in other major divisions of a department manual. In other cases some sections should be combined with others to provide for smooth and concise organization.

The sections and recommendations are as follows:

1. Definitions: to be included in the rules and regulations manual.
2. Organization: to be included in the rules and regulations manual.
3. Duties and responsibilities of personnel: to be included as a subsection of organization.
4. Administration: exclude from the rules and regulations manual. Should be an independent manual.
5. Discipline: exclude from the rules and regulations manual. Should be independent manual.
6. Conduct: to be included in the rules and regulations manual.
7. Personal appearance and equipment: to be included in the rules and regulations manual.
8. Department property and equipment: exclude from the rules and regulations manual. Should be independent manual.
9. Department correspondence: exclude from the rules and regulations manual. Should be in the procedures manual.
10. Conduct with prisoners: exclude from the rules and regulations manual. Should be in the procedures manual.
11. Court: exclude from the rules and regulations manual. Should be in the procedures manual.
12. Public activities: exclude from the rules and regulations manual. Should be included in the procedures manual.
13. Use of force: exclude from the rules and regulations manual. Should be included in the procedures manual.

14. Firearms: exclude from the rules and regulations manual. Should be included in the procedures manual.
15. Vehicle operation: exclude from the rules and regulations manual. Should be included in the procedures manual.
16. Leaves, sickness, injury: exclude from the rules and regulations manual. Should be a section of the administration manual.
17. Civil cases: to be included in the rules and regulations manual.

#### V. GENERAL RECOMMENDATIONS

This subcommittee evaluated the rules and regulations of the two departments in question plus the other manuals at our disposal. We wish to make the following recommendations which will hopefully anticipate several of the problem areas that presently exist or would most probably exist in the future.

First, the subcommittee recommends that separate manuals be published and issued to sworn and civilian members of the department. The subcommittee recognizes that the duties and responsibilities of sworn personnel, for the most part, differ vastly from that of the civilians hired by the department to provide efficient support services. The majority of the entries in a department rules, regulations and procedures manual are professional rules of conduct exclusive to sworn personnel or procedures relative to the performance of the duties of the police officer. This manual must be comprehensive and germane to sworn personnel.

On the other hand, it would be improper to neglect the civilian personnel who constitute a significant portion of a department. These people deserve and need a concise manual of their own. This manual, issued under the authority of the department head, must accurately reflect the current work conditions for civilian employees and contain provisions provided by contractual and other agreements. Therefore, this subcommittee further recommends that the appropriate individuals, representatives of affected organizations, and management convene to draft a rules and regulations manual for civilian employees.

Second, this subcommittee recommends that all sections of a rules, regulations and procedures manual contain suspense dates that require adequate review on a periodic basis to determine the relevance and continued justification of each and every entry. These suspense dates should be reasonable, and there must be adequate staffing to keep suspense dates without fail.

Third, this subcommittee believes that it is essential that personnel be fully informed of all activities and procedures of each functional unit within the department. As personnel receive new assignments through transfer or promotion, they enter new units that have rules and procedures unique from any other. Therefore, we recommend that each functional unit with the department be required to publish and maintain a unit procedure manual. Multnomah County has maintained this policy since 1968. The value of the unit procedures manual has been expressed in positive terms by many members of the department. The hazard is that these manuals quickly become dated and of little use. Again, suspense dates are necessary to insure applicability.

Fourth, the subcommittee recommends that certain references be made at the beginning of the department manual. Prior to a table of contents the manual should contain the police "Code of Ethics." We believe that members of the profession agreeing to uphold the "Code of Ethics" will be liable for their actions as surely as if the specific actions were listed in the rules and regulations manual.

There should also be a preamble page that introduces each member to the nature of our public service.

There should also be a page concerning manual maintenance. Each member should be made personally accountable for maintaining a current manual.

Fifth, the subcommittee believes that the manual design should closely conform to the following recommendations:

1. The manual should be bound in a loose leaf binder to facilitate ease of maintenance.
2. The size of each page should be limited to approximately 4 x 6 inches.
3. The binder should be plasticized for durability.

4. There should be a comprehensive index and table of contents.

Sixth, the subcommittee recommends that the corrections division publish a manual to meet their needs and procedures.

Finally, in the event that the consolidation issue is passed by the citizens in the May primary, we are concerned that sufficient effort and manpower be made available to complete a combined procedures manual for the new department.

# CHAPTER 20

REPORT

of the

TRAINING AND EDUCATION

SUBCOMMITTEE

## SUBCOMMITTEE MEMBERSHIP

### CHAIRMAN

Norman Reiter (Captain), North Precinct, PPB

### MEMBERS

David Aiken (Administrative Assistant), Cleveland High School

Robert Anderson (Deputy), Personnel and Training, MCSO

Burdette Emery (Dean of Continuing Education), Portland Community College

James Harvey (Captain), Personnel and Training, PPB

Ralph Kernon (Deputy), District Patrol, MCSO

Jerry Mcubbin, Ph.D. (Assistant Professor), Department of Education, Lewis and Clark College

Patrick Miners (Patrolman), Central Precinct, PPB

Gary Perlstein, Ph.D. (Associate Director), Administration of Justice, Portland State University

Austin Harper Richardson (Pastor), Centenary-Wilbur Methodist Church

Marianne Stites (Sergeant), East Precinct, PPB

## SUBCOMMITTEE MEETING SCHEDULE

January 17, 1974	1:30 P.M.
January 22, 1974	1:30 P.M.
February 5, 1974	1:30 P.M.
February 12, 1974	1:30 P.M.
February 26, 1974	1:30 P.M.
March 12, 1974	1:30 P.M.
March 19, 1974	1:30 P.M.
March 26, 1974	1:30 P.M.

## SUBCOMMITTEE OBJECTIVES

1. The training and educational needs of personnel within each organization must be identified.
2. The current training and educational activities of each organization must be identified and described to include administration, programs and curricula, delivery systems, and resources allocated to current efforts (time, funds and manpower).
3. The current relationship between each organization and B.P.S.T. must be identified.
4. A comparative analysis regarding the similarities and differences of items 1, 2, and 3 (above) is required.
5. Alternative recommendations as to the physical merger, consolidation, and/or co-location of training and educational activities must be developed.
6. Implementation plans for alternative recommendations must be developed.
7. Initial stages in the development of curricula to meet the needs of personnel in each agency should be designed.

## COVER LETTER

May 3, 1974

Office of Police Consolidation  
312 Corbett Building  
Portland, Oregon 97204

Sirs:

Accompanying this letter is the report of the subcommittee on training and education. It represents an attempt to reconcile the humanistic demands on the service tasks of the police profession with the authoritarian demands of the law enforcement tasks. The changing nature of the occupation inhibits definitive answers to many questions, and the subcommittee has attempted to make the compromises consistent with current and long term demands.

There is no question as to whether the two training programs can be combined. Historically they were combined between 1964 and 1971 and only separated due to financial considerations resulting from a city hiring freeze that left no need for city entry level instruction. Both organizations follow similar courses of instruction that recognize the need for extensive instruction in the concepts of social science as well as expanded instruction in the technical skills of law enforcement. Both organizations have developed beyond the tightly structured traditional academy concept and are using experimental and sophisticated instructional methodologies.

The structure of the subcommittee on education and training reflected representation from several interested areas. Jerry McCubbin, Ph.D., is an educator at Lewis and Clark College. Gary Perlstein, Ph.D., is a professor in the Criminal Justice Studies program at Portland State College. The Reverend Mr. Harper Richardson is recognized both as a pastor and as a concerned social activist. Mr. Burdette Emery is Dean of Continuing Education with Portland Community College and structured the extensive criminal justice curriculum at that school. Mr. David Aiken is a high school administrator with School District Number One and one time regular deputy with the Multnomah County Sheriff's office. He is currently the executive officer of the MCSO reserve.

Deputy Robert Anderson is a training officer with the Multnomah County Sheriff's office. Sgt. Marianne Stites is a uniformed street sergeant with the Portland Police

Person. Officer Pat Miners and Deputy Ralph Kernon are working street officers. Captain James Harvey is Director of Personnel and Training, Portland Police Bureau. Captain Norman Reiter is a precinct commander with the Portland Police Bureau and has functioned as the training division commander of the Portland Police Bureau. These varying locations and interests, we feel, provide of the academic, the social and the practiced police tasks.

Academically, the group reflects two Ph.D.'s, five masters degrees, two masters candidates and nine baccalaureate degrees. There is represented nearly three-quarters of a century of police experience reflecting current assignments extended from street operations through first line supervision to divisional command. Over ten years of local social activism in the police field is contributed by the Rev. Harper Richardson.

Norman Reiter, Chairman  
Subcommittee on Education  
and Training

## SUBCOMMITTEE REPORT

### I. INTRODUCTION

The City of Portland is the largest city within the State of Oregon. Multnomah County, the most populous county in the state, includes the city. The two political entities combined constitute the primary metropolitan concentrations, including the only significant seaport and industrial base within Oregon. Oregon is by national standards of low population density with significant agriculture, lumbering and fishing industries. The agrarian considerations are reflected even within the city-county area. As a result, the police function is divided between the urban/suburban policing accomplished by the Portland Police Bureau and an urban/suburban/agrarian policing provided by the Multnomah County Sheriff's office. Though there are parallels, there are also differences, and any training program must provide a police service that meets these varying demands.

Policing is further complicated by the ethnic and economic variance within the area. Prior to WW II, the county area was largely agricultural, while the city was comprised of pockets of European born citizens, the first generation offspring of whom gathered into their own special groups. There was a sizable Oriental group and a few colored citizens who worked for the railroad. World War II dispersed all groups throughout the city and county as well as increased the population of minority people who migrated to the city to work in the war industries. As a result, the social group is no longer ethnically stratified, and the area contains the second largest minority within the state -- twenty-five thousand black citizens. Policing must be sensitive to the changing social roles of ethnic and economic groupings.

The changing national social standard has not defined the police role adequately to provide national guidelines for police training. Measures of police effectiveness still evaluate police performance in terms of crime occurrence and clearance. Television and literature still consider the police officer only in terms of his relationship to the crime situation. In truth, however, the police role has gone beyond crime processing. A study of the Portland Police Bureau indicates that the police fill many roles. These roles require professional competence in numerous fields and social sensibilities far beyond those required by the "thief taking" role of traditional law enforcement.



The subcommittee attempted to reach a single definition of police roles but found itself locked into debate on the doctrinaire matter of terminology. There was discussion on the relative importance of the social police role and the law enforcement role. All members of the subcommittee recognized the existence and desirability of the social role of the police, but the amount of stress to be placed upon that role created some division within the subcommittee. One member of the subcommittee felt that title and terminology that equate the police role with "the violent side of police work" should be avoided and title and terminology that relate the role of the police to public service should be substituted. (See Addendum: "Position and Beliefs Regarding Police Philosophy and the Limits of Discretion," Austin Harper Richardson.) Other members of the subcommittee felt that since law enforcement is a police role, it should be acknowledged and terminology recognizing that role be retained.

A superficial approach might dismiss these considerations as academic or rhetorical. It is the subcommittee's belief, however, that the nature of the combined police organization and the training required to shape and maintain such an organization requires that the policy decisions regarding the police philosophy and the nature and limitations of police discretion be determined and publicly reported. The educational subcommittee report is based upon the following presumptions regarding the use of discretion by the individual police officer:

1. The line police officer currently exercises considerable discretion in the performance of his duties.
2. City administrators and police bureau administrators do not provide formal guidelines within which this discretion is practiced.
3. As the nature and extent of discretion varies from officer to officer, this very subjective approach results in varying levels of police service. Additionally, the nature of that service varies according to which officer is the practitioner of the moment.
4. The citizen is not apprised of the nature of discretion or the extent to which it is practiced and so is not able to modify his behavior to meet the subjective requirements of the changing individual officers.

The subcommittee feels that the best education and training of police officers is possible only if the following steps are taken:

1. Public officials and bureau administrators acknowledge that the practice of discretion is necessary to the best police service.
2. Public officials and bureau administrators establish guidelines for the practice of discretion, including the nature of the discretionary choices and the limitations within which it is to be practiced.
3. The public be made aware of the practice of discretion and its limitations. Further, police priorities should be made known to the citizenry.
4. Entry level testing be designed to provide the recruit officer with the necessary psychological and informational attributes to utilize discretion in a mature way.
5. Testing procedures, especially those in the psychological field, be evaluated by a group of fellow practitioners chosen from the professional directories.
6. Continued evaluation of the practitioner officer be provided throughout his police career.
7. Legislative acts be obtained that hold the officer legally nonliable for damage arising from professional judgment made in the practice of discretion unless the element of malice is present or unless the officer went beyond the limitations established by the public officials representing the political body.

## II. STRUCTURING AND STAFFING

The training division should be a part of a combined personnel and training division. The utilization of the training period as a segment of the selection process as well as the extensive training period's effect upon the probationary period erases the thin functional division between the two units so far as the sworn entry level officer is concerned. As none of the other hiring or training programs require division of the training and

personnel units, their combination is indicated. In order to provide the individual capable of best internalizing and applying the training program, an advisory committee of both police and civilian members will be used. Members will be chosen for their knowledge in educational and training methods as well as social skills.

The personnel and training unit will devise such testing procedures as are required to produce the professional police officer. Testing must be job relevant in order to meet the requirements of the federal civil rights decisions as well as the functional requirements of the police organization. The administrative control of the personnel and training division shall be a senior command officer of no less rank than captain. This will provide an appropriate level of authority for interfacing within the police organization's political structure.

The staff of the training division should be chosen for their ability to structure and instruct police training programs. This will result in departure from traditional command chains in that police rank will not be involved. Positions within the training staff should be functionally delineated and titled. Appropriate job descriptions identifying specific responsibilities should be constructed.

Education and training involve the application of the principles and skills found in the academic discipline of "education" rather than the principles and skills found in the police profession. Curriculum development, teaching methodologies, instructional media, etc. are not the tools of the police officer. A police officer trained in this subject area is an obvious asset regardless of his departmental rank. For these reasons, the subcommittee recommends that the staff of the training section be identified by functional titles rather than police rank. Such titles would carry no line authority, however.

Staffing shall not be limited to police officers. Non-police experts as well as sworn officers should be considered for training positions. The director of training shall select an advisory group from the academic community to advise him in the technical aspects of the educational process. He shall also solicit opinions from the community and from law enforcement practitioners so that the curricula he presents will be relevant to community needs and to the individual officer.

### III. PRESUMPTIONS

If one accepts the changing roles of the police, the following presumptions must be made in designing a police agency training course:

1. The mutual urbanization of the Portland/Multnomah County area allows the combining of the two police agencies.
2. The police officer of the combined agencies will not be bound to traditional roles. While maintaining the traditional role of crime processor, the police will acknowledge their expanding role in the processing of social difficulties other than crime by developing their skills and projecting an image of problem solving.
3. The unique characteristics of this area make state centralized training inappropriate for local needs.
4. Any training of the metropolitan police must take cognizance of the social and personal aspects of the police profession.
5. A rigorous selection process shall be used to provide an emotionally stable, physically capable and intelligent student.

### IV. METHODOLOGY

The training division should provide instruction at three levels: orientation, job skills, and training for advancement. Orientation courses must be provided to both sworn and nonsworn personnel in order to acquaint the new employee with the nature of the police industry, the employee's part in that organization and the relation of the employee's job to the complete job product. Most nonsworn personnel will require extensive job skill instruction and continuing in-service training to establish and maintain an acceptable level of operation.

A combined academic and training format coupled with on-the-job training will be used for the instruction of sworn personnel. On-the-job training will involve the recruit officer working with an experienced coach. In order to

make the coach's experience meaningful, it is necessary to provide instruction and evaluation. A new evaluation form designed to measure development of the new officer must be designed and implemented. Current evaluation reports are not only inadequate for measuring the recruit officer's development, but inadequate in measuring job performance of the non-recruit officer and inadequate for anticipating advancement potential.

Regularly scheduled post entry level training should be utilized to further develop entry level instruction, maintain currency in social and professional skills, and provide meaningful career development. The subcommittee applauds the extended in-service training now being provided department-wide by the MCSO and newly implemented in the PPB uniformed divisions.

Instruction should be provided by those most capable in the subject areas. Police techniques shall be taught by police practitioners; academicians shall structure and instruct academic sections of the educational/instructional program; practitioners in related professions shall instruct their specialities.

The most modern teaching methods should be used. Lecture presentations will be followed where appropriate by various or simulated teaching as in a simulated learning laboratory or by experiential instruction within the community. The extended live-in lecture oriented approach should be avoided because of the low retention factors and its social costs.

Instruction will be provided in a local setting. Cost considerations as well as unique subject areas arising from the metropolitan nature of the Portland/Multnomah County area mitigate against participation in a state academy located outside the Portland area.

Job relevancy in the metropolitan area requires socially oriented instruction which, unfortunately, is minimized in the traditional militarily oriented academy approach. Recognizing that a direct correlation between instructional time and job demand time is neither possible nor desirable, it is still recommended that, where possible, instructional time be keyed to what the officer really does on his job.

The curriculum will reflect the demands of the profession

as well as the unique needs of the community. Instruction will be provided to develop high levels of expertise in the processing of criminal situations. Social demands of the community will, however, be recognized, and the education and training provided to process these social problems with the least trauma to the individual and the community will be included in the curricula of the various police schools.

The current curricula of both the Portland Police Bureau Recruit Academy and the Multnomah County Sheriff's Recruit Academy recognize both the social and criminal processing aspects of the police profession.

#### V. IN-SERVICE INSTRUCTION

Both organizations provide annual instruction for commissioned members of their organizations. In-service at the command level is already combined and is coordinated through the University of Portland's School of Business Administration. Instruction at other levels is primarily done by each organization. Traditionally, this instruction was both quantitatively and qualitatively inadequate. Multnomah County has now implemented an extensive in-service training program on a department-wide basis, and the Portland Police Bureau has recently followed suit on an experimental basis.

Obvious deficiency in the in-service training programs of both the MCSO and the PPB has been the lack of training for organizational mobility; training for promotion or for specialized assignment is not offered. We commend these expanded programs and recommend that a combined police organization consider the experimental extensions that will develop meaningful in-service instruction.

The subcommittee recommends that needed training for advancement and specialized positions be offered. Neither the MCSO nor the PPB offer regular in-service training to non-commissioned personnel. Subsequently, few have any real understanding of the objectives of the organization much less of the nature of the work product provided to the community by the street officer. There are no training programs designed to prepare the non-commissioned employee for advancement within his own area of expertness or to allow cross-training for more satisfactory job positions. Orientation training is minimal and limited

to the worker's own job function. The subcommittee recommends the following instructional programs be provided to non-commissioned personnel:

1. Bureau-wide and job orientation.
2. Instruction for advancement within worker's own job area.
3. Cross-training for movement into other work areas.

#### VI. AUXILIARY OR RESERVE OFFICERS

Multnomah County uses reserve officers extensively and provides training to the levels required by the Board on Police Standards and Training for certification. Portland Police Auxiliary officers are not used for standard police operations and are not properly trained to assume these duties.

There was a division on the subcommittee as to the use of reserve or auxiliary officers. There was feeling on the part of some members that reserve officers, by handling non-critical situations, provided needed coverage while offering an excellent community and public relations device. Other members felt that those involved might be satisfying an ego demand for authoritarian conduct and could, therefore, be the type of personality which the police service cannot afford. We recognize that the ultimate decision goes beyond the scope of this subcommittee, but we recommend careful consideration of this matter.

#### VII. FUNDING

Operation of a police organization training program is expensive because the police practitioner, unlike other occupations, seldom brings the technical knowledge to the job that would allow him to function with a minimal amount of instruction. He must be provided those technical skills as well as instructed in the geography and social expectations of the community when he is employed.

The cost of police training in both the City of Portland and the County of Multnomah has come from several sources. Prior to 1967, the funding was locally provided in the agencies' operational budget. In 1967, Portland Community College agreed to provide standard college offerings to

the then combined City/County Metropolitan Police Academy and to fund these courses from L.E.E.P. funds available to the college. This practice was continued, with some modification, until July 1973 when the L.E.E.P. guidelines terminated this sort of practice. There is no current expenditure of L.E.E.P. funds on agency established training with the exceptions of some minor program funding found in various in-service programs.

A third source of funds is the state surtax on fines allocated specifically for police training. This fund provides a minimal stipend based on the first few weeks of training per entry level student officer. The Portland City Council has allowed the PPB to use these funds to construct the video-tape S.L.E.E. laboratory which is widely used in the training program. The greatest amount of this fund is directed toward BPST programs and is a very significant part of their budget. In effect, it transfers the burden of supporting the training of the rural police officer to the metropolitan area populace. It is estimated that the revenue will continue to exceed one million dollars per biennium with 35 to 40 percent coming from this metropolitan area. Of that large sum, this area will be returned less than ten percent of the fund though representing nearly one-third of the population. The attitude of those involved can best be understood if one realizes that BPST funds paid for the training of all police officers in the new procedural code EXCEPT for Portland and Multnomah County who bore that cost themselves.

Accounting methods of the City of Portland and Multnomah County vary, so no true cost of police training is currently available. Implementation of the new program budgeting methods with their cost accountability may provide this information.

The subcommittee makes the following recommendations:

1. Legislative pressure be exerted to obtain a fair share of the surtax funds for local use in any department providing its own academy and servicing over fifty thousand population.
2. Funding of police training programs be established on a five year cycle with staged development planning and performance indicators provided by the training staff.

VIII. FACILITY

The subcommittee is aware of the current conflict concerning the acquiring or construction of a centralized police academy. There are apparently three positions in the controversy. One group is opting for a centralized facility in the Salem area. Another group prefers the same type of academy in the Portland/Multnomah County area. A third group favors a regional approach using existing college and community college classrooms, laboratories and libraries. All three approaches seem premature, for a facility must be tailored to the program that meets the demands of the profession, and no such program currently exists. Additionally, no thought has been given to experiential instruction within the community using community resources and directed to the needs of the community.

Before a decision can be reached as to the facilities required, the program must be delineated. Facilities must then be matched to that program. The unique social needs of the metropolitan area demand instruction and experience with the social groupings of the area. Accordingly, the instruction of local police professionals will require a blending of classroom, libraries, ranges, vicarious or simulated learning laboratories and in-community instruction. No traditional monolithic institute can provide these.

The subcommittee recommends that there be no obligation requiring metropolitan area police officers to attend a traditional live-in academy, but that the unique training needs of the local police be met with innovative instruction in appropriate surroundings.

IX. SUMMARY: RECOMMENDATIONS AND COMMENTS

1. It is recommended that the training programs of the Portland Police Bureau and the Multnomah County Sheriff's office be recombined.
2. It is recommended that the training program be established within the organizational framework of a combined personnel and training division headed by command with adequate authority to interface effectively within the organization's command structure.

3. It is recommended that the program be extensive enough to embrace both the service and law enforcement aspects of the metropolitan police service.
4. It is recommended that all steps be taken to provide the social sensitivity and the social skills required in the metropolitan community.
5. It is recommended that the most modern teaching techniques be used including modular instruction, use of learning laboratories, experiential and community based instruction, etc.
6. It is recommended that local police training be conducted at a more sophisticated level. Current offerings are keyed to lower intelligence levels and academic capabilities than those possessed by current student groups.
7. It is recommended that staffing of the training division utilize professionals in the academic disciplines as well as professionals in the subject areas rather than being provided solely from the police ranks.
8. It is recommended that local training designed to meet metropolitan needs be utilized rather than participation in centralized state academies.
9. It is recommended that instruction to prepare for advancement as well as cross-training be offered to both sworn and nonsworn personnel.
10. It is recommended that legislative action be instituted to secure a fair share of the surtax on fines fund.
11. It is recommended that meaningful in-service training be instituted of sufficient quantity and quality to provide a better job product.

It is the subcommittee's opinion that effective selection processes coupled with sophisticated training will provide police officers capable of giving the best service to the community, providing there is a clear administrative recognition of the nature and limits of the discretion he is to practice.

## ADDENDUM

POSITION AND BELIEFS REGARDING  
POLICE PHILOSOPHY AND THE LIMITS OF DISCRETION

by

Austin Harper Richardson

My preference is that the police service in our community be defined in such a way that instead of referring to the members of the bureau as the "police force," we encourage the use of the term "police service."

One advantage of this way of defining police work is that it moves us in the direction of defining the work of the average officer in more realistic terms. By this I mean to point to the statistics that indicate that by far the greater percentage of a police officer's time is spent in activity that is of a non-criminal apprehending nature. By using the term "service" I think we are advancing the cause of a more realistic understanding on the part of the community of the nature of the police role in society.

One advantage of using the term "police service" is that it does not connote the violent side of police work that the term "law enforcement" suggests. I suggest that the term "police service" connotes an attitude of working with the citizenry and the understanding of keeping the peace as being a joint responsibility of all the citizenry working with the police service for the public good.

I am asserting this position to counter the feeling of some and the rhetoric of others that suggest policemen have become or are the hired mercenaries of economic and political elites who are the communities' decision makers. I do not believe this is presently the case in Portland, and I do not want it to ever become a fact. Nevertheless, I suggest there are persons in our community who do hold this view, and in the light of the park blocks incident they hold the view not without some reason for doing so.

My view, secondly, is that police work in our community needs to be open to the public much more than it has been. I assert that only good can come of reducing defensive attitudes on the part of both bureau members and citizenry

and that the way to accomplish this goal is for the bureau to be as candid as possible about its accomplishments, its weaknesses and its needs. To this end I suggest that there is a place not only for police-public relations, but also for effective, consistent and meaningful police-community relations.

As for the matter of discretion, I would hope that Portland police officers might be drawn from the best possible human material, that they have the benefit of the training that assures professional conduct, that they be in fact entrusted with the discretion they now exercise covertly, that police officers define the limits that constitute the use of discretion in a way that reflects credit on the police service, and that public officials then be asked to back the bureau to the fullest.

I believe that in addition to having professional police, we should have a system of police accountability in which the public can have fullest confidence and which reveals the standards to which officers must conform.

CHAPTER 21

REPORT

of the

YOUTH SERVICES  
POLICIES AND PROCEDURES

SUBCOMMITTEE

### SUBCOMMITTEE MEMBERSHIP

CHAIRMAN

Richard Walker (Captain),  
Youth Services, PPB

MEMBERS

Paul Bloom (Executive Director),  
Metropolitan Youth Commission

Dennis Brand (Lieutenant),  
Youth Services, MCSO

Edward Carney (Lieutenant),  
Youth Services, PPB

Glenn Miyamoto (Sergeant),  
Youth Services, MCSO

John Stewart (Deputy),  
Rocky Butte Jail, MCSO

Maris Wesson (Sergeant Specialist),  
Youth Services, PPB

### SUBCOMMITTEE MEETING SCHEDULE

February 19, 1974	1:30 P.M.
February 26, 1974	1:30 P.M.
March 5, 1974	1:30 P.M.
March 12, 1974	1:30 P.M.
March 19, 1974	1:30 P.M.
March 26, 1974	1:30 P.M.



## SUBCOMMITTEE OBJECTIVES

1. A survey of youth services policies and procedures of comparable agencies and relevant research must be conducted.
2. An examination of the current policies and procedures of each agency must be conducted with a description of each.
3. A comparative analysis of similarities and differences of youth services policies and procedures is required.
4. The recommendations for alternative youth services policies and procedures for a consolidated agency must be developed.

## SUBCOMMITTEE REPORT

"There are nearly 70 million persons in the United States under 18 years of age, nearly one-third of the nation's population. (Crimes of Violence)...we are told that the young today are sometimes excessively impatient for change and engage in violent displays of that impatience; that they are uncouth and make the older generation uncomfortable; and that they are the most intelligent generation in recent times, but in another context we are told that they are more delinquent and violent than ever (Crimes of Violence)."

Delinquency is increasing faster than the juvenile population. The arrest rate for persons under 18 years of age doubled between the years of 1948 and 1960 and has increased 52 percent between 1960 and 1965. Juvenile arrest rates are highest in the larger cities (inner-city), decrease in the suburbs and are lowest in the rural areas. (Studies of Shaw and McKay). Delinquency rates are high with children from broken homes and with children who have numerous siblings. The Challenge of Crime in a Free Society by the President's Commission on Law Enforcement and Administration of Justice reveals that "perhaps 90 percent of all young people have committed at least one act for which they could have been brought to juvenile court" and that "rough estimates by the Children's Bureau, supported by independent studies, indicate that one in every nine youths -- one in every six male youths--will be referred to juvenile court in connection with a delinquent act (excluding traffic offenses) before his 18th birthday." It has been said that the police officer and the juvenile court judge have the most significant impact on the youngster who becomes involved in the juvenile justice system (Juvenile Delinquency & Youth Crime). Perhaps the most important of these is the police contact when a young person is alleged to have committed a delinquent act. A police officer's responsibility at first contact with a juvenile is immense, determining not only the disposition of a particular case, but also establishing the system's ability to work with the juvenile's particular situation.

The general philosophy of the juvenile justice system is to provide the most effective and efficient method of assistance and adjudication for the juvenile offender. Adjudication must

be interpreted in its broadest sense. To adjudicate does not limit action to the legal ramifications of the criminal justice system, but rather offers options and latitude in utilizing the entire available resources of the system. This could mean referring the child to a community service organization, to a youth service agency, or providing services available through the juvenile court system. An increased number of criminal offenses committed by a relatively young age group has forced the juvenile justice system to examine its current priorities and programs in an attempt to alter the recent trends.

Nationally, since 1899, there has been a special juvenile justice system to deal with juvenile offenders. In 1905, the original Juvenile Court Act of Oregon became law. The present philosophy of the juvenile court is outlined in Oregon revised statutes, chapter ORS 419. ORS 419.474, section 2, states:

The provisions of ORS 419.474 to 419.587 shall be liberally construed to the end that a child coming within the jurisdiction of the court may receive such care, guidance and control, preferably in his own home, as will lead to the child's welfare and the best interest of the public, and that when a child is removed from the control of his parents the court may secure for him care that best meets the needs of the child.

The spirit of the law in establishing the juvenile court was to understand the child, to diagnose his difficulty, to treat his condition, to correct his behavior, to fit him back into the community and to ensure appropriate care, custody and supervision. This same juvenile justice system provides for the protection of children, who are abused, neglected, abandoned, or otherwise dependent, and require the services of the juvenile court. The investigation and delivery of these protective services is a highly specialized field requiring knowledge of both the juvenile court, the adult courts, and social systems.

Consequently, the basic requirements and duties of a youth investigator differ from those of a detective who is responsible for the investigation of crimes committed by adults. The youth investigator continues the investigation beyond solving the crime by attempting to learn "why" the unlawful behavior occurred, to assist the court and court counselor, to make the appropriate disposition, or by referral to other counseling agencies.

### GOAL

The goals of any youth services section must parallel the idealism of the juvenile code. As a police agency, we must place emphasis on the prevention, detection, apprehension and treatment aspects of juvenile delinquency. Stated broadly, the goal of a consolidated youth services bureau should be to control the present incidence of juvenile delinquency, reduce or prevent future delinquency and protect the rights of children through effective: (1) investigation of offenses, (2) disposition of offenders, (3) community and agency liaison, (4) development of delinquency prevention programs, and (5) delivery of protective services to children.

In the following pages, three alternative plans for the operation of a consolidated unit are discussed. The first is an expansion of current operations of the Multnomah County Youth Services Section, the second is an expansion of the current operations of the Portland Police Bureau Youth Division and the third is representative of both agencies and subcommittee members for a departmental team approach and our role in it.

### ALTERNATIVE #1: INVESTIGATIONS EMPHASIZED

#### PHILOSOPHY

The philosophy behind a strong investigations approach is based on the premise that juveniles can only be worked by the police when the function of law enforcement is kept as the nucleus of the effort. If that emphasis is lost, the service provided is no longer police in nature. Though the delivery of services varies from merely criminal investigations, that segment can't be sacrificed without sacrificing the validity to the delivery of services by a law enforcement agency.

#### INVESTIGATIONS

In general terms the youth services section should investigate all acts committed by persons under the age of 18 years when such acts, if committed by an adult, would be a violation of the law (whether felony or misdemeanor). We should handle all persons under the age of 18 years who, for any other reason, come under the jurisdiction of the juvenile court (i.e. truancy, dependency, etc.). We should investigate most crimes against juveniles (incest, etc.) and

continue to final conclusion the charges brought against the adults in those cases. We should investigate all cases of abused or battered children as well. We should not function in the areas of transport or precustody screening of juveniles arrested by uniformed personnel; however, it is imperative that the consolidated youth services section seek to actively affect situations where a juvenile comes to the attention of the police.

Investigators in the section should be assigned to geographical areas paralleling as closely as possible the varying school districts, thus facilitating their ability to work with the entire youth population within their area. Individually, he should further the section's goal of working as closely as possible with operations personnel, youth gathering places, and the schools. He should seek to actively affect all influences upon youth within his area, even to the point of coordinating these influences in a positive, delinquency preventive manner. Investigators should seek to function as sort of a "youth broker," becoming the community's resource and avenue for the assistance of youth. An investigator should also be responsible for coordinating police influences upon youth within his area. He would have to have a workable rapport with all available social and governmental resources. He would also be responsible for any follow-up investigations of crimes committed within his area by or against (abuse etc.) persons under 18 years of age. In general, his responsibility would be the totality of youth services within his area.

Investigators should be available 24 hours a day with the highest availability being during the peak hours of juvenile problems. Weekends and group events should be of particular emphasis to him.

#### DIVERSION:

Almost any current literature discussing juvenile delinquency refers to the diversion of juveniles from the formal adjudication process of the juvenile justice system whenever feasible. Normally, reference is made to the formalization of proceduralized diversionary systems to ensure fairness within any such system. "It should be noted, however, that police departments have long been 'diverting' the vast majority of the delinquents they encounter. Perhaps eight out of ten youths encountering the police are released without any formal processing or recording. They are lectured, ignored, threatened, or even punished administratively, but they are not arrested or booked. Most diversion

thus takes place at the police level" ("Diversion from the Juvenile Justice System"). What police officers need are some viable alternatives to detention. Formalization of diversionary systems, therefore, legitimizes and perfects what police organizations have been doing for some time.

A consolidated metropolitan youth services section should seek to utilize the concept of diversion. Our goal should be to formalize a diversionary system where youths are referred to JDH only as a last resort, i.e. there are no available diversionary services to alter the youth's behavior or provide him with a needed service. Our responsibility should be to coordinate, educate, and guide uniformed officers in the proper use of such a system, constantly seeking to improve it. Theoretically, we should function on the belief that juvenile delinquency is a problem, that the uniformed officer is the first line defense against it, and that the consolidated youth services section is charged with the immense responsibility of developing adequate diversionary alternatives to assist him.

#### SCHOOL LIAISON

The consolidated youth services section must take an active role in youth education through a functional liaison program with the schools. School liaison affords an excellent opportunity for law enforcement to alleviate the ever-widening gap between law enforcement and the youth community. That gap, to a large part, can be attributed to an alarming ignorance among the adolescent population of the law and the mission and responsibility of law enforcement in a democratic society. It is imperative that the consolidated section seek to develop a well structured school liaison program designed to educate the young segment of our population. Close liaison should be established with school administrators, faculty and student government. Such a program should have an immediate and significant impact on the incidence of juvenile law violations in the participating schools and their areas. The program should also accrue long-term benefits to the Portland metropolitan area in terms of the prevention of future criminal involvement of the adolescent population by increasing the level of understanding and forming favorable attitudes toward the law and law enforcement.

PROTECTIVE SERVICES

The consolidated youth services section must staff an adequate protective service unit. Cases where children are victimized, whether abused or neglected, should be of particular import to the section. Protective services should be geared to seek dispositions, either formal or informal, in the best interests of the child, utilizing the totality of available community services. Consolidation should afford the opportunity to staff a team approach to the delivery of protective services. Teams should be made up of a representative of the consolidated section, public health, children's services, mental health and/or any other available community resource necessary for the immediate and adequate delivery of protective services. Teams should work directly with or be assigned to the Department of Human Services and be part of a total effort available for the investigation and criminal case preparation in such cases where necessary.

MSW PROGRAM

An on-going benefit to law enforcement would be the utilization of college MSW's for assistance in case dispositions, background work, etc. The immediate effect of additional personnel is obvious, however, the lasting effect once those MSW's entered their respective fields would be of particular benefit. The consolidated youth services section should seek to exploit this valuable resource of trained people to be used in the total approach to the working of youth within various investigative areas. Assignment of MSW's to respective investigators would expedite the delivery of total youth services.

ALTERNATIVE #2: INDEPENDENT DIVISIONPHILOSOPHY:

The youth division should be an independent division with a commander of equal rank of other major divisions. The youth division should be available at all times to serve children, parents and others seeking assistance for youth oriented or family problems. Experience points out that the majority of police-youth contacts and actions will be handled by uniform officers. In order to assist these officers, the knowledge and skills of the experienced, well trained juvenile officers should be constantly at their disposal. This in no way limits the discretionary powers of the uniformed patrol officers but should encourage and expand their interest and involvement in juvenile and family problems.

ACTIVITIES:

The following activities will be conducted by the youth division on a twenty four hour a day, seven day a week basis.

Case Disposition: Disposition of custody cases brought to the division or advising other members of the bureau will be an important function. The disposition of cases involving criminal acts of varying seriousness have usually had four dispositions: (1) juvenile warned--no action taken, (2) custody reports written and juvenile released, (3) custody report written and juvenile released to parents, and (4) juvenile sent to juvenile court. New developments in the criminal justice field are indicating that more dispositions will be available in the future. This will increase the need for officers skilled in the diversionary options and those best suited to the individual cases. Disposition of the protective custody cases are complicated due to differences in ages, physical conditions, etc., and have to be done by a juvenile specialist knowledgeable in the field.

Prevention: Prevention of juvenile problems is a much sought goal, but difficult to obtain. The youth division will carry out patrol activities of certain specific areas that may be, or may become, the center of youth problems. These could be athletic events, school functions, entertainment, etc. These activities would not reduce the uniform patrol of their responsibilities unless specific arrangements had been made. Cooperating with other groups, private and public, in the community that are developing programs of youth involvement will lessen the desire of youth to involve themselves in anti-social activities.

Coordination: As the focal point for juvenile activities in the police bureau, this division will coordinate youth activities with all other branches and divisions. Part of this coordination will be in the form of changes in juvenile laws and procedures. The youth division will also be the external coordinator of juvenile oriented agencies with the juvenile court, other branches of the juvenile justice system, the schools, public and private, and all other agencies involved in juvenile work.

Protective Services: Protective services to juveniles, women and families will be another major function. Child abuse cases will be handled exclusively by this division.

Cases may be initiated by others, outside agencies or by individuals, but the responsibility for their investigation and disposition, preparation for court and disposition of child will be the youth division's. Cases of child neglect will be routed through the youth division for continued investigation and disposition.

Missing Juveniles: The youth division will have a strong concern for the missing juvenile in our jurisdiction and for their parents. All missing reports will be directed to this division where a current missing file will be maintained, follow-up of all leads conducted, and a call back system to the parent or guardian organized in case they have additional information or the child has returned. When the child is located, the youth division will offer referral services or assistance to the parents in obtaining complaints where circumstances warrant. In reference to outside missings, we will follow-up all teletype information and check leads for outside departments regarding their missing or wanted youth.

Felony Case Investigation: It would be the policy of this unit to leave the investigation of felonies to the special details of the detective division or other appropriate divisions (i.e. SID and fire investigators). They are skilled specialists in these crimes and have the necessary equipment and knowledge to perform a more thorough investigation. When it is time to process the juvenile for a particular crime, the care and custody will be handled by the youth division. We will also work occasional felonies which are mutually agreed upon by the two concerned divisions. It is thought that this method would eliminate duplicate investigative divisions.

Misdemeanor Case Investigation: Misdemeanor cases will be further investigated by the youth division. Those pertaining to neighborhood problems and complaints, particularly those that might grow into more serious difficulties and could not be handled easily by patrol officers would be of particular importance.

Information Source: The youth division will develop information of the offender's past history and provide information of current and projected trends concerning juveniles. Information will be available to all law enforcement agencies to assist in investigating cases. Files on current and past school year books will be kept for

identification purposes. Methods of contacting those juveniles on probation and parole and the files of those juveniles permanently remanded will be part of the information gathering system.

Public Relations: The youth division, being the center of youth, family abuse and neglect cases in a law enforcement agency, has an obligation to inform the community of current problems and trends. An additional area of concern is the fact that being the easiest part of the criminal justice system to contact, we will receive the most calls for assistance and information. A strong public relations program, therefore, is indicated. All such activities will be coordinated through the bureau public relations office.

#### ALTERNATIVE #3: DECENTRALIZATION - TEAM POLICING

Whenever government becomes inadequately responsive to the community, decentralization of that government is normally sought. Current literature maintains that law enforcement is too impersonal, that something must be done to decentralize it and make its function more human and responsive. Ironically, this subcommittee sits to design methods for the centralization of police services in the sense of a consolidated department. How then, do we become more human and responsive.

Because of the nature of the police effort, it can be said that line personnel are of the utmost importance in the delivery of services. If the community sees law enforcement as human and responsive, it is because of the efforts of the line officer. Whether the police organization is large or small is irrelevant; however, the method in which services are delivered is very important. Many methods have been suggested for the decentralization of the delivery system, the most common of which is team policing.

One of the greatest arguments against team policing is the loss of specialized services. Typically, discussion is around the area of team policing in relation to the delivery of line services. The end result is usually that the concept is lost mainly because special functions (i.e. detectives, etc.) desire to maintain their unity. If we accept the concept of team policing, how do we integrate

special functions into the team delivery of services. It is the belief of this subcommittee that special functions are necessary, particularly in the area of juvenile work, and further, that it is imperative that those functions be part of a total department effort. Our concern, therefore, is how to integrate the youth services function into the team concept of policing should the consolidated department seek that delivery system.

Within the youth services section are some specialized functions in themselves. We shall break down the youth function into three areas for discussion: (1) line function, (2) protective services function, and (3) school liaison function.

#### LINE FUNCTION:

The youth services line function is that ability to deliver services to the community through a total effort in dealing with the youth community. Youth officers should be the resource for the community, uniformed officers and government in respect to services rendered to youth. Whether investigation is emphasized or de-emphasized, the line function of youth services should be carried out within the team.

A youth officer should be assigned to each police team and be responsible for the delivery of youth services within its geographic area. Services delivered should include:

1. The handling of youths involved in delinquent behavior, seeking proper disposition for the best benefit of the community and the offender.
2. Coordinating information and efforts for the workability of youths within the team area.
3. Development of liaison programs with schools, business and the community.
4. Dealing with youth in an ongoing familiarity basis, constantly being the team resource.
5. Coordinating the use of government services for youth by the team.

6. Organizing community efforts to assist their youth as a method of prevention.
7. Seeking to establish liaison with youths within the area in an effort to obtain their support in the police function.

From a youth standpoint, area designation will hopefully parallel as closely as possible the larger school districts and include the high schools and the elementary schools feeding into them. In order to work with a youth, you must also work with his peers. Proper area designation will facilitate that ability.

#### PROTECTIVE SERVICES:

Protective services (i.e. abuse-neglect) are very specialized in themselves. The subcommittee advocates the use of the team approach to such services as discussed in alternative #1. The youth officer assigned to each team area can be another resource for the protective services team. He can use the protective service team for referral and family follow-up of problem cases within his area. The committee sees no need to assign protective services teams to geographic areas. Their availability can be jurisdiction-wide.

#### SCHOOL LIAISON:

The subcommittee recognizes the importance of a well run school liaison program. It is the subcommittee's belief that a large scale program should be run, separate and distinct from the liaison conducted at the line level. Members assigned to such a unit should work in unison with area youth officers to establish communication and education of school students in the areas of laws and law enforcement. School liaison members would be responsible for the working of youth in the schools within their school district, much the same as the line youth officer would be responsible for working with them on the street.

#### COORDINATION:

It is imperative that the working of youth be conceptualized on a jurisdiction-wide basis. Therefore, administration of the youth services section should be centralized with concentration placed on the coordinated effort of all members.

CONCLUSION

The subcommittee was charged with the responsibility of suggesting a workable manner for the merger of the two juvenile sections. Instead, the subcommittee has developed three alternative plans for consideration.

The subcommittee hopes that a reasonable manner of consolidation lies within the preceding pages, either in the form of one of the plans provided, or perhaps, in the drawing of ideas from all three plans. Basically, the differences in the two departments' youth operations are functional in nature -- philosophically, the goals and desires are the same.

The subcommittee would like to emphasize one conclusion that juvenile work is a specialty like none other in a police department and the consolidated section should be independent of all other sections and responsible to the chief administrator's office only.

**END**