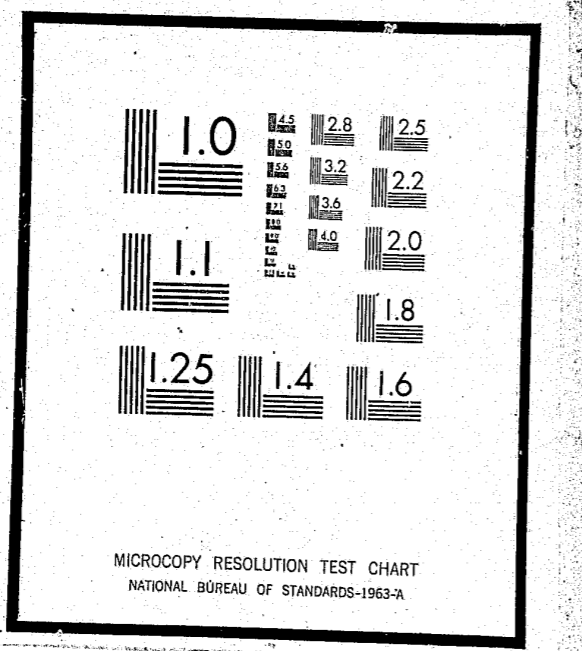


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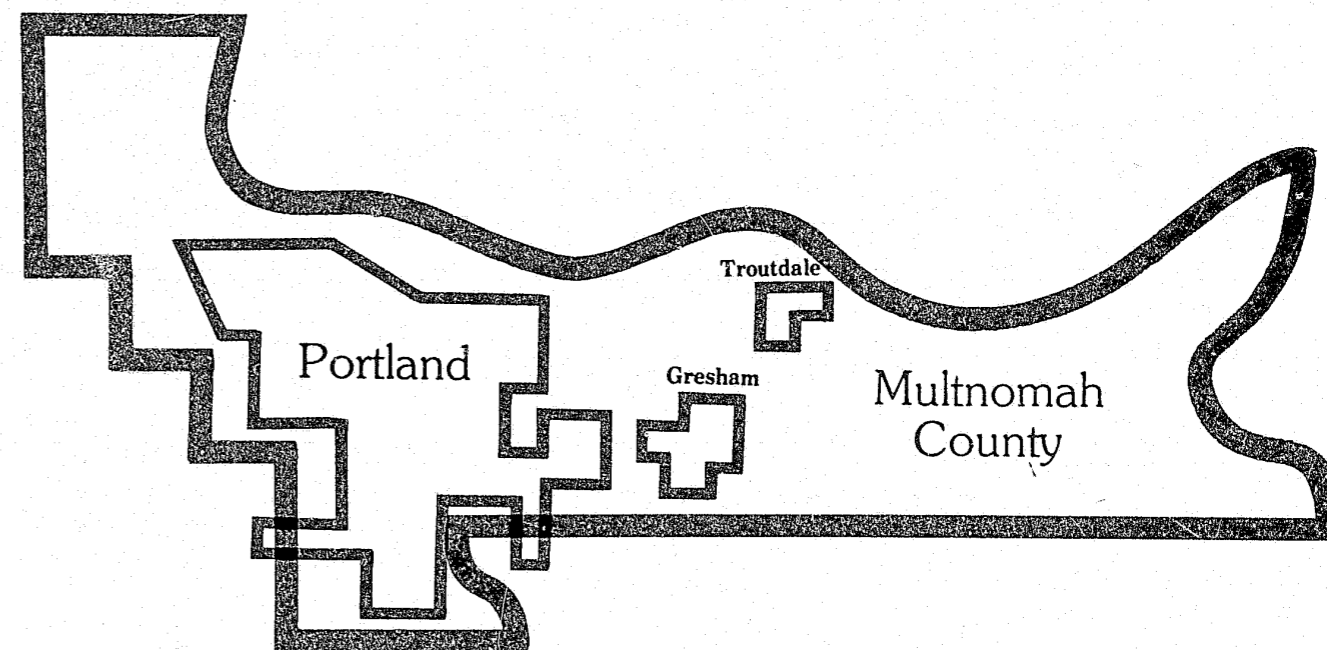
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STAFF REPORT



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LOAN

Police Consolidation Project

STAFF REPORT

June 1974

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SYNOPSIS OF CONCLUSIONS

The Staff Report was written in June, 1974, after the proposed City-County Charter was rejected. The failure of the governments to consolidate is taken into account in the recommendations. The major conclusions concerning methods of improving police services in Multnomah County are:

- ▶ POLICE LINE FUNCTIONS¹ SHOULD BE REORGANIZED
 - to allow service delivery to be more responsive to individual and community needs.
 - to allow citizen participation.
 - to allow closer cooperation between the police and other social service agencies.
 - to reduce the number of personnel in management, supervisory, specialized enforcement, and overhead positions.
 - to reduce the number of organizational hierarchy levels.
 - to increase the number of service delivery personnel.

- ▶ POLICE ADMINISTRATIVE ACTIVITIES² SHOULD BE MERGED WITH THOSE OF THE PARENT GOVERNMENTS
 - to allow police activities to reflect the policies and priorities of government.
 - to allow qualified civilians to perform Administrative Activities.

- ▶ A PUBLIC SAFETY SUPPORT AGENCY SHOULD BE ESTABLISHED
 - to provide Support Activities³ to a variety of governmental agencies.
 - to achieve significant cost savings.
 - to allow qualified nonsworn personnel to hold support jobs.
 - to provide coordination among interrelated Support Activities.

- ▶ A COUNTYWIDE POLICE PERSONNEL SYSTEM SHOULD BE IMPLEMENTED
 - to permit increased career paths within and among police agencies.
 - to allow the police agencies to function more compatibly with agency goals and employee characteristics.
 - to facilitate complete police consolidation.

Although all of the above suggestions can and should be implemented even without complete police consolidation, complete consolidation of police will maximize improvement and cost savings.

¹Patrol, Detectives, Juvenile, Traffic, Vice, Narcotics, Crime Prevention, Intelligence.

²Planning, Personnel, Training, Inspections, Internal Affairs, Financial Administration, Public Information, Legal Services.

³Communications, Records, Data Processing, Crime Lab, Evidence and Property Control, Detention, Identification and Photography.

Chapter I

INTRODUCTION

In 1968, the Oregon State Legislature referred a ballot measure to the voters which amended the State Constitution to allow consolidation of city-county governments in counties having over 300,000 residents.¹ The measure passed statewide by a margin of four to three. 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 in 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 took the opportunity to begin planning for the consolidation of local police operations. Many people expressed the belief that even if the governments themselves were not consolidated, merging police functions would eliminate duplication, promote efficiency, and reduce costs. Since the Law Enforcement Assistance Administration was providing financial assistance to improve local police agencies, city and county officials instructed criminal justice planners to prepare a grant application. This application was subsequently approved providing funds for the Police Consolidation Project to run from March, 1972 into 1975.

A project director was hired in July, 1973. He immediately began organizing the Police Consolidation Project

¹Multnomah County, containing Portland, is the only county meeting this requirement.

Chapter I

to facilitate employee and citizen participation in developing plans for improving police operations through consolidation.

In May, 1974, the voters of Multnomah County rejected the proposed City-County Charter. While this decision by the voters may have made the task of the Police Consolidation Project more complex, it in no way precluded the possibility of improving police services in Multnomah County.

Police Consolidation Planning Organization

The goal of the Police Consolidation Project was not merely to merge existing police agencies, but rather to develop an entirely new police design which would be more responsive to community needs, cognizant of citizen rights, considerate of employee needs, and efficient and effective, yet flexible enough to adapt to changing priorities to meet the long-term police service requirements of Multnomah County.¹ Specific objectives of the project were to (1) organize a participatory planning model, (2) conduct an organizational resource inventory of all police agencies in Multnomah County, (3) conduct an inventory of police clientele, (4) define the legal parameters of police operations, (5) design a police personnel and operations system, (6) initiate merger of selected police supporting services, and (7) initiate implementation of a consolidated police agency.² On a broader scale, it is anticipated that the project will produce information about the value of participatory approaches to police consolidation planning. Given the high failure rate of other methods of planning such projects, this information should be useful in future efforts.

The Police Consolidation Project organization plan is reflected in Chart 1. This design was established to provide a coordinating mechanism for the various study efforts related to police consolidation. The responsibility for project management to achieve project objectives lies with the project staff. This staff consists of a project director, community specialist, police system specialist, Portland police officer, Multnomah County Division of Public Safety deputy, and secretary. It works directly with the Mayor of the City of Portland, a Multnomah County Commissioner, consultants, committees, and citizens.

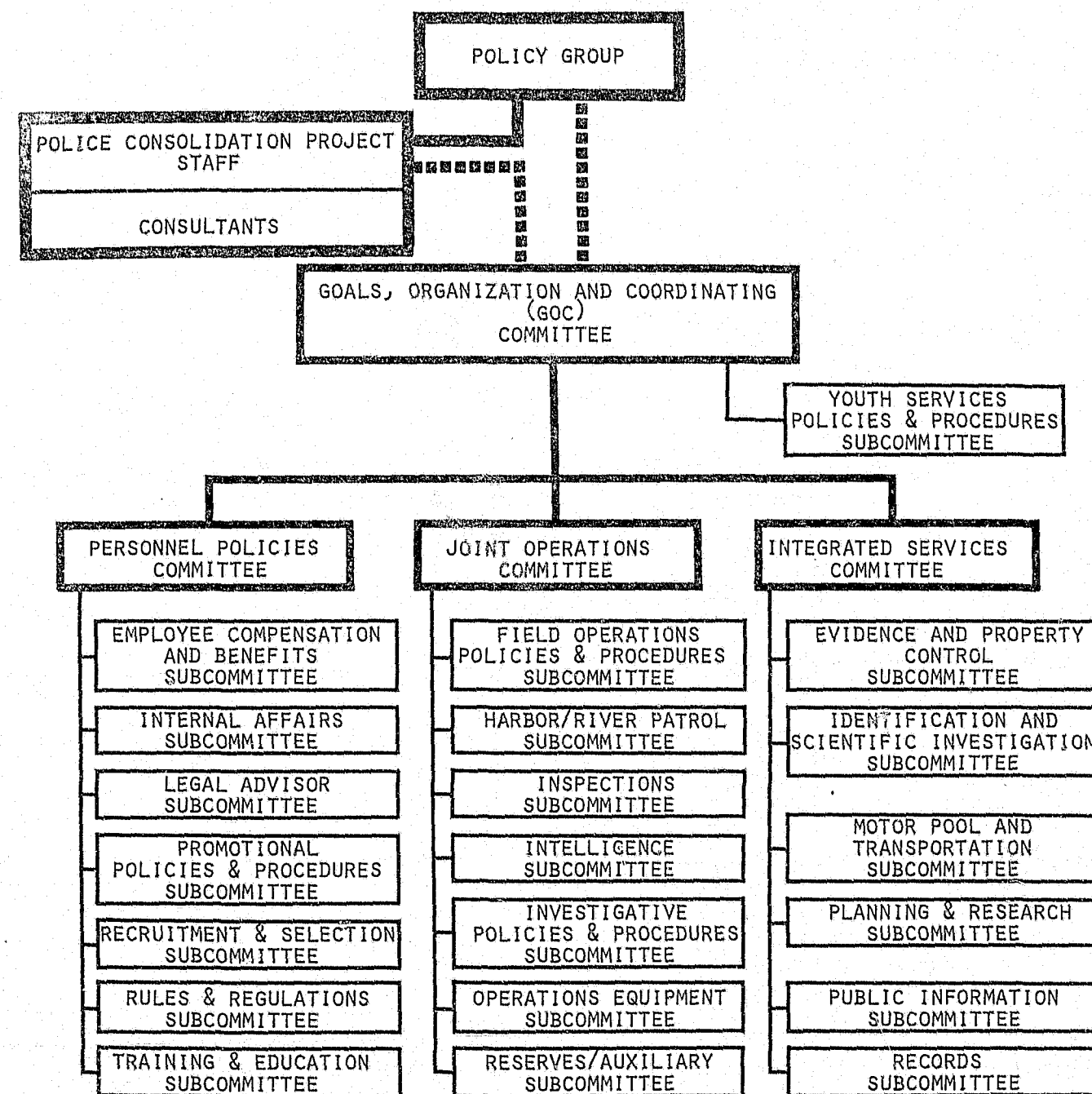
A major responsibility for providing police employees with opportunities for suggesting methods of improving local

¹Police Consolidation Project, "City-County Police Consolidation," FY 1973-74 Continuation Grant Application.

²Ibid.

CHART 1

POLICE CONSOLIDATION PROJECT ORGANIZATION PLAN



police operations was placed on a group consisting of police officials, officers, and citizens. This group -- the Goals, Organization, and Coordinating (GOC) Committee -- has been functioning since the outset of the project; however, in October, 1973, it sought and received from Mayor Goldschmidt and Commissioner Clark the following definition of its powers and authority to coordinate project participation:¹

In order for it to carry out its responsibilities, we agree to support the GOC Committee's exercise of the following authority:

1. To establish the areas of concentration, objectives, schedules, and deadlines for planning committees.
2. To suggest the names of police employees who should be appointed to the various planning committees to the chief of police and the sheriff for formal appointment to the appropriate committees.
3. To recommend to the Policy Group areas, objectives and personnel for action task forces that will have responsibilities for "physically merging" specific police services for the group's consideration and for decisions before formally proceeding to combine such operations.
4. To coordinate the work of planning committees and action task forces to ensure that they are not duplicating other efforts and that they are making adequate progress.
5. To provide liaison between all police merger and consolidation efforts, which includes (a) assigning a GOC Committee member as liaison between the committee and groups involved in consolidations or mergers, (b) instructing supervisors of such efforts to provide information related to their efforts, and (c) recommending to project supervisors ways of eliminating duplications and improving the interface of merger and consolidation efforts.

¹"Memorandum of Understanding Concerning Goals, Organization and Coordinating Committee," signed November 8, 1973 and November 11, 1973 respectively.

6. To have copies of all reports, directives, newsletters, minutes of meetings, and other written documents from the Crime Lab Committee, Communications Project, CRISS, Space Allocation Committee, and other such projects that affect police consolidation forwarded to the GOC Committee through the Police Consolidation Project staff.

The GOC Committee has the responsibility of making periodic progress reports, presenting plans, and recommending courses of action and alternatives to the Policy Group for their review and reactions. In carrying out these functional responsibilities, the GOC Committee is exempt from the traditional chain of command requirements.

Based on this definition of its authority the GOC Committee proceeded to define the objectives for subprojects and establish rules for their operation. In November, work assignments were made for the three major committees (Integrated Services, Joint Operations, and Personnel Policies). These committees organized a total of twenty-one subcommittees made up of employees of the various police agencies and local citizens.

The GOC Committee established tentative deadlines for the final reports of the subcommittees. The results of subcommittee efforts have been compiled and published (May, 1974) by the Police Consolidation Project staff in a volume entitled Reports of the Subcommittees. These subcommittee reports provide a most valuable resource for staff reports and future management efforts.

Consultants were utilized by the staff to perform work in areas which were too technical, too complex, or beyond the capacity of the project staff and the people who served on committees. In determining for which areas to retain consultants, consideration was given to such factors as time constraints, type of expertise required to perform an activity, sensitivity of the issue involved, and the importance of the work or information to the overall project. Consultants were hired in the following areas:

1. Pension Study -- Talbert and Associates¹

¹Talbert and Associates were hired prior to the project's being staffed.

2. Organizational Resource Inventory -- Koepsell-Girard and Associates
3. Police Clientele Inventory -- Yaden/Associates
4. Career System -- Social Development Corporation
5. Legal Parameters of Police Operations -- Laura Vandergaw

The Police Consolidation Project staff has either published or is in the process of publishing the completed reports of each of these groups. A variety of consultants was also retained for short periods of time to provide advice to the staff and other project participants. Certain of these people were paid through Law Enforcement Assistance Administration Technical Assistance funds.

In addition to the activities performed by the preceding groups and individuals, the staff conducted supplementary research to facilitate the development of sound and comprehensive overall consolidation plans. The major staff efforts were centered on the organizational environment, organizational goals and designs, training, personnel allocation and utilization, management and personnel practices, selected staff services, resource utilization, and policies and procedures. The preceding efforts have resulted in the accumulation of comprehensive data related to policing in Portland and Multnomah County.

The information gathered by the Police Consolidation Project ranges from clientele opinions about the quantity and quality of policing, through the nature of police organizations and operations, to employee and citizen suggestions for improving police.

Staff Reports

This report is the first and broadest in a series of reports in which the Police Consolidation Project staff will address the improvement of local police. This report has been prepared to assist local policy officials in selecting general courses to pursue in improving police operations over the next few years. The recommendations in this report address issues which should be decided by policy officials before further specific recommendations are considered. Once these major issues have been resolved, the specifics of the remaining detailed staff reports will be written to correspond with the policy directions.

Over the next few months, the staff plans to supplement this general report with specific, detailed reports. These reports are subject to the approval of policy officials as reflected in Chapter VIII of this document.

Organization of this Report

We have organized this report to flow from general to specific areas. Early in the report we deal with overall environment, later with organization and management. Chapter II summarizes the environment and proposes a taxonomy for use in preparing detailed organizational and implementation plans. Chapter III reviews the area of the role and goals of police and recommends a standard set of goals for all police agencies in the county. In Chapter IV the staff proposes three alternative consolidation plans. Detailed explanations of organizational structures related to these alternatives are given in Chapter V. A summary of all recommendations is contained in Chapter VI. And Chapter VII presents a plan which the staff believes to be the most logical for proceeding from our current position.

Chapter II

ENVIRONMENT

Many experts on organizational design agree there is no such thing as a universally applicable police organizational structure.¹ Theoretically, police organizational structures should be oriented toward their own specific goals. Since the goals of governmental agencies are established through a process of conflict, negotiation, and compromise in the political arena² as interpreted by a multitude of affected people,³ police agencies generally should not have precisely the same goals. The problem of an appropriate police structure is complicated by the philosophical constraints of such notions as due process of law and the constitutional conclusion that some methods should not be used by police even though those methods might result in the most efficient achievement of a desirable goal.⁴ In addition, police agency designs reflect public and employee attitudes because in the final analysis, an American police organization depends on

¹See Jim Munro, Administrative Behavior and Police Organization (Cincinnati: Anderson Company, 1974) and Paul Whisenand and Fred Ferguson, The Managing of Police Organizations (Englewood Cliffs: Prentice-Hall, Inc., 1973).

²Paul Appleby, "Public Administration and Democracy," Public Administration and Democracy (Syracuse: Syracuse University Press, 1965).

³Gordon Tullock, Politics of Bureaucracy (Washington: Public Affairs Press, 1965).

⁴National Advisory Commission on Criminal Justice Standards and Goals, Police (Washington: Government Printing Office, 1973).

cooperation from its clients and employees.¹ Therefore, designing a police organization requires a sound understanding of the environment wherein the organization will function.

In an effort to provide information about the local milieu and assess the types of organizational designs most appropriate for Portland and Multnomah County, the Police Consolidation Project staff conducted a variety of studies to determine the history, culture, and social environment of the area. This chapter summarizes our findings related to the environment.

Highlights of Local History

Multnomah County was created in 1854 from parts of two adjoining counties. Located along the Oregon-Washington border, about seventy miles from the Pacific Ocean, Multnomah County with an area of 423 square miles² is the smallest of Oregon's thirty-six counties. It is, however, by far the most populous, containing 554,668 (26.5 percent) of the state's 2,091,533 inhabitants.³

¹See Lester Cash and John French, Jr., "Overcoming Resistance to Change," Human Relations, Vol. 1, no. 4 (1948); Warren Bennis, "A New Role for Behavioral Sciences," Administrative Science Quarterly (September, 1963); David Bordua, The Police: Six Sociological Essays (New York: John Wiley and Sons, 1967); James Davis and James Gayel, "Authority-Flow Theory and the Impact of Chester Barnard," California Management Review, Vol. VIII, no. 1 (Fall, 1970); Watson Goodwin, "Resistance to Change," American Behavioral Scientist, Vol. XIV, no. 5 (May-June, 1971); David Rogers, The Management of Big Cities (Beverly Hills: Sage Publications, 1971); James Q. Wilson, "The Police and Their Problems," Public Policy XII (Harvard: Harvard University Press, 1963); and Robert Igleburger, John Angell, and Gary Pence, Changing Urban Police (Washington: Government Printing Office, 1973).

²Columbia Region Association of Governments, Economic Indicators, An Annotated Statistical Abstract (Portland: Columbia Region Association of Governments, 1972), p. 12.

³U.S. Department of Commerce, 1970 Census of Population and Housing, Census Tracts, PHC (1) - 165 (Washington, D.C.: U.S. Government Printing Office, 1972).

County Government

When first established, Multnomah County had only 1500 to 3000 residents with 700 to 1000 of these living in Portland.¹ Its strategic location at the confluence of the Columbia and Willamette Rivers and its access to the Pacific Ocean helped the area grow rapidly. The original Indian residents were joined, successively, by French fur trappers,² American farmers and eventually craftsmen and manufacturers.²

As the population of the county grew and spread, so did the number of towns and cities. Portland's incorporation predated the creation of Multnomah County by some three years, and gradually the city expanded to encompass several independent villages and nearby population concentrations. In the early years of this century several areas in the far eastern part of the county, too distant to join Portland, themselves incorporated. Thus the independent cities of Gresham (1904), Troutdale (1907), and Fairview (1908) were created. They were subsequently joined by Wood Village in 1951 and Maywood Park in 1967.

Increasing population and economic development exacerbated the originally small need for provision of government services, and over the years the county took upon itself an increasingly broad range of tasks. Free public medical care was first provided in 1862, and a county hospital was opened in 1923.³ To manage this establishment, a Division of Public Health was established of necessity.

In fact, the provision of many such governmental services began in a fortuitous, hit-or-miss fashion. The County Road Department was established in 1914 to administer funds raised by a bond issue for the construction of the Columbia Highway. Free public library service began when the county took over Portland's private subscription library with funds raised in part by a tax levy and augmented by a donation from Andrew Carnegie. A state program of veterans benefits after the Civil War forced the county to create an administrative office to deal therewith, and the donation of certain Oregon state lands to the county necessitated the establishment of

¹Work Projects Administration, A History of Portland, Oregon (Washington, D.C.: U.S. Government Printing Office, 1941) also Multnomah County Board of Commissioners, Your Multnomah County Handbook (Portland: Multnomah County Board of Commissioners, 1969).

²Ibid.

³Ibid.

a Parks and Memorials Department. Eventually the multiplication of government services seemed to become a self-reinforcing process as the county was forced in 1941 to establish a Machine Accounting Division (later Data Processing Authority) to deal with the sheer volume of paperwork created by its expanding services.

The main functions of county government in Oregon are to construct and maintain county roads and to administer programs required or permitted by state law in the fields of law enforcement, property taxation, justice, elections, recording, public health, mental health, public welfare, libraries, parks, land use planning, hospitals, airports, agricultural services, sanitation, civil defense, fairs, dog control, sewage and solid waste disposal and fire protection.¹

In order to allow this mandate to be carried out more effectively and efficiently, residents of Multnomah County approved a county home rule charter in 1967. The charter provides for a full-time, elected five-man Board of County Commissioners with both executive and legislative powers. Services and improvements benefitting localized areas of the county were to be provided through county service districts and special improvement districts. Seven administrative departments were established directly responsible to the board: Judicial Administration, Public Safety, Finance, Records and Elections, Medical Services, Public Works, and Administrative Services.²

In 1973, county departments were restructured into Human Services, Environmental Services, Judicial Services, and Administrative Services. The reasons for this reorganization as cited in the ordinance were to maximize citizen participation; increase communication and cooperation of persons performing similar services; coordinate and synchronize group services addressing the same or related needs of the county; centralize administration and provide for vertical responsibility; provide a method of evaluation of the accomplishment of county goals and objectives; encourage individual responsibility and reduce duplication of effort; and to provide for budgeting on a systems basis to allocate

¹State of Oregon, Oregon Blue Book (Salem: State of Oregon, 1972), p. 182.

²Multnomah County Board of Commissioners, Your Multnomah County Handbook, 1969.

limited resources efficiently.¹ An equally important reason for the reorganization appeared to be to facilitate future cooperative efforts between the governments of the City of Portland and Multnomah County, possibly to the point of eventual city-county governmental consolidation.²

Upon appointment of a director of the Department of Human Services, this department began a program to decentralize delivery of services to make them more accessible to county residents.³ The county government provides the majority of human services for the entire county, and this decentralization of the delivery of services affected some sixty separate human services programs both inside and outside the City of Portland.⁴

There are six incorporated cities in Multnomah County: Portland (population 379,967), Gresham (population 10,030), Fairview (population 1,045), Troutdale (population 1,661), Wood Village (population 1,533), and Maywood Park (population 1,305).⁵ A small portion of Portland lies within adjacent Clackamas County (one-half square mile) and Washington County (one-tenth square mile). Part of the City of Lake Oswego (one-half square mile) lies within Multnomah County.

County Policing

In the 1854 act creating the county, the Legislative Assembly of the Territory of Oregon established the office of Multnomah County Sheriff to be the "conservator" of the peace and ministerial officer of the courts.⁶ The term of

¹Multnomah County Ordinance #64, adopted December 21, 1972.

²Donald E. Clark, "Proposal for the Reorganization and Revitalization of Multnomah County Government," p. 2.

³Office of Program Analysis, Research and Design, Handbook of Organization and Decentralization (Portland: Board of County Commissioners, 1974), p. 3.

⁴Ibid., p. 11.

⁵1970 Census of Population and Housing.

⁶The Oregon Historical Records Survey Project, Division of Professional and Service Projects, Inventory of the County Archives of Oregon, Vol. 26, no. 1 (Portland: Historical Records Survey Project, 1940), p. 65.

office was to be two years after which time the sheriff would be eligible for reelection or could be replaced by an elected successor.¹ The duties of sheriff included collecting taxes in the county, having custody of the jails, prisons, and prisoners in his county, appointing keepers of jails and prisons, preserving the peace, pursuing and apprehending all felons and persons charged with any crime or misdemeanor, and executing warrants.² These duties remained essentially unchanged until the adoption of a county home rule charter in 1967. The 1930 Oregon Code designated the sheriff as "chief executive officer and conservator of the peace of the county."³

The sheriff had the power to appoint as many deputies as he felt necessary, who then served at his pleasure.⁴ Since members of the Sheriff's Office were appointed by the sheriff and served at his pleasure, they were understandably cognizant of his exclusive authority over them. But there has been a history of colorful and powerful sheriffs in their own rights. The first sheriff -- first appointed then later elected -- was a strong (Democratic) party man.⁵ The next sheriff was elected to the offices of sheriff and mayor of Portland at the same time -- and concurrently held both offices.⁶ He later helped found the First National Bank of Portland. Subsequent sheriffs were noted for railroad construction, economic development, and extensive political careers.⁷

¹Oregon Laws, The Statutes of Oregon Enacted and Continued in Force by the Legislative Assembly at the Session Commencing December 5, 1853 (Oregon: Asahel Bush, Public Printer, 1854), p. 394.

²Ibid.

³Oregon Code, 1930, Containing the General Laws of Oregon Annotated with Decisions from the Supreme Court of Oregon and the United States Courts (Indianapolis: The Bobbs-Merrill Co., 1930), Sec. 31-309.

⁴Ibid.

⁵The Oregonian, June 6, 1958.

⁶Charles Henry Carey, History of Oregon (Chicago, Portland: The Pioneer Publishing Co., 1922), Vol. 1, p. 779.

⁷For an in-depth look at the history of the Sheriff's Office to 1965 see John Gordon King, "A History of the Office of Multnomah County Sheriff" (Bachelor's Thesis, Lewis and Clark College, 1965).

Functional specialization in the Sheriff's Office began with the establishment of a bureau of criminal identification in 1917,¹ and the Sheriff's Uniform Patrol was consequently reorganized in 1918.

In 1929, state-enacted civil service legislation² applicable to the Sheriff's Office caused a major organizational change. No longer could sheriff's employees be hired and fired at the discretion of the sheriff. It was also required that records be kept of each employee to be periodically evaluated by the civil service commission.

Ostensibly to improve operational efficiency, the Sheriff's Office established its own radio dispatching capabilities in 1947 -- no longer having to rely on the Portland Police dispatchers.³

Deputy sheriffs formed the employee organization known as the "Multnomah County Police Union Local 117" in 1959.⁴ This move initiated the start of significant employee involvement in the decision making process of the Sheriff's Department. It also tended to formalize the employer-employee relationship. In 1962 the sheriff announced, "My six years have been fraught with lawsuits and difficulty with the police unions," and that he would not run for reelection.⁵

In 1962, the Sheriff's Office underwent a major reorganization to increase its efficiency. The department was reorganized into three parts: administration, operations, and services. The civil service law was changed to allow the appointment of the best qualified individuals to top administrative positions.⁶ Since 1965, a baccalaureate

¹Oregon Laws, General Laws of Oregon, 29th Regular Session of the Legislative Assembly, 1917 (Salem: State Printing Department, 1917), Chapter 286.

²General Laws of Oregon, Thirty-Fifth Regular Session of the Legislative Assembly, 1929 (Salem: State Printing Department, 1929), Chapter 162.

³The Oregonian, April 8, 1949.

⁴The Oregonian, November 6, 1959.

⁵The Oregonian, December 13, 1962.

⁶Oregon State Statutes, Section 206.220.

degree has been required of all deputy sheriff recruit candidates. The Sheriff's Office hence became the first non-federal police agency in the United States to have such a requirement.¹

The County Home Rule Charter of 1967 abolished the office of elected sheriff and established a Director of Public Safety to be appointed by the Board of County Commissioners. With the restructuring of county government in 1973, the Sheriff's Office became the "Multnomah County Division of Public Safety," and was placed under the Department of Justice Services. The charter deleted the duties of tax collection and service of civil process from the sheriff and gave him the following main functions: (1) the functions of county officers under the state law concerning law enforcement, except the service and execution of court orders in civil cases, (2) custody of persons charged with, or convicted of, violating the law, and (3) protection against disaster.² In 1974, the division employed 229 sworn, seventy-nine civilian, and ninety corrections personnel. The division patrols 367 square miles³ of the county, and in fiscal year 1973-74 had a budget of four and a half million dollars.

Portland Government

The City of Portland was incorporated in 1851. The independent villages of St. Johns, Brooklyn, Lents, Sellwood, Mt. Tabor, Montavilla, and Linnton grew up -- each with its own parks, schools, and churches -- and were eventually incorporated into Portland. These and the other individual communities which make up the city have retained their own identities, however.

The City of Portland operates under a charter originally granted by the state in 1903 as later amended by city voters. The City Council, composed of the mayor and four commissioners, is the legislative branch of city government, and, along with the elected auditor, also manages the city departments. All six are elected on a non-partisan basis and serve staggered four-year terms. Each council member is assigned by the mayor to be the head of one of the five city departments: Public Utilities, Public Safety, Finance and Administration,

¹Office of Public Information, Multnomah County Division of Public Safety, Annual Report 1973 (Portland, Multnomah County Division of Public Safety, 1974), p. 75.

²Ibid., p. 12.

³Ibid., p. 74.

Public Works, and Public Affairs.¹ The mayor has traditionally retained the Portland Police Bureau under his control.

Recognizing trends toward greater participation of citizens in local government plans and programs, in 1972 the Portland City Council supported the concept of a two-tiered planning structure involving existing neighborhood groups combined into District Planning Organizations.² In 1973, the Office of Neighborhood Associations was established in the Department of Public Affairs to "improve the quality of citizen participation efforts in Portland by supporting existing neighborhood associations and by involving more people; broaden the channels of communication between city agencies and neighborhood associations; and communicate on a regular basis."³ The neighborhood and district boundaries which were eventually drawn follow historical community boundaries and have some resemblance to the county's Department of Human Services district boundaries.

Other than police services, the City of Portland provides few human services of its own. The city contracts with the county for medical services⁴ and animal control.⁵ The Portland Bureau of Human Resources -- established in 1972 -- deals primarily with youth programs.⁶

Portland Policing

The Portland Police Bureau had as its precursor the single position of town marshal, established in 1851 by city ordinance. As Portland grew, the lone marshal soon

¹Information Coordinator, "City Government: How it Works" (Portland: City of Portland, 1973).

²District Planning Organization Task Force, "Task Force Report" (Portland: District Planning Office Task Force, 1972).

³Office of Management Services, 1974-75 Budget, City of Portland, Oregon (Portland: City of Portland, 1974), p. III-50.

⁴City of Portland Contract #12214, dated May 21, 1968.

⁵City of Portland Contract #13333, dated January 13, 1973.

⁶Office of Management Services, Proposed Budget 1974-75, City of Portland, Oregon (Portland: City of Portland, 1974), pp. III-58 to 61.

sought the assistance of a number of deputies. In 1872 a regular police system was inaugurated under three elected police commissioners who appointed a chief, a captain and fifteen officers. This arrangement resulted in police personnel being selected largely from political considerations, and the chief's tenure was "that of a warm snowflake."¹ This changed in 1903, however, with the establishment of a municipal civil service system. Rules and regulations of the civil service board standardized and depersonalized the personnel management system. Functional specialization increased with the establishment of the Women's Protective Division (1905), Emergency Squad (1906), Special Officers Unit (1906), Speed Squad (1917), Flying Squadron (1919), Auto Theft Detail (1920), and Traffic Investigations Unit (1922). In 1913, citizens of Portland voted to abandon their aldermanic system of city government in favor of a commission form. The "Metropolitan Police Force" became the "Bureau of Police" under the Department of Public Safety.

To standardize operating procedure throughout the organization, the first Manual of Police Rules and Regulations was drafted in 1914. "The manual, although revised several times since then, set forth the basic police precepts under which the bureau still functions."²

In 1915, the village of St. Johns was annexed, and the village municipal building became what is now North Precinct Station. Positions in the Detective Division were reclassified in 1918, and appointment and retention was to be on the basis of merit and efficiency.³

A major attempt to assess systematically the efficiency and effectiveness of the organizational structure and operations of the Police Bureau was made in 1934 by the Police Survey Commission.⁴ This was followed in 1947 by a survey

¹Planning and Research Division, Portland Police Bureau, 1963 Annual Report (Portland: Portland Police Bureau, 1964), p. 11.

²Koepsell-Girard and Associates, Organizational Resource Inventory (Portland: Police Consolidation Project, 1974), p. 261.

³Planning and Research Division, Portland Police Bureau, 1963 Annual Report, p. 14.

⁴Charles Hammond, Chairman, Survey of Portland Police Bureau (September, 1934).

conducted by Vollmer Consultants.¹ These studies were among the earliest efforts to apply the "principles" of organization to the Portland Police Bureau.

The Bureau had a 1973-74 budget of fifteen and a half million dollars. Bureau officers patrol the ninety-three square miles of the City of Portland. The Bureau employs 741 sworn and 249 nonsworn personnel.

Policing in Other Jurisdictions of Multnomah County

The third largest local police service agency in the county is the Gresham Police Department. Gresham's City Charter provided for a part-time town marshal after the town's incorporation in 1904. The Gresham Police Department became a full-time police agency in 1953 with the appointment of a chief and three officers. In 1967 an outside chief with police experience was brought in. The department has grown to nineteen sworn and seven nonsworn employees with an annual budget of over \$300,000.²

The fourth and final local police "agency" exists in Troutdale. Until 1972, the City of Troutdale used the Multnomah County Sheriff's Office and state police to enforce county and state laws within the city. A single town marshal enforced city ordinances. In 1972 two full-time officers were hired to enforce both traffic and criminal codes. Troutdale now employs one police officer and allocates \$12,000 annually to the police function.³

A specialized police agency, the Port of Portland Airport Police, was created in 1956 with primary responsibilities restricted to the Portland International Airport. The agency consists of forty-three permanent personnel.⁴

Implications of Historical Evolution

Our analysis has resulted in the conclusion that the governments and police operations in Multnomah County have moved in a consistent fashion over the last century and a

¹August Vollmer and Addison Fording, Police Bureau Survey (Portland: University of Oregon, 1947).

²Koepsell-Girard and Associates, pp. 27-37.

³Ibid., pp. 15-18.

⁴Ibid., pp. 61-67.

Chapter II

half. If our assumption that established trends will continue is accurate, we can predict the direction and nature of future changes.

Based on the assessment of the changes that have occurred and are presently occurring, the staff developed a taxonomy (Table 1) of change patterns in Portland and Multnomah County.¹ This classification scheme can be used to facilitate (1) locating the present police agencies, units and operations at a point in the change patterns, (2) predicting how the environment for police agencies will change in future years, and (3) planning future organizational changes needed to maximize the probability of successfully improving local police. The use of this taxonomy as a basis for organizing and planning should reduce some of the inefficiency inherent in the previous trial and error, evolutionary process.

Our research reveals that the governments of Multnomah County were originally personality based. Nepotism and amicism played an important role not only in the selection of governmental employees but also in the way governmental agencies treated citizens and dispensed services. The governments of the county were small and nonspecialized. Police agencies provided a broad range of services with limited specialization. The sheriff's responsibilities were broad, ranging from tax collection to jail administration. The leadership of the government and police tended to be charismatic. The agencies responded primarily to powerful authority figures in the communities. The relationships between governmental leaders and subordinates were not covered by rules, and employee behavior was governed basically by an employee's acceptance of the personal authority of a supervisor. Governmental employees had few rules to guide their treatment of citizens and clients. Police officers dealt with citizens personally and a citizen's manifestation of respect for the police influenced the way a police officer handled the citizen's problem or requests.

The governmental agencies gradually changed from this "Personality Based Typology" to a "Bureaucratic Typology." The Bureaucratic Typology consists of classical organizational characteristics. The classical organization philosophies espoused by Max Weber and Leonard White became

¹This taxonomy is intended as a conceptual and planning tool. It is based on general trends, and its primary utility is in preventing the development of organizational designs that will fail because of conflicts with their milieu.

Table 1
Portland/Multnomah County
DEVELOPMENTAL TAXONOMY

Level	Stage I (1830-1910) Personality Oriented Typology	Stage II (1910-1970) Bureaucratic Oriented Typology	Stage III (1970-) Participatory/Humanistic Typology
Public Management and Organization	<ol style="list-style-type: none"> 1. Informal social control and economic status 2. Political affiliation 3. Important lack of social specialization 4. Low social mobility 5. Low use of technology 6. High value on personal relations <ol style="list-style-type: none"> 1. Goals and priorities established by economic and socially powerful 2. Judged clients and employees on personality and status 3. Political affiliation conditioned employee selection 4. Personal relations influenced service performed and received 5. Technology relatively unused 6. Low upward mobility 	<ol style="list-style-type: none"> 1. Legal Control substituted for social control 2. Specialization of institutions 3. Technology substituted for human labor 4. Work defined by specialty 5. Impersonal assessment of individuals 6. Concern with efficiency <ol style="list-style-type: none"> 1. Legal definition of responsibilities of government 2. Precise definitions of goals 3. Work divided into narrow specialized areas 4. Precise job responsibilities 5. People objectively selected for jobs 6. Operations standardized 7. Clients treated impersonally 8. Standard methods of activities 	<ol style="list-style-type: none"> 1. High Citizen power 2. Highly mobile citizenry 3. High social concern for minority 4. Personalized treatment of people on basis of merit 5. Democratic derived authority 6. Increased responsibility on individual 7. Deemphasis on hierarchy of authority and status <ol style="list-style-type: none"> 1. Increased citizen and employee influence 2. Situational organizational structures (committees, task forces) 3. Problem/consumer oriented 4. Low management prerogatives 5. Increased employee discretion 6. Tolerant of differences
Police Management and Organization	<ol style="list-style-type: none"> 1. Goals ill-defined 2. Service based on political considerations 3. Generalist organization 4. Response to clients based on personality and social status 5. Employees selected by status and political considerations 6. Low upward mobility 	<ol style="list-style-type: none"> 1. Well defined goals 2. Division of labor by geography, time and functions 3. Autocratic control through chain of command and rewards 4. Motivation by threats and rewards 5. Elaborate rules and regulations 6. Impersonal selection & evaluation of employees 7. Procedures subjected to cost effectiveness analysis 8. Impersonal treatment of clients 	<ol style="list-style-type: none"> 1. Dynamic goal definitions 2. Variety of influence on priorities 3. Flexible structure 4. Employee participation in problem solving 5. Situational management 6. Client/Service oriented 7. Based on group processes 8. High employee discretion 9. High openness--low secrecy

apparent in local government between 1910 and 1930. During this period governmental agencies in Multnomah County began to show movement toward legalistic and rationalistic organizational structures and procedures. The governmental officials became increasingly concerned with efficiency and measuring the cost and productivity of their operations. They commissioned several organizational studies and began to utilize the techniques of "scientific management" to ascertain the cost effectiveness of governmental activities. Procedures standardizing the handling of police clientele and problems began to evolve.

The prescriptive organizational characteristics of the Bureaucratic Typology, which are yet to be fully realized in local public agencies, include:

1. Role and goals of the organizations are supposed to be precisely enough defined to facilitate measurement.
2. The structures of the organizations are hierarchical with lines of authority and responsibility extending between a single head and a broad base of personnel at the bottom.
3. Activities which must be performed to achieve the purposes of the organizations are rationally and logically arranged into unit responsibilities.
4. Responsibilities assigned to a unit of the organizations are supposed to be relatively precise and clear-cut.
5. An effort is made to ensure that no responsibility is assigned to more than one independent unit of the organizations.
6. An attempt is made to define every position so that a person occupying it will know to whom he reports and who reports to him.
7. Each position is theoretically subordinate to only one supervisor.
8. If a person is responsible for an activity or situation he has the formal authority necessary to fulfill his obligations.
9. The number of subordinates one supervisor can direct, coordinate, control, and be held responsible for is limited by the situation, the abilities of the subordinates, and the abilities of the supervisor;

therefore, the number of subordinates assigned to one person is very limited.

10. Staff personnel and units exist to facilitate management, but they theoretically do not violate the lines of authority and responsibility.
11. Decision-making authority and responsibility for policy matters are progressively diminished down through the organization hierarchy.
12. Routine problems are handled by programmed responses without the need for management attention.

The Bureaucratic Typology is characterized by rational definition of the responsibilities of the organization, its subunits, and its personnel and an application of responsibilities in an impersonal, mechanistic manner. This characteristic places high value on treating all people the same regardless of the extenuating circumstances.

Nearly all recommendations of previous studies of the Portland Police Bureau, Multnomah County Sheriff's Department and Gresham Police Department are founded on assumptions about the value of the bureaucratic characteristics. The governmental structures and the police agencies in Multnomah County evolved to their most nearly perfect realization of the Bureaucratic Typology in the period of the 1950's through the 1960's.

In the 1960's, substantial changes began to occur in the culture and local organizational environment which indicate a trend toward a Participatory-Humanistic Typology. Power shifts gave more political influence to previously powerless individuals and groups both within and outside of public agencies. These shifts were facilitated by increased awareness of ethnic identity, organization of consumer groups, and acceptance of minorities and women into political parties.

The more powerful middle class whites have been losing their power to a wide range of other groups. Previously disenfranchised street people, radical groups, young people, and social deviates began organizing. These groups are being legitimized as a result of such actions as the civil rights movement of the 1960's, lowering of the voting age, increased attention to the demands of youth and minorities, and the reclassification of victimless crimes as noncriminal. Many police practices relating to social deviates are being challenged and changed.

Two significant influences for social change that affect

the police have been the Supreme Court and the educational system. In the 1950's and 60's the United States Supreme Court took steps to guarantee both the political equality of individual citizens as well as the subservient nature of government to men. These actions have forced many changes in police personnel and operations.

The educational system has also been moving in the same general directions as the court. Old authoritarian educational techniques are being replaced by individualized instruction that encourages self-motivation on the part of students. Basic education has become universal, and continuous adult education is being accepted as a necessity. Schools have begun to disseminate social information and deal with social and human relations problems of the society. They are recognizing the need to respond to students who are questioning the universal righteousness of the traditional system.

These changes in education have affected governmental and police agencies. Young people entering local police agencies are more highly educated than the employees who preceded them. They have been educated in relatively free and open school systems. They are unwilling to accept the authoritarian managerial styles of the Bureaucratic Typology. In many instances they have more extensive, broader life-experiences than their supervisors and managers. They have developed independent approaches to life, and they are intolerant of supervisors who expect them to simply obey orders and rules. They are supporting police unions that exercise political power and insist on due process for employees of the organizations. Police union officials are being encouraged by their constituents to deal as vigorously with organizational policies, working arrangements, and service to citizens as they do with wages. These new employees seem to be convinced they can contribute to decisions about how their jobs are performed; therefore, they are resisting and will continue to challenge traditional bureaucratic management prerogatives.

Sweeping general organizational research has also contributed to the evolution of local organizations toward the Participatory-Humanistic Typology. Studies which began in the 1930's reveal that while the classical bureaucratic "principles" appear effective, in reality they often are not. The following conclusions have been drawn from management research on supervisory approaches.¹

¹Rensis Likert, "An Emerging Theory of Organization, Leadership, and Management" a paper presented at a Symposium on Leadership and Interpersonal Relations, Louisiana State University, 1969.

1. Supervisors and managers who are "employee-centered" rather than "job-centered" tend to get better results.
2. Employees working under strong pressure for higher productivity or strong pressure for acceptance of specified tasks tend to perform less well.
3. A narrow span of control and close supervision tend to accompany poor performance rather than good performance.
4. Freedom to set one's own work methods within broad limits is connected with good performance.
5. A high degree of mutual, rather than one-way influence, is related to good performance.
6. Organizations with a shorter chain of command and greater downward diffusion of control and influence and wider participation in decisions tend to show better results.
7. Organizations that utilize group processes tend to achieve better results.

Such research supports the establishment of more flexible organizational arrangements in future police organizations. Based on such research it seems that project management and working task forces are more appropriate than rigid autocratic organizational structures and decision making for solving problems in a highly technical and fluid environment. It appears that employee and citizen participation in governmental agencies will be essential to significant improvements in police effectiveness in future years.

The evidence suggests that even though most executives and managers in local police agencies currently rely on the methods of the Bureaucratic Typology, improvements in police are dependent on their changing. It is the staff's conclusion that changes are necessary in police management to make the organizations more consistent with their environments and avoid otherwise inevitable employee-management conflicts.

Chapter III

ROLE AND GOALS OF POLICE

The mass media have devoted so much programming and reporting to police activities involving criminal investigations, apprehensions, and prosecutions, the notion that "real police work" consists entirely of identifying and apprehending criminals has become widely accepted. Police officers reflect their acceptance of it when they speak wishfully of the need to get back to doing the "basic" or "primary" police job. Citizens reveal such an attitude when they express concern that police officers spend too much time performing "non-police" functions. Usually overlooked is the fact that approximately a century ago citizens established full-time governmental police operations primarily to provide twenty-four-hour-a-day emergency services for all members of the public in need.

The development of an organizational structure should not depend exclusively on police preferences. These preferences naturally tend to reflect the functions police enjoy performing. The structure should be based on (1) what members of the public expect police to do as reflected in requests for police attention, (2) what the police must do because no other governmental agency exists that can perform the functions as well or as efficiently as the police, and (3) what is best performed by police because of established public attitudes, past practices, and legal and cultural definitions of police responsibilities. This section of the report is devoted to a review of the data related to these issues and a development of goals based on the data.

Definition of Police Role

Any definition of "police" entails a subjective process; however, clues about the elements of the definition can be obtained by analyzing (1) standard definitions of the police

contained in dictionaries, (2) laws related to police functions, (3) literature dealing with police responsibilities and functions, (4) public and clientele expectations of the police, and (5) opinions of governmental officials and police employees involved indirectly or directly in the performance of police functions. The Police Consolidation Project staff and GOC Committee members have devoted considerable attention to such an analysis.

Dictionary Definition

The term "police" is much more encompassing than most people assume. Webster's New Collegiate Dictionary defines police as:¹

- 1 a: the internal organization or regulation of a political unit through exercise of governmental powers especially with respect to general comfort, health, morals, safety, or prosperity
- b: control and regulation of affairs affecting the general order and welfare of any unit or area
- c: the system of laws for effecting such control
- 2 a: the department of government concerned primarily with maintenance of public order, safety, and health and enforcement of laws and possessing executive, judicial, and legislative powers
- b: the department of government charged with prevention, detection, and prosecution of public nuisances and crimes.

Laws and Ordinances

Oregon laws address the responsibilities of sheriffs and state police; however, they do not define the responsibilities of local police agencies.² Oregon sheriffs have broad

¹Webster's New Collegiate Dictionary (Springfield, Massachusetts: Merriam Co., 1973), p. 889.

²Laura Vandergaw, Consultant Report: Legal Parameters of Police Operations (Portland: Police Consolidation Project, 1974).

countywide responsibilities, although it is difficult to determine precisely how the home rule provisions of Multnomah County affect these duties. Oregon law indicates:

1. The sheriff is chief law enforcement officer and conservator of the county peace.
2. He is charged with arresting and committing to custody all persons who break or attempt to break the peace, and all persons guilty of public offenses.
3. He is obligated to defend the county against those who, by riot or other actions, endanger the public peace or safety.
4. He is to execute processes and orders of the courts when delivered to him for that purpose in accordance with the law.
5. He is responsible for executing warrants.
6. He is to attend to the courts and obey court orders.

The responsibilities of local police with few exceptions are defined by local statutes. The Portland Police Bureau's duties and obligations are set forth in the City Charter and related ordinances. The following summary reflects the general tone of these documents:

1. The police chief is a peace officer with the power to execute criminal processes.
2. He is responsible, with or without a warrant, for initiating arrests, and for dealing with breaches of the peace, or the commission of crimes within the city limits.
3. He is responsible for exercising "vigilant control" over the peace and quiet of the city.
4. He is keeper of the city prison or house of corrections.
5. He can exercise such powers as the city ordinances confer on him to carry out the objects and purposes of the City Charter.

Specified responsibilities of Portland police officers are:

1. Preserve the public peace.
2. Prevent crime.
3. Arrest offenders.
4. Protect property and the rights of persons.
5. Guard the public health.
6. Remove existing nuisances from the streets, roads, public places, and highways.
7. Report to the proper authorities leaks and other defects in the water pipes and sewers and street lights not burning.
8. Provide a proper force at any fire so that the firemen and equipment are protected.
9. Protect strangers and travelers at steamboat and ship landings and railroad stations.
10. Generally obey and enforce all ordinances of the City Council and criminal laws of the state and the United States.

These laws and ordinances also indicate greater responsibilities for police than merely criminal investigation and apprehension. The legislators and citizens who established them appear to have been as concerned with making certain the police would handle potentially disruptive social situations and hazards to health and safety as they were with criminal apprehension.

Historical Perspectives

The known history of policing focuses on Western Countries.¹ Greece and Rome were the first countries to separate the police from military functions. These first established units were organized along military lines and given a broad range of responsibilities including fire-fighting and the

¹See A. C. German, et al, Introduction to Law Enforcement (Springfield: Charles Thomas, 1970); Raymond Fosdick, American Police Systems (New York: Century Co., 1920); Raymond Fosdick, Emporia Police Systems (New York: Century Co., 1916); Melville Lee, A History of Police in England (London: Methuen and Co., 1901); and Charles Reith, British Police and the Democratic Ideal (London: Oxford University Press, 1943).

protection of the political faction in power. Continental European police followed the same general model. The French police were established as part of the judicial system and organized along military lines. Early French police, although organized in military type units, were assigned to specific "communities" and each officer was charged with maintaining sufficient surveillance of all residents in his area to ensure that no insurrection could occur unexpectedly. As a part of this responsibility each police officer maintained elaborate records on every person in his community.

German police organizations were similar to those of the French except they were organized as an administrative rather than a judicial agency. German efforts eventually resulted in the establishment of a national identification system in which each citizen and visitor was required to have an identification card. Both German and French police were tied to a philosophy of, first, serving government and, second, serving private citizens.

The English took a different approach in organizing their police system. Paid, full-time police units were too expensive for the English, so their initial police system required mutual responsibility of citizens. Every Englishman was responsible not only for his own actions, but also for those of his neighbors. It was each citizen's duty to render assistance in the apprehension of law violators. When apprehensions were made, the Crown paid the responsible parties a reward. However, if citizens failed to apprehend a lawbreaker, they were fined.

In fulfilling their mutual responsibility, many citizens and organizations began to pool resources and establish private police units. In the early eighteenth century, the Bow Street Runners were organized as the first full-time governmental police in England. However, these officers were given only very limited jurisdiction to arrest those law violators who were not apprehended by citizens. The English have consistently maintained that a policeman is merely someone who is paid to devote full time to performing functions that all citizens are obligated to perform without pay. Interestingly enough, English police to this day argue that they do not want to be considered "professional" because they are merely citizens in the service of their fellow citizens.

Sir Robert Peel supported the organization of the police system that was eventually modified and adopted by the communities in the northeastern United States. This system was based on an elaborate study that contained specific assumptions about how a police system should be arranged to insure

its commitment to citizens. These assumptions or principles defined, in essence, a "role" for police. They are:¹

1. The basic mission for which the police exist is to prevent crime and disorder as an alternative to the repression of crime and disorder by military force and severity of legal punishment.
2. The ability of the police to perform their duties is dependent upon public approval of police existence, actions, behavior, and the ability of the police to secure and maintain public respect.
3. The police must secure the willing cooperation of the public in voluntary observance of the law to be able to secure and maintain public respect.
4. The degree of voluntary public cooperation diminishes, proportionately, the necessity for the use of physical force and compulsion in achieving police objectives.
5. The police seek and preserve public favor, not by catering to public opinion, but by constantly demonstrating absolutely impartial service to the law, independence of policy without regard to the justice or injustice of the substance of individual laws; by ready offering of individual service and friendship to all members of the society without regard to their race and social standing; by ready exercise of courtesy and friendly good humor; and by ready offering of individual sacrifice in protecting and preserving life.
6. The police should use physical force to the extent necessary to secure observance of the law or to restore order only when the exercise of persuasion, advice, and warning is found to be insufficient to achieve police objectives; and police should use only the minimum degree of physical force which is necessary on any particular occasion for achieving a police objective.
7. The police at all times should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and that the public are the police; the police are the

¹Melville Lee.

only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen in the interest of community welfare.

8. The police should always direct their actions toward their functions and never appear to usurp the powers of the judiciary by avenging individuals or the state, or authoritatively judging guilt or punishing the guilty.
9. The test of police efficiency is the absence of crime and disorder, not the visible evidence of police action in dealing with them.

Early American police were organized in a variety of ways depending on whether the majority of people in a given area were originally from continental Europe or the British Isles. The police in the Louisiana region were organized along the lines of the police of France. They were highly militaristic and worked in "squads" out of barracks. They were responsible for keeping records on all slaves and houses of prostitution. Movement of slaves had to be cleared through local police. Police issued identification cards to slaves; and they checked passes, enforced curfews, and at the direction of a slave owner, officers were legally required to administer punishments. In fact, this apparently was one of the few direct services these early police offered to individuals in their jurisdictions. They enforced the law solely in the interest of people controlling their government.

In those parts of early America where the settlers were from England, the police were basically watchmen who were obtained by conscription. These watchmen had broad responsibilities in the area of community service.¹ They served as the timekeepers of the community continuously calling out the time as they moved about the urban areas at night and waking travelers in the early morning. They were required to sweep the streets and repair holes. In the middle nineteenth century the New York City Police demonstrated in opposition to their obligation for cleaning horse droppings from the public streets. These officers were not expected to play a major role in law enforcement; in fact, they were equipped with rattles to frighten off potential law violators.

¹Jack E. Whitehouse, "Historical Perspectives on Police Community Service Function," Journal of Public Science and Administration, Vol. 1, no. 1 (Chicago: Northwestern University, 1973).

Chapter III

When they encountered a crime, they simply alerted other citizens who shared the responsibility for apprehensions. This tradition of community service was expanded across the country as Easterners moved westward.

The recent police literature indicates that British police have tended to stress crime prevention, community service and maintenance of peace as the most important functions of civilian police, while American police have moved toward stressing the protection of security and enforcement of law.¹ The American police emphasis is reflected in their professional rhetoric as well as their incentive and reward systems; however, with few exceptions scholarly writers and researchers in the United States have pointed to the economic and social advantages of police agencies serving the noncriminal needs of the public by stressing service provision and order maintenance. Many claim these areas are related to criminal behavior; therefore, if police are to have an impact on the reduction of criminal deviancy they must provide quality performance of services and conflict resolution. Some of the most recent police organizational arrangements include a heavy emphasis on conflict management and crisis intervention arrangements to address precisely these areas.²

Research and Literature

In recent years a significant amount of research effort has been invested in determining what the public expects from police and what police actually do. Without exception these studies have supported the contention that urban police should be concerned with conflict management and the provision of services. People most frequently seek police assistance with problems which are not directly related to law enforcement or crime. A review of the findings in this area reveals the discrepancy between traditional assumptions, police rhetoric, and reality.

¹See Michael Banton, The Policeman and the Community (London: Tavistock Publications, 1964) and George Berkley, The Democratic Policeman (Boston: Beacon Press, 1969).

²James Q. Wilson, "What Makes a Better Policeman," Atlantic Monthly, Vol. 223, no. 3 (March, 1969); Bruce Terris, "The Role of the Police," The Annals, Vol. 374 (November, 1967); Albert Reiss, "Professionalization of Police," in Police and Community Relations: A Service Book, A. F. Bradstatter and Louis Radelet, eds. (Beverly Hills: Glenco Press, 1968); and Jerome Skolnick, Justice Without Trial (New York: John Wiley and Sons, 1966).

Oakland Study. An Oakland, California police study systematically analyzed the workload of that department's officers.¹ A total of 599,211 police activities (all patrol activities during one year) were classified in 109 categories. The 109 categories were then collapsed into six general categories (see Table 2). The results reflect that patrol officers invest the majority of their time in non-criminal functions.

Approximately 19.8 percent of the police activities which consume 9.1 percent of police officers' time involve such duties as questioning suspicious persons, security checks, checking for possible law violations, and talking to members of the public. Crimes against persons amounted to 2.82 percent of their total activities and required 2.96 percent of their time. Crimes against property required 14.82 percent of their time and accounted for 13.76 percent of their activities.

The patrol officers were involved in the performance of functions in the area of "Social Services" in 17.27 percent of their activities and these activities took up 13.70 percent of their time. Approximately fifty percent of patrol officer time was devoted to administrative chores. This study documents the disparity between the popular view of police functions and officers' actual activities.

Oakland Police Activity and Time Study

<u>Category of Assignment</u>	<u>Frequency (%)</u>	<u>Time Required (%)</u>
Crimes Against Persons	2.82	2.96
Crimes Against Property	13.76	14.82
Traffic	7.16	9.20
Checking, Patrolling, Community Service	19.08	9.10
Social Service	17.27	13.70
Administration	39.28	50.19

TABLE 2

Chicago Study. A 1969 study of citizen requests for police service in Chicago was based on 394 calls randomly

¹John A. Webster, The Realities of Police Work (Dubuque, Iowa: Kendall/Hunt Publishing Co., 1973).

sampled from a twenty-four-hour period.¹ Sixteen percent of the callers reported crimes. Forty-four percent reported various types of incidents that might have involved some law violations (i.e. suspicious person, disturbance, intoxicated person, etc.), but which usually did not. The remaining forty percent of the telephone calls requested some type of information or police service. This finding is corroborated by an earlier study by the President's Commission on Law Enforcement which found that over fifty percent of all calls to the police in metropolitan areas involve requests for service.²

University of California Study. A study by the University of California of a large city police department's field activities³ indicated in excess of eighty percent of a police officer's on-call time was spent on noncriminal matters. Approximately seventy-one percent of the department's "called-for-services" involved miscellaneous public services -- such activities as picking up stray dogs, answering nuisance calls and assisting persons who had locked themselves out of their homes or apartments. Nearly ten percent of a field officer's time was spent on traffic accidents and violations. In this department only about nineteen percent of an officer's time was devoted to criminal and related matters.

While these findings are based on a one-year sample and reflect only the time an officer was actually occupied by an assignment or in an on-view activity, they tend to corroborate the findings of other studies and the inappropriateness of characterizing police work as that of primarily crime control. The authors conclude "...our observations lead us to believe that data from any other large city will reveal similar patterns..."⁴

New York City Study. As part of a Law Enforcement Assistance Administration training project, the work load of the New York City Police Department's Twentieth Precinct was analyzed.⁵ Police activities during a two-year period

¹Calls for Police Service (Chicago: University of Wisconsin Law School, 1969).

²Task Force Report: The Police (Washington, D.C.: Government Printing Office, 1967).

³Gordon Misner and Richard Hoffman, Police Resource Allocation (Berkeley: University of California, 1967).

⁴Ibid.

⁵S. James Press, Some Effects of an Increase in Police Manpower in the 20th Precinct of New York City (New York: Rand Institute Vol R-704-NYC, October 1971).

indicate over seventy-five percent of the total to be related to noncriminal matters or minor ordinance violations.

New Haven Study. One study appears to shed some light on why requests for police attention are heavily noncriminal. A 1968 study of police clients in New Haven, Connecticut contains interesting conclusions.¹ The "average" police client did not have the same characteristics as the typical New Haven citizen. People who called for police assistance were more likely than the average New Haven citizen to be female, middle-aged, single, divorced or separated. They tended to be from lower socio-economic levels and had less formal education than the average person.

It appears police clients have problems which only the police are available to handle. Their problems are inter-personal, financial, and even physical. They occur at hours when nonpolice agencies are closed. Unless alleviated the problem may cause criminal behavior. The citizen with the problem often cannot solve it alone and frequently does not have the social, informational, or financial resources to obtain assistance from some nonpublic source. Therefore, this person asks and expects police understanding and psychological support as much as, or more than, aggressive law enforcement or retribution against someone who has offended him. The study concludes that most police clients need someone to help them structure and understand their problems and to assist them in isolating appropriate alternative courses of behavior which will reduce their problems and frustrations.

Portland/Multnomah County Studies. The Police Consolidation Project sponsored a police clientele study conducted by Yaden/Associates of Portland.² The purpose of the study was to determine who calls the police in Multnomah County, why they call, and how they evaluate the service rendered. For purposes of the study, a "police client" was defined as any person who requests any type of police assistance by telephone from any of the police agencies in Multnomah County. Although this definition omits people who receive police service in other ways -- such as asking an officer directly for directions, assistance, or advice -- the limited resources available to conduct the study made this omission necessary.

In order to analyze police clients, Yaden randomly selected 4401 dispatch cards dated January through March of

¹Raymond T. Galvin, et al, CDAP Survey of Attitudes About Police Service in New Haven (New Haven: City Planning, 1968).

²Yaden/Associates, Consultant Report: Police Clientele Inventory (Portland: Police Consolidation Project, 1974).

1974. By type of call these cards were categorized as crime, forty-four percent; service, twenty-one percent; and order maintenance, thirty-five percent (or criminal, forty-four percent; noncriminal, fifty-six percent).

Since a dispatch card is more likely to be completed and an officer dispatched if a crime has been committed than if one has not, this breakdown is biased in favor of criminal activities. This conclusion is based on a validity check which was designed to determine what calls were never recorded on dispatch cards. When incoming calls were monitored at the complaint desks, Yaden found that no dispatch cards were initiated for thirty percent of the calls to Gresham Police Department, twenty-five percent to Multnomah County Division of Public Safety, and fifteen percent to Portland Police Bureau.¹ Of the 407 calls monitored, no dispatch cards were made for seventy-two. Where no police officer was dispatched, twenty-three percent were crime related, forty-five percent were service related, and twenty-four percent were order maintenance.

Since about half of the police clients interviewed had called the police at least once in the previous six months, it is possible that police complaint operators condition the public as to what types of calls the police consider important and which kind will be refused. This implies that if all types of requests for assistance were given equal consideration, requests for service and order maintenance would increase and crime calls decrease as a percentage of the total.

In a study to determine work load distribution by type of call and by census tract, the staff of the Police Consolidation Project analyzed 24,752 randomly selected dispatch cards from Portland Police Bureau and Multnomah County Division of Public Safety dated September through December, 1973.² This study indicates thirty-two percent of the dispatches were crime related, forty-four percent were order maintenance, and twenty-four percent were service (or thirty-two percent criminal -- sixty-eight percent noncriminal). These ratios based on more extensive data than the Yaden study occur despite the fact that up to twenty-five percent of the people

¹The low percentage for Portland Police Bureau could be the result of screening by a central bureau telephone operator prior to the complaint operator's receiving calls. It is logical to assume that none of the calls deferred by the central operator were criminal in nature.

²Police Consolidation Project, "Police Workload Study."

who telephone police with a problem are handled by communications personnel and a police officer is not dispatched to assist the caller.

Conclusions about Research

The foregoing studies of work loads of police in Multnomah County indicate crime-related requests for police assistance comprise a minority of the overall requests for police action. This finding is consistent with and further corroborates the related research in other cities. The evidence concerning the nature of the police work load of what people who call the police expect is overwhelming. People with problems turn to the police when they do not know of anyone else who will help them. It may be that their primary reason for calling the police is that these agencies have twenty-four-hour answering services. Whatever their reasons for calling, when the police do not provide assistance, the callers feel neglected by the government which they pay taxes to support. Most feel that since they help provide police salaries, police officers should help them when they ask assistance. In their opinion they seldom seek help from government and when they do their problem is as important as the shop-lifting incidents at the local department stores or the preventive patrol in another area, and they expect police attention.

Based on their research, the School of Police Administration at Michigan State University observed:¹

Police should place greater emphasis upon the concept of public service as a legitimate goal of their organizations. For the police, professionalism has been viewed in too narrow a focus. True professionalism is rooted in broad-based public service which commands popular respect for the police officer and the system of government by law which he represents. Increased efficiency in police work is laudable, but as a means to an end, not as an end in itself. When efficiency is coupled with a goal of crime suppression at any cost, the community is often faced with a police agency which is not responsive to community needs. Certain elements in the community do not see it as "their" police department.

¹A National Survey of Police and Community Relations: Field Survey V (Washington, D.C.: Government Printing Office, 1967).

Police Attitudes

Management personnel in the local police agencies express a need for continuing to perform both criminal and non-criminal functions. The Portland Police Bureau chief has issued an order which indicates that the most important obligation of the Police Bureau is the provision of services. The GOC Committee of the Police Consolidation Project emphasized its concern with ensuring that the police role definition legitimized police responsibilities in the non-criminal area. Therefore, police management appears to support a broad role for the police in community service.

However, a Police Consolidation Project staff survey of area police officers' opinions about legitimate characteristics of the police role revealed that many have ambiguous feelings about performing duties which to them have a "social work" connotation.¹ Nearly half of the responding officers felt that it is legitimate for the police to provide services to citizens; however, they interpreted this narrowly. Only approximately thirty percent believed that police should be responsible for providing guidance and counseling to citizens with problems and even fewer wanted police officers to act as advocates for citizens. On the other hand, over half of the officers felt that police should assist members of the public by providing emergency services such as transportation of the sick, provision of emergency housing, provision of food in emergency situations, etc.

In general, it is the staff's conclusion that while many police officers would prefer to restrict their activities to criminal matters, they recognize obligations in other areas. They know that their clientele expect services which they are in the best position of any governmental employees to provide. Therefore, even though they like the glory and status that come with being criminal apprehension experts, they are anxious to be of service to their communities and citizens.

Goals and Related Recommendations

The available evidence suggests there are no significant differences in the basic purposes of the various police

¹Staff, "Employee Opinions of Police Role Characteristics."

organizations in Multnomah County.¹ However, there are differences in priorities and clientele expectations both among the jurisdictions as well as among communities within each of the jurisdictions.²

On the basis of research and literature reviews and information obtained from police personnel, the staff prepared several conclusions related to police role and goals. These conclusions were reviewed and accepted by the GOC Committee in May, 1974. They are:³

1. The most important responsibility of the police is the preservation of human life.
2. The police responsibility for the maintenance of social order is conditioned by a responsibility for protecting individual rights and ensuring social justice. Therefore, the maintenance of order clearly does not obligate or authorize the police to regiment society. Democratic societies expect the police to protect the right of citizens to behave in individualistic, even deviate ways if such individualism and deviancy do not injure others or deprive others of the right to just treatment.
3. Police organizations are in a unique position to support other governmental agencies with information about citizen problems and needs that they should address.
4. Law enforcement is an important function of the police; however, physical arrest is only one strategy that police use to enforce laws. The state law requires police to "enforce" the criminal code, but it does not specifically direct police to "arrest" every person who

¹In addition to the preceding see staff report on Police Goals and Objectives (Summary report for GOC Committee, April, 1974); Koepsell-Girard and Associates, Consultant Report: Organizational Resource Inventory (Portland: Police Consolidation Project, May, 1974); Staff, Police Role Survey (Portland: Police Consolidation Project, April, 1974); and Yaden/Associates, Consultant Report: Police Clientele Inventory (Portland: Police Consolidation Project, 1974).

²Yaden/Associates.

³See Staff report, "Police Goals and Objectives."

violates a law. Therefore, police officers can legitimately exercise discretion if it results in the enforcement of laws.

5. Police must work with and for citizens as much as they serve the government. Police must strive to assist citizens in developing communities that are livable places where citizens do not have to be afraid of being abused, attacked, placed in jeopardy of injury, or denied fair treatment. Police methods must stress cooperation with citizens based on trust rather than fear, and they must emphasize prevention rather than suppression. Police should be more concerned about obtaining voluntary rather than forced compliance with laws. The existence and authority of the police depend on public approval of police existence, actions, and behavior, and in general on the police ability to secure and maintain public respect.

Based on the preceding assumptions, specific goal statements were developed for local police agencies. They are:

1. Provide emergency actions and services, not readily available from other agencies, that may save human life.
2. Provide programs and actions directed at the causes and conditions of delinquency and crime that will result in the prevention of juvenile delinquency, criminal deviancy and crime.
3. Provide programs and actions to acquire information about criminal behavior and responsibility and expeditiously handle that information in a manner consistent with the best interests of involved persons, the community, and society.
4. Respond by direct involvement, advice, or referral to those situations which if left unattended would logically result in serious mental anguish, disorder, injury, property damage, or loss of individual rights for people within the jurisdiction.
5. Provide actions and programs for coordination between and support for agencies that seek to facilitate social justice and justice processes.
6. Provide order maintenance programs and actions to reduce danger and facilitate normal community and social operations during periods of unusual

disruptive occurrences such as civil protest, natural disaster, riot, and war.

7. Provide programs, procedures, and activities that will result in efficient, effective and fair management of the police organization and satisfaction of personnel career needs.

Although the GOC Committee intended these goal statements for a single police agency, they are appropriate for all police agencies in the county. Their adoption countywide would increase uniformity of policing throughout the county. It would facilitate cooperation and enhance evaluation of the police agencies. In addition, their adoption would not prohibit the establishment of organizational arrangements that would facilitate variations in emphasis and priorities in the individual agencies.

Therefore, the staff offers the following recommendations related to local police goals and objectives:

Recommendation. The preceding conclusions and goals should be reviewed and endorsed by policy and police officials. Appropriate changes should be made in ordinances related to police responsibilities and modifications should be initiated in police policies and procedures.

Recommendation. Police organizational arrangements should be modified to ensure greater congruence of goals, structure, and police activities. This recommendation should be implemented with or without consolidation of police operations and without regard to whether or not the preceding goals are adopted.

Recommendation. Methods should be adopted by the police to ensure continuous development and updating of police objectives in a manner that will maintain their consistency with the organizational goals.

Recommendation. Methods should be established for monitoring the extent of goal and objective accomplishment and assessing the effectiveness of various organizational strategies.

Chapter IV

CONSOLIDATION OPTIONS

Traditional wisdom and logic support the conclusion that fragmented authority and duplicative governmental functions are unnecessarily expensive, wasteful, and inefficient. Public administration scholars, practitioners, and citizens have long advocated consolidation of similar governmental functions as a reform method for reducing governmental overhead and increasing efficiency.¹ Researchers, however, have found governmental consolidations fail to satisfy all the expectations of their supporters. Their research seems to fault simplistic organizational designs rather than the consolidation itself.²

Findings suggest certain social service functions such as education, police, and mental health are hampered if they are consolidated and organized strictly by

¹In the police field the most authoritative document advocating this approach was the President's Commission, The Challenge of Crime in a Free Society (Washington, D.C.: Government Printing Office, 1967). More recently the National Criminal Justice Standards and Goals, Advisory Commission on Intergovernmental Relations, Committee for Economic Development, and Oregon Law Enforcement Council, Law Enforcement Plan Committee took similar positions.

²See Robert L. Bish and Vincent Ostrom, Understanding Urban Government: Metropolitan Reform Reconsidered (Washington, D.C.: American Enterprise Institute, 1973); Elinor Ostrom and Robert B. Parks, "Suburban Police Departments: Too Many, Too Small?" Urban Affairs Annual Reviews, Vol. 7 (Beverly Hills: Sage Publications, 1973); Elinor Ostrom and Gordon Whitaker, "Black Citizens and the Police: Some Effects of Community Control" (Paper for 1971 Annual American Political Science Association meeting in Chicago); S. T. Ishak, "Consumers' Perception of Police Performance: Consolidation vs. Decentralization, The Case of Grand Rapids, Michigan Metropolitan Area" (Bloomington: Indiana University, 1972).

traditional bureaucratic "principles."¹ The effective performance of such functions is highly dependent on personal contacts between the governmental agent and the person being served. Both the nature of the service and the method of its delivery are highly dependent on the characteristics of the specific community and individual being served. This means that the organization of these functions should be such that governmental agents performing them can be responsive to community and individual needs and preferences. The research further indicates a bureaucratically arranged agency cannot be sufficiently flexible to permit its agents to respond to the diverse needs and preferences in its communities.²

On the other hand, bureaucratic organizational arrangements in government can be effective if the functions so organized are basically technical and procedural in nature.³ Examples of such functions are data processing, records, and communications. Citizens are not concerned about how these functions are performed as long as they receive the quantity and quality of assistance they expect.

The Police Consolidation Project is founded on the prevalent Portland and Multnomah County political philosophy which places heavy emphasis on responsiveness to citizen preferences, requests, and needs. As indicated in Chapter II, long range trends indicate planning should anticipate more rather than less emphasis on responsiveness and its counterpart -- citizen participation -- in the future. Awareness of this trend by local police managers is reflected in the organizational goals they have endorsed.⁴ Efforts to reduce cost and improve effectiveness through consolidation must provide organizational arrangements which will reflect both local philosophy and trends.

¹Bish and Ostrom.

²See David J. Bordua and Albert J. Reiss, Jr., "Command, Control and Charisma: Reflections on Police Bureaucracy," American Journal of Sociology, Vol. 72 (July, 1966); J. Kimble, "Daydreams, Dogma and Dinosaurs," Police Chief, Vol. 36 (April, 1969); Gordon Tullock, The Politics of Bureaucracy (Washington: Public Affairs Press, 1965); and Sven Lundstedt, "Social Psychological Contributions to the Management of Law Enforcement Agencies," (Philadelphia: American Psychological Association Annual Meeting, 1973).

³Elinor Ostrom explained this notion in a discussion with the GOC Committee in January, 1974.

⁴See Chapter III.

The Police Consolidation Project research indicates the current organizational arrangements facilitate neither substantial responsiveness nor efficiency. There is a critical need for reorganization of the police functions in Portland and Multnomah County. The research supports the concept of consolidation as the most viable method by which sound reorganization can be achieved. However, in order for the police to address adequately their goals in a manner consistent with the local democratic political philosophy, simplistic organizational models of the past will have to be discarded.

What are the Options for Improving Police?

The optimal benefits from reorganizations in the police system can be derived only if the entire governmental structure of Portland and Multnomah County is consolidated prior to attempting to change police and police related functions. The more complex the authority structure responsible for decisions about changes, the lower the efficiency with which current disjointed, fragmented, duplicative police functions can be improved.¹ However, the inability to achieve voter support for the complete consolidation of local governments should not affect efforts of local officials to improve the police through consolidation. In light of the fact that the majority of citizens and governmental officials agree with the wisdom of governmental consolidation (although they appear to have been unable to agree on the details) the logic of proceeding with reorganizing the police in a manner consistent with the eventual complete consolidation of governments in Multnomah County is particularly persuasive. The question policy makers should address is not "Should police consolidation occur?", but rather, "To what extent should police consolidation occur immediately?" The staff has defined three options, any one of which can facilitate improvements in the police, although to differing degrees. These options are:

1. Establish a single police agency for the City of Portland and Multnomah County.
2. Establish a Public Safety Support Agency to

¹The results of a complex, ambiguous authority structure can be seen in such efforts as CRISS, police space allocation, and police records merger. Unless changes are initiated both the communications and crime lab mergers will also be hampered by this problem. This situation is addressed in later recommendations.

consolidate and coordinate Support Activities¹ while reorganizing and maintaining independent police Line Functions in each jurisdiction.

3. Improve and continue the ad hoc mergers and reductions of duplicative efforts in police Support Activities while reorganizing and maintaining independent police Line Functions in each jurisdiction.

These options represent three positions on a continuum between the current fragmented police organizations and complete police consolidation. Trends point to the conclusion that the current natural evolutionary process will eventually result in consolidation of the police. Any of these three options will reduce the time and expense that will otherwise be involved if consolidation occurs through natural evolution. However, each has advantages which should be considered.

Option 1: Complete Consolidation of Police Operations

The first option available to the policy makers involves the complete merger of the Portland Police Bureau and the Multnomah County Division of Public Safety.² Although the actions necessary to implement this arrangement are relatively complex, in the long term they will be simpler and less confusing than those required to implement either of the other two options. This arrangement would involve a contract between the city and county which should include the following provisions:³

1. The positions of Portland Chief of Police and Multnomah County Sheriff would be combined in a position of police director.
2. The Chairman of the County Commission would agree with the Mayor's appointment of the Chief which would then be ratified by the County Commission. The appointee would then be sworn in as Sheriff.
 - a. This Director of city-county police would

¹For a definition of the terms "Line Functions," "Staff Functions," "Administrative Activities," and "Support Activities" see Chapter V, especially Chart 2.

²Other jurisdictions in the County could choose to contract with the consolidated agency.

³See Appendix A for detailed guidelines and Appendix B for a sample contract establishing a consolidated police agency.

be provided with a contract of at least two years which specifies his responsibilities, authority, relationship to the other segments of the governments, and process for removal.

- b. The Director would be under the immediate supervision of the County Commission Chairman and the Mayor of the City of Portland.
3. All sworn personnel in the Portland Police Bureau would be deputized.
4. The county would assume responsibility for future hiring, personnel, and the financial administration for police.
5. Portland Police Bureau officers would be maintained in the Portland pension system; however, new officers could choose between the Multnomah County Sworn Law Enforcement Officers' Retirement System and the State Public Employees Retirement System for police.
6. A cost sharing model would be established for funding the agency (see Appendix B).
7. City-county and police agency rights and obligations in regard to the police operations would be given.

The advantages of this type of arrangement include:

1. It would facilitate reorganization that will improve the responsiveness of the police to community and client needs while reducing duplications.
2. It would reduce red tape for citizens who seek police service by providing one police agency for the City of Portland and Multnomah County.
3. It would facilitate long range planning for the improvement of police services.
4. It would be easier to implement and administer than either of the other two options.
5. It offers the most cost savings potential.

Basically, the major problems for administrators are difficult but fewer in number than with either of the other two options. They include:

1. Political control would be more intricate due to the contractual arrangements and dual supervision of the chief police executive.
2. There might be substantial resistance from the employees in the organizations.
3. Will complicate enforcement and training problems since police officers would be responsible for both city and county ordinances and priorities.
4. The personnel system and pension arrangements will require more administrative efforts over the next several years.

Option 2: Establish a Public Safety Support Agency

The second option for improving police services and reducing overhead costs through elimination of duplication would entail establishing a well defined structure for more effective coordination of the efforts of selected Support Activities. Rather than continue to distribute functions in an ad hoc fashion among existing agencies, this option would involve the contractual establishment of a single agency to organize and manage Support Activities for emergency and quasi-emergency public safety and criminal justice agencies. A position of coordinator, initially responsible to the chief governmental administrators, would be assigned the responsibility for organizing the agency. This person would be responsible for managing the support agency in a manner that would ensure high quality, efficient operations.

The agency should be organized as reflected in Chart 7. It provides direct services in the areas of (1) communications, (2) records, (3) data processing, (4) evidence and property control, and (5) identification. In addition, it should be responsible for the functional supervision and continuous evaluation of (1) criminalistics (crime laboratory), (2) equipment acquisition and maintenance, (3) prisoner detention and processing, and (4) facility acquisition, management and maintenance.¹

¹Further information related to the selection of these activities for organization is presented later in Chapter V of this report. The rationale for limiting the functional areas to Support Activities is also explained later.

This arrangement would be implemented by an agreement entered into by the city and county under the authority of Oregon Revised Statutes, Chapter 190 (see Appendix A). The agreement would establish a city-county agency to manage the previously mentioned activities. City and county interests in these activities would be managed by the Coordinator of this Public Safety Support Agency. One contract would be drawn and would cover most projects, rather than a separate contract for each project. The contract would be for a specified number of years, and the jurisdictions party to the contract would agree to phase out their operations in accordance with the plans initiated by the support agency. Departments and divisions within the jurisdiction of the parties to the agreement should be required to utilize the services provided by the Public Safety Support Agency. The police agencies would not be given budget allocations to develop duplicative services. The contract for this operation would in general contain the following provisions:

1. The responsibilities and authority of the agency.
2. Provisions for the joint appointment of a coordinator having the responsibility and authority to organize Support Activities and to coordinate those Support Activities that are provided by agencies outside the county (e.g., crime lab).
3. A definition of the cost sharing arrangement.
4. Designation of the specific Support Activities to be organized under this agency.
5. Authorization for the agency to establish its own personnel methods with basically nonsworn staff.
6. Agency responsibilities for coordination of related departmental efforts (e.g., contracts on space, jurisdictional boundaries, division of labor, etc.).

This approach of merging police Support Activities has a number of advantages over the ad hoc merger of Support Activities outlined in Option 3.

1. It would ensure coordinated, reasonably efficient provision of Support Activities for emergency agencies of Portland and Multnomah County.
2. Support Activities would be less expensive than if provided by independent jurisdictions.

Chapter IV

3. The approach is more consistent with long range trends toward consolidation of governments and would move police further in that direction.
4. It would give each jurisdiction control of its Line Functions and Administrative Activities.
5. It would place responsibility for coordinated performance of Support Activities and eliminate competition among the Support Activity units from the political arena.
6. It would reduce the amount of administrative time which legislators and administrators must devote to this area.
7. It would facilitate greater cooperation of user agencies.

A major disadvantage to this approach is that it would reduce the amount of direct control individual agency administrators can exercise over Support Activities. It might also reduce communication between the police and their Support Activities. However, these problems would occur regardless of the methods used if the activities are removed from direct control of the police agencies. They are not serious problems, provided the police have sensitive and cooperative management personnel and governmental leaders give the plan firm support.

This option as well as option 3 can be implemented without complete consolidation of Line Functions, but if police effectiveness is to be improved, police Line Functions and Administrative Services will have to be reorganized.¹

Option 3: Ad Hoc Elimination of Duplications in Support Activities

Over the past several years, the City of Portland and Multnomah County have been attempting to improve the performance of police Support Activities by establishing joint cooperative projects. This method of merging activities to improve police services entails defining duplicative Support Activities, obtaining official agreement both on the wisdom of merging the activities, and how the mergers will be

¹See Chapter V for discussion and recommendations related to Line Functions and Administrative Activities.

managed, and administratively or legislatively mandating the merger of the activities. In some instances, mergers have resulted in a simple colocation of offices and units rather than any significant reduction in operating costs. To date such moves do not appear to have improved communications sufficiently to justify the efforts.

In most cases, mergers have been handled relatively informally, and unique organizational arrangements have been established for each new merger. The directors of such projects have not been provided with personal services contracts and seldom has their authority been defined in even the broadest of terms. With no formal contracts which reflect their duties, project directors have been left with scant overall guidance, considerable responsibility, and little specific authority.

Policy makers are only generally familiar with the technicalities of the specific operation of merged functions, and they have been unable to define responsibilities or give adequate guidance to directors. Even more serious, after initiating mergers, policy makers and other officials have discovered themselves to be in conflict over the details of the merged operations. Project directors have, therefore, been forced to organize advisory groups of criminal justice administrators and police managers in an effort to obtain sufficient consensus of influential people to ensure their projects of the support and power to function.

Although a number of mergers of nonpolice functions have been successful, the attempts at joining police functions have not been notably successful. The following is a brief summary of the police consolidation experiences to date.

1. Portland Police Bureau provided communications for the Multnomah County Sheriff's Department between 1930 and 1946. The Multnomah County Sheriff's Department separated in 1946.
2. Gresham police have relied on the Multnomah County Division of Public Safety to provide communications for their department, but in recent months, Gresham has established a dispatching operation of its own and appears to be moving toward its own communications system.
3. The Portland Police Bureau and Multnomah County Division of Public Safety combined training in 1965. In 1971, this arrangement was dissolved.

4. The Portland Police Bureau and Multnomah County Division of Public Safety merged their records in 1968. However, after three years of experience, the Multnomah County Division of Public Safety withdrew from the arrangement.
5. The city and county attempted to colocate police administrative offices and operations in at least two instances. First, there was an attempt to locate both the East Portland Police Precinct and the sheriff's operations office in the same building in east Portland. This effort failed. Second, there was an attempt to colocate the administrative and selective support and operational units of the city and county police in the police administration building at Second and Oak. This effort has been partially successful, although the situation is extremely fragile. There is not sufficient colocation of officers to ensure good communications between the counterparts of the two agencies.
6. CRISS is one of the more successful attempts at project cooperation between area police agencies. If it is eventually successful, the success will probably be due to the fact that several million dollars of tax money have been invested in the system.
7. The merger of the Portland Police Bureau detention operations with the county jail has been the most successful consolidation project to date.
8. City-County Justice Coordination and Planning has been another cooperative effort; however, it appears to be losing favor with the various agencies.¹
9. The Communications Project, which is currently in the preimplementation stages, offers reason for hope that it may be more successful than other projects. However, while the initial planning has been extremely sound, the prospects of success are slim unless the project is established along the lines outlined in Chapter V and Appendix A.

¹Since this observation was made, the City-County Justice Coordination and Planning operation was terminated.

Regardless of one's philosophical commitment to eliminating duplicative governmental functions, experiences such as the preceding do not provide a background for optimism about the possibility of future success of mergers based on this ad hoc approach. Even though each of these past efforts has unique characteristics, they have had significant similarities which may be related to their high failure rate. First, little or no long-range planning has been undertaken prior to implementation of a merger. In some instances merger costs have been ascertained and the initial organizational structure, personnel needs, and physical facilities defined; however, in no instance has sufficient attention been given to long-range problems such as continuous funding, equitable control mechanisms, and the possible impact of the changes.

Second, planning for mergers has not been sufficiently comprehensive or systemic. CRISS and the communications project are good examples of this problem. The operations of these projects are interrelated, and the projects cannot exist completely independent of each other. They are part of an information system that also includes police records. Planning for merging these functions must include all three components. Independently developed plans for each of the areas must be based on assumptions about extensive cooperation among the three areas. Without detailed overall plans which reflect the interface procedures, technology, personnel and data collection instruments, these subsystems will not interface adequately and neither the information system nor its subsystems will work effectively.¹

Third, there has been inadequate commitment to merged functions. Participants have been free to withdraw for any reason. Given this situation, the attitude of some participants borders on arrogance rather than cooperation. They threaten to withhold cooperation if a function is not performed their way. Sufficient commitments on the part of political bodies would help to ensure cooperative efforts on the part of operational personnel.

¹The present approach to the information system is analogous to attempting to build an airplane by hiring three separate companies to construct subsystems without ever developing an overall integrated construction plan. All three companies may have a perfect understanding of airplanes, but without a thorough description of the specific type of aircraft being built, none of the companies would be capable of building compatible engines, fuselage, and wings. Even if the companies held meetings, chances are the final product would not fly.

Fourth, the lack of sufficient authority has hamstrung the responsible personnel. Failure to specify the obligations of participating agencies has further hampered mergers. Since agreements between the involved parties are inadequate, conflicts have to be negotiated as the consolidation occurs. This situation forces project managers to make extensive time investments in conflict resolution and makes effective management difficult, if not impossible.

Fifth, related committee objectives and structures are ill-defined. Relationships between committees and staff members are difficult, if not impossible, to understand. Where committees have been used, it is difficult to determine whether professional staff members command the committees or the committees command the staff. Apparently very little consideration has been given to what type of relationship will best serve the merger or project.

Sixth, mergers and cooperative projects have been managed by people who have been sworn employees of the existing agencies. These people have, at times, been hampered by (1) lack of technical knowledge about the areas of cooperation, (2) subordinate-supervisor entanglements with one of the participant agencies, (3) lack of experience and skill in project management, and (4) immutable confidence in the value of the basic methods used by their own police agency. Since it is usually more difficult to learn the technical areas than the police operations, it seems logical to hire merger directors who are independent of the participating agencies and knowledgeable in the technical areas.

The staff's conclusion is that in order to make the ad hoc approach to mergers, cooperative projects, and functional consolidations successful, the preceding problems must be corrected. If they cannot be solved, both the people supporting consolidation and police employees will become discouraged and discontinue the time-consuming, expensive efforts required. While the continuation of ad hoc mergers of police functions can improve services and reduce costs, such will not be the case unless substantial changes are made in the approach. If the ad hoc approach to mergers is continued, existing and future projects should be improved in the following ways:

1. The jurisdictions involved should negotiate a precise contract which specifically sets forth the objectives of the project, the budget, communication channels, and the management authority of the project director.¹

¹See Appendix A for guidelines on contracts.

2. The contract should also establish the obligations and the length of commitment of the parties to the contract. It should be designed to eliminate unnecessary bureaucratic review of project management activities. All agencies should be able to ascertain the amount of service they will receive.
3. The reporting responsibility of the project directors should be precisely defined. It should be clear who has the authority to order the director to perform what functions.
4. Projects should be supervised by people who are competent in the technical area rather than simply police managers who are assigned by one of the participating agencies.
5. Plans should be comprehensive, systemic and long-ranged. In addition, they must be followed unless there is specific, well-conceived justification for modification.

Once these conditions have been met, the staff feels it would be reasonable to expect successful cooperation and improved efficiency from reduction of city-county duplicative efforts in the following Staff Support areas:¹

1. Communications
2. Records
3. Data Processing
4. Evidence and Property Control
5. Criminalistics (Crime Laboratory Services)
6. Equipment Acquisition and Maintenance
7. Detention and Prisoner Processing
8. Identification
9. Warrant Service and Extradition
10. Facility Acquisition, Management and Maintenance

Initially, ad hoc projects in the preceding areas will in most instances require a higher investment of funds than the current total expenditures of the separate agencies. This is being demonstrated by CRISS and the Communications Project. However, the amount of increase necessary is dependent almost entirely on the amount of improvement that is made in technology.

¹Further information related to the selection of these activities and recommendations concerning their organization is presented later in this report. In addition, the rationale for limiting the functional areas to Support Activities is also explained later.

Once the reorganized functions have become operational, substantial savings can be realized because of the (1) elimination of duplicative command and supervisory personnel, (2) establishment of lower cost nonsworn positions, (3) reductions in equipment and facility duplications, and (4) economies of scale related to purchasing. Such savings would occur in approximately three to five years.

The reorganization of these activities should also result in improvements in operations and lowered costs as a result of expansion of the Support Activities from servicing only the police to providing service to additional governmental agencies. For example, communications and dispatching could also serve fire, animal control, emergency rescue, ambulance, street repair and even social service delivery agencies. The crime laboratory could serve courts and public defenders. Such expansion of services should facilitate cooperation and communication among governmental units, thereby improving the coordination of government actions in addressing overall goals and serving citizens.

The disadvantages of this ad hoc approach to improving police services as compared to the other two options are many:

1. It fragments authority over projects which results in a lack of coordination between projects.
2. It results in competition among projects for funds.
3. It increases time which legislators and policy makers must devote to administering Support Activities projects.
4. It increases the difficulty of long-range planning.
5. It increases the number of individual agreements and policy groups resulting in cumbersome organizational arrangements.
6. It fails to achieve maximum cost reduction and efficiency due to increased coordination and administration time.
7. It often results in failure, causing a high rate of separation (e.g., records, training, purchasing).
8. It would restrict the number of user agencies.
9. It fails to offer the security necessary to attract competent personnel.

Again, it should be emphasized, past experiences lead one to conclude that unless the changes in the current ad hoc approach are made in accordance with staff suggestions, the success rate of this method will continue to be low.

Evaluation and Recommendations

To compare the relative merit of the three options, the staff has identified seven criteria which are particularly important to decisions about police-related mergers and consolidation.

1. Legality of arrangement. Any arrangement must be legal or there must be the potential for changing the law.
2. Potential of the arrangement for providing responsive service based on policies and priorities of individual governments.
3. Probability of arrangement facilitating police responsiveness to community and citizen needs.
4. Increase of efficiency.
5. Extent of consistency with the trends and long-range plans for the improvement of police service.
6. Ease of implementation.
7. Ease of administration for elected officials and other governmental administrators.

Table 3 provides a comparison of the extent to which each of the three options satisfies each of these criteria. To summarize, all three options are legal. Police responsiveness to local communities and people who call for police service will be dependent on the internal organization of the police operation. However, if the research that has been conducted to date is utilized in the development of the internal police organizational structure, the effectiveness of police in addressing client needs and expectations can be increased considerably under any of the three options.

All of the options are consistent with long-range plans developed by the Oregon Law Enforcement Council, the philosophy of reducing duplication in government, and social trends in the local area. However, it should be noted that each of these options is a different distance from complete

Table 3

COMPARISON OF CONSOLIDATION OPTIONS

CRITERIA	ALTERNATIVES		
	Option 1 Complete Merger	Option 2 Support Agency	Option 3 Ad Hoc Mergers
1. Arrangement legal?	Yes	Yes	Yes
2. Responsive to policies and priorities of government?	Yes	Yes	Yes
3. Responsive to local public?	Yes	Yes	Yes
4. Increase efficiency?	Yes, Considerably	Yes	Questionable
5. Consistent with long range trends and plans?	Yes, more than options 2 or 3	Yes, more than option 3	Yes
6. Ease of implementation?	Greater conflict than either options 2 or 3. Success potential is higher than option 3 but lower than option 2	Approximately same conflict as option 3, but higher success rate.	Yes, in terms of conflict the easiest; however, success rate low.
7. Ease of administration for jurisdictions?	Least time consuming for the chief administrators of each jurisdiction.	Easier than option 3	Highly time consuming and complex.

consolidation of the police. The ad hoc approach (option 3) will not move the police as far along toward complete merger as quickly as will the merger of Support Activities (option 2). Immediate consolidation of police could save years of frustrating ad hoc merger efforts and thousands of dollars in administrative costs. The most politically controversial of the three options would be option 1 -- the complete consolidation of police. However, in the long run, option 1 is most likely to result in a police arrangement that will require the lowest investment of time by political officials and would be the easiest to evaluate. The reduction of administrative time will result from:

1. Reduced number of projects which report directly to the county and the city.
2. Reduced number of individual contracts to administer.
3. Reduced number of committees.
4. Conflicts over the administration of colocation, merger, and consolidation being removed from the political arena and placed under the police administrator for resolution.
5. Simple cost formulas enabling the city to determine the level of services it will receive.

Recommendation. The Portland Police Bureau and Multnomah County Division of Public Safety be completely consolidated in a manner described for option 1.

As an alternative to this recommendation the second best approach is outlined in option 2. If neither option 1 nor option 2 is deemed acceptable, option 3 will represent an improvement over the approaches currently being followed. However, the improvement of overall police operational effectiveness under these options will be dependent on concurrent reorganization of police Line Functions and Administrative Activities along the lines of the recommendations in the next chapter.

Chapter V

INTERNAL ORGANIZATION

The ultimate purpose of the Police Consolidation Project is to develop methods of substantially improving the local police system. Even though it is not possible to anticipate which, if any, of the preceding consolidation options officials may prefer, it is possible to define problems and suggest courses of corrective action which are basically compatible with any of the three alternatives. This chapter contains (1) summaries of the staff's conclusions about police organizational problems and (2) recommended courses of action, consistent with the three options, that policy officials can institute for police improvement.

Areas of Potential Improvement

Police departments, as other governmental agencies with responsibilities for providing human services to individual members of the public, are in the difficult position of having to be consistent with the overall policies and priorities of the local government of which they are a part, while at the same time addressing the specific needs and preferences of the individuals and communities needing their services. In addition, police organizations must ensure their employees the best possible working conditions as well as humane, fair treatment. As a result of these obligations, the organizational arrangements needed to maximize the effectiveness and efficiency of the police are complex. Given this situation and the ambiguous milieu of the police, police organizational designs are nearly always imperfect. Therefore, weaknesses in organizational design are not proof of a bad organization, rather they are nothing more than an indication that improvement is possible. Such improvement should be considered the basic challenge facing public officials and administration. Only through the identification of shortcomings can improvements be initiated and developed.

Staff research has resulted in the identification of a variety of shortcomings which have implications for changes

in local police operations. The most prominent of these problems are related to (1) administrative philosophy, (2) relationship of police with elected officials and civilians, (3) organizational structure and goals, and (4) management and personnel practices.

Administrative Philosophy

In regard to the first area of shortcomings, as reflected in Chapter II, the evidence indicates that society, especially American Society, is evolving towards a less authoritarian, more egalitarian system.¹ The historical changes in Portland and Multnomah County over the last century are consistent with those of the overall society.² Society and managerial approaches have progressed from a Personality Oriented Typology based on a hierarchical social system through a Bureaucratic Typology emphasizing formalized, impersonal treatment of people to a Participatory Typology based on personalized, participatory methods. The local governments in Multnomah County have moved from personality-oriented, authoritarian organizational arrangements to bureaucratized, authoritarian arrangements to organizational approaches involving extensive citizen and employee participation.

Local police agencies, however, appear to have developed rapidly to the Bureaucratic stage and frozen on the characteristics of this typology. Although police personnel seem aware of the weakness of the military-like, bureaucratic approach, many middle managers in local police agencies seem reluctant to risk change to a more participatory style.³ These commanders express confidence in such bureaucratic accoutrements as hierarchy, rank, span of control, chain of command, specialization, experience in the police bureaucracy, universalistic rules and regulations, impersonal treatment of employees and clients, and control of employees and clients by threats and punishments. They view civilian involvement in police operations with suspicion and cling to the more

¹Also, see Philip E. Slater and Warren G. Bennis, "Democracy is Inevitable," Harvard Business Review (March-April, 1964).

²Staff, History and Change Patterns Report.

³This situation is not unique to the Portland/Multnomah area as reflected in the presentations of Chief Robert Igleburger and Chief John Fabbri to the Goals, Organization and Coordinating Committee and staff in early 1974.

traditional bureaucratic criterion of police experience as the surest indication of competency to deal with police matters. Employee participation in decision making is limited primarily to people in high status and rank positions.¹ It appears that many police are confident that the ultimate model for police organization and management has been identified.

The functional necessity of participation and open communication in a contemporary organization facing environmental and social conditions of chronic change has not been recognized by many police officials.² Their apprehension about general employee participation in decision making and planning activities is reflected in their insistence on police management domination of all functions and operations affecting police operations. Frequently lower level employees are brought in to the police decision making processes only when top managers are confident such involvement will strengthen their positions with "outsiders" such as legislators and the public.

Relationship with Elected Officials and Civilians

In terms of the relationship of the police organizations with the public and local legislators the most significant staff observation in this area is that local police agencies tend to operate in a highly autonomous fashion. Many police managers seem to believe elected officials, especially elected governmental administrators, ought to confine their relationship with the police to (1) enacting legislation, (2) negotiating police pay rates, (3) endorsing police generated ideas, and (4) defending the police against critics. Elected officials who legitimately endeavor to influence police operations in the public interest are often viewed as meddling in police affairs. The position of most police seems to be that police managers, rather than politicians, know best what the public needs as well as the police responses which are in the public interest.³ They tend to

¹Some police managers have had sufficient exposure to participatory managerial philosophy to realize resistance to it is considered reactionary. Therefore, they insist they practice it. However, the number whose practice match their rhetoric is small.

²See Organizational Resource Inventory.

³This position is not unique to the police. Most occupations that are considered professional reflect a similar philosophy.

ignore the apparent conflict between their positions and the obligation of elected public officials to establish priorities and direct the agencies of government over which they have authority.

Citizen influence on police operations is seldom welcomed or facilitated. Although police managers want broad citizen support, they seem to believe that if a simple majority of all citizens generally express approval of a police agency, the agency is doing a good job. They feel that public criticism of their operations is the result of either attempts by special interest groups to gain special treatment or a lack of understanding on the part of critics.

Even the involvement of technically competent "civilians" in police operations is generally viewed with distaste by these "sworn" personnel. In contrast to many other governmental agencies that actively seek citizen involvement and the support of highly educated personnel in their staff positions, the police in Portland and Multnomah County rely basically on sworn, experienced police managers for "expert" decisions about their organizations and operations. When citizens or civilian employees are involved in the police processes, subtle efforts are at times made to ensure that they will support traditional police positions.

Business and nonpolice governmental operations tend to be concerned about the people who use their services or products more than about the statistically "average" person in the entire society. The police are relatively unique in failing to perceive any difference between their clientele and the statistically average citizen. Local police managers are not particularly concerned about the characteristics of the people who frequently seek their service,¹ and they appear to invest little effort in assessing the needs, priorities or level of satisfaction with police performance of the people who request police attention. They seem to enjoy providing law enforcement whether their clients want and appreciate it or not.

¹Studies of police clientele to date suggest the people who seek police services do not reflect the same characteristics as the statistically "average" citizen. See Thomas E. Bercal, "Calls for Police Assistance: Consumer Demands for Government Service," American Behavioral Scientist, Vol. 13 (July-August, 1970); John Kenney, et al, "Field Patrolmen Workload in California," Journal of California Law Enforcement, Vol. 4 (January, 1970); and Raymond T. Galvin, et al, Survey of Public Attitudes Toward Police Services (New Haven: City Plan Commission, 1970). The research conducted by the Police Consolidation Project corroborates studies completed in other jurisdictions.

Organizational Goals and Structures

All local police chiefs and a significant proportion of the police managers espouse a service oriented role for local police. The previously reviewed goals reflect the heavy verbal emphasis some police managers place on service and order maintenance rather than criminal apprehension per se.¹ However, the service orientation does not receive the same emphasis in the departmental allocation of resources, operational decisions, or the evaluation and reward system of the police agencies. The Portland Police Bureau invests approximately thirty-six percent of its annual financial resources in criminal apprehension as compared to thirty-four percent in patrol operations which has the basic responsibility for service and order maintenance functions (Table 4). The Multnomah County Division of Public Safety uses approximately thirty-two percent of its annual budget for criminal apprehension compared to thirty-nine percent for patrol.²

Line supervisors tend to rely on citations and arrest statistics in evaluating police officers.³ The Portland Police Bureau patrol distribution plan relies heavily on crime related data,⁴ and the formal and informal priority systems of local police agencies tend to emphasize criminal apprehension.⁵ Therefore, the emphasis police officials place on the provision of noncriminal services is not universally shared by their subordinates.

Staff study suggests that while police almost unanimously

¹See Chapter III of this report.

²These percentages are of necessity subjective assessments based on a comparison of the proportion of funds invested in specialized enforcement functions as per general patrol. Police Consolidation Project Staff, Study of Resource Allocation: 1973-74 (July, 1974). This conclusion does not apply to Gresham Police Department or the Port Authority.

³The only information provided supervisors about the quantity of work of each of their subordinates is citations and arrests.

⁴Planning and Research Division, Personnel Deployment Plan (Portland: Police Bureau, December, 1970).

⁵See Yaden/Associates, Consultant Report: Police Clientele Study (Portland: Police Consolidation Project, 1974) and Staff, "Police Role Questionnaire Results," April, 1974.

Table 4
COMPARISON OF POLICE FINANCIAL ALLOCATIONS

Purpose of Allocation	PORTLAND POLICE BUREAU		MULTNOMAH COUNTY DIVISION OF PUBLIC SAFETY	
	Budget Allocation (1973-74)	Percent of Total	Projected Allocation (1974-75)	Percent of Total
Administrative & Support Units ¹	\$4,543,336	30	\$1,362,074	29
Crime Units ²	5,574,516	36	1,471,464	32
General Operations ³ (Patrol)	5,229,537	34	1,827,815	39
Totals	\$15,347,389	100	\$4,661,352	100

¹ Administrative & Support Units	Office of the Chief Inspections Planning & Research Fiscal Administration Personnel & Training Records Communications Internal Affairs	Administration & Planning Services Operations: (1) Instructor Time (2) Fleet Maintenance (3) Building Maintenance (4) Forest Service
² Crime Units	Detective Juvenile Women's Protective Criminalistics Special Investigations Intelligence Traffic	Intelligence Vice and Narcotics Operations: (1) Traffic (2) Investigations (3) Court Time
³ General Operations	3 Precincts	District Patrol Operations: (1) Reserve (2) Parks (3) Search & Rescue (4) Leave Taken

agree on law enforcement as a legitimate function in the police role, only about half of all respondents would support police involvement in the rendering of services.¹ This indicates that articulated goals are either not adequately understood by employees at lower levels of the hierarchy or the stated goals lack credibility among operational personnel. Both managers and street-level officers should be using organizational goals to guide their behavior; this appears not to be the case.

Both Portland and Multnomah County police organizational designs reflect a similar criminal apprehension orientation as reflected in their financial allocations. However, this is not true in Gresham. The Gresham police not only invest the major portion of their funds in patrol operations, the police organization is arranged for the delivery of general services.² The Portland Police Bureau has approximately thirty-five percent of its personnel assigned primarily to law enforcement and criminal apprehension as compared to thirty-four percent in general patrol. The Division of Public Safety has approximately twenty-six percent assigned to specialized law enforcement and apprehension units and thirty-eight percent to patrol. Gresham has eight percent assigned to criminal apprehension and fifty-four percent to patrol services (Table 5).

As the preceding suggests, Portland's Police Bureau is heavily specialized. This observation was also made in a previous study in 1947.³ Although both Multnomah County Division of Public Safety and Gresham are less specialized, they have been taking steps which will increase the proportion of specialists in their organization. The high degree of specialization currently existing in Portland and Multnomah County is creating problems related to dissemination of information, duplication of efforts, and employee morale. In addition, status systems associated with specialized police positions and units are working against the overall efficiency of the organizations.

¹See Chapter III and Staff, "Employee Opinions of Police Role Characteristics."

²It is interesting that the Yaden/Associates study of police clientele revealed that Gresham Police Clientele reported their officers responded faster and they were more satisfied with the police service they received than were the police clientele of Portland or Multnomah County.

³August Vollmer and Addison Fording, Police Bureau Survey (Portland: University of Oregon, 1947). However, it is only fair to point out that as this report is being prepared the Bureau is taking steps to reduce some of its specialization.

Table 5
COMPARISON OF POLICE PERSONNEL ALLOCATIONS

Agency	Administrative Support		Crime Units		General Services (Patrol)	
	Personnel Assigned		Personnel Assigned		Personnel Assigned	
	#	%	#	%	#	%
Gresham Police Department	10	38%	2	8%	14	54%
Multnomah Division of Public Safety	101	36%	72	26%	105	38%
Portland Police Bureau*	299	31%	342	35%	336	34%
County Totals	410	32%	416	32%	455	36%

*Figures do not include 13 employees on leave and whose assignment could not be determined.

The organizational structure of police and other units of government are not adequately interfaced, therefore overall governmental efforts suffer.¹ The police Administrative Activities duplicate the functions of similar units in the city and county. The relationships between the police and other social service agencies are ill-defined and as a result police officers do not adequately understand or frequently utilize assistance from these agencies in achieving police goals.

Personnel allocation and utilization also contain serious problems. A large proportion of sworn personnel is assigned to overhead and specialist functions. The allocation of personnel is based on either a narrow definition of workload or superficial information about the workloads. Long-range, accurate planning is hampered because of the management data system structure. Further details related to some of these general observations will be discussed later.

Management

The operations of the police systems are hampered by a number of management problems. They include (1) lack of understanding of their role by some managers, (2) a crisis, rather than goal, orientation by managers, (3) a reluctance to delegate authority and responsibility to subordinates, and (4) an inability to hold employees accountable for addressing and achieving objectives.

Management and supervision within the organizations are based on a punitive philosophy. This approach damages both the communication and personnel development programs needed for the effective functioning of the police organizations. It results in unequal, inconsistent treatment of employees, and it stifles innovation and decision making essential to organizational improvement.

In a democratic society the procedures and goals of government are considered to be of equal importance. Both citizens and police employees seek assurance that police operational procedures will be both effective and fair. Currently the police agencies involve neither citizens nor police

¹Staff research indicate major communication problems within the local governments. In most instances employees are only aware of their own activities and they have almost no information about their own let alone other agencies. Duplication of efforts is very common.

operational personnel in the development of operational procedures. Therefore, neither the people who are served by the police nor the police officers who actually carry out procedures have adequate opportunities to evaluate or discuss the procedures in a systematic way before they are implemented. Many officers feel that operational procedures are usually inappropriate because they were developed either by a civilian aide or a commanding officer who has not handled an operational level field problem in several years. Members of the public can offer little in the way of educated support for police procedures because they do not have opportunities for being involved in the development of policies and procedures and in all likelihood they can not even obtain a copy of a police procedure or rule.

The procedures that do exist can be criticized because they are not organized or catalogued in a systematic or convenient manner. Rules and procedures are not readily available to police employees or citizens. This creates misunderstandings and problems which the procedures were developed to prevent.

The creation and updating of procedures has involved haphazard efforts in response to crises. Often procedures do not provide the flexibility which police employees need to carry out their responsibilities in a fashion that will meet the requirements of the specific situation; therefore, officers frequently must ignore them to carry out their responsibilities. Supervisors tolerate this situation until a serious incident occurs, at which time the rule book is used as a basis for discipline.¹

Citizens who believe themselves abused or neglected by the police or who feel a police procedure is improper generally have no access to police rules.² Therefore, they must depend almost exclusively on police for information about their recourse. They frequently feel it is more trouble to get such information than it is worth, so they do not press for corrective action. These citizens harbor ill feelings and the police agency suffers because police managers are not aware of the existence of a problem.

¹Police officers recognize this situation as one of the hazards of their job. They frequently refer to the manual of rules and regulations as the "get 'em book."

²Internal Affairs Subcommittee, Reports of the Subcommittees (Portland: Police Consolidation Project, 1974), p. 168.

Another serious problem in all local police organizations is the absence of racial minorities in the agencies, particularly in operational and management positions (see Tables 6 and 7). At the present time it appears none of the police agencies in the county meet court-established standards for nondiscriminatory hiring and promotional practices. Although efforts are being made to obtain minorities in entry-level positions, even if these efforts are successful, the basic problem created by a lack of minorities will not be solved. One of the reasons for needing minority employees on a police agency is to ensure that police policies and practices are not discriminatory against minority citizens. Management and operational policies are established at top levels of management. The actions of lower level personnel are influenced by their supervisors and agency managers. Therefore, if minority members are not in police management positions, they will have little impact on police organizations and the way police deal with minority citizens.

Conclusion

While the police agencies in Portland and Multnomah County have well deserved reputations for integrity and foresight, organizationally there is substantial room for improvement. This conclusion should not be construed to mean that organizationally local police agencies are either better or worse than the police in other areas. It simply means local police organizations can be improved. Specific recommendations concerning changes which policy officials should support to maximize the improvements in local police operations are contained in the following section.

Design Recommendations

The Police Consolidation Project staff criteria for evaluating an organizational change that will be an improvement in police are related to quality, quantity, and side effects. These criteria are:

1. The change should result in a better product. It should produce police service which better meets the needs and preferences of police clients, cause the police operations to be more open to the public, more responsive to the public and political leaders, or allows more personal freedom, etc.
2. The change should result in a more efficient organization. It should reduce cost for a constant amount of service, or it should provide more service for the same resource expenditure, or both.

Table 6
SWORN COMPOSITION OF POLICE AGENCIES BY RACE

Police Agency	Race					
	Black		White		Other	
	#	%	#	%	#	%
Gresham	0	0	19	100	0	0
Multnomah County Division of Public Safety ¹	1	0.4	226	99.2	1	0.4
Portland Police Bureau	9	1.2	731	98.7	1	0.1
Port Authority	2	5.9	29	85.3	3	8.8
TOTAL	12	1.2	1005	98.4	5	0.4

Table 7
RACIAL COMPOSITION OF POLICE BY SWORN RANK

Rank ²	Race					
	Black		White		Other	
	#	%	#	%	#	%
Chief	0	0	4	100	0	0
Deputy or Assistant Chiefs	0	0	4	100	0	0
Captains	0	0	17	100	0	0
Lieutenants	0	0	48	98	1	2
Sergeants	3	2.1	136	97.2	1	0.7
Detectives	0	0	88	100	0	0
Patrol Officers	9	1.4	646	98.2	3	0.4
TOTAL	12	1.3	943	98.2	5	0.5

¹Does not include corrections officers

²Not all positions or ranks are included

3. The change should not produce deleterious side effects. It should not infringe on personal freedoms, increase inconvenience to the public, cause fear of police by citizens, etc.

In addition, the staff recommendations in this section are consistent with the following limitations:

1. Recommendations are at a level consistent with the obligation of elected officials to establish policy without usurping police administrators' authority to exercise management prerogatives in implementing the policies established.
2. Recommended changes are related to problems existing at the time the data was collected (December, 1973 through June, 1974).
3. Recommended changes are consistent with findings and conclusions related to the local environment, projected social changes, police goals, and police responsibilities.
4. Recommendations are compatible with the consolidation options presented in the previous chapter.

Although these recommendations have not been reviewed by police personnel, the staff has attempted to structure recommendations so that subcommittee suggestions concerning the actual operation of Staff Functions can be reflected in the final detailed organizational designs.

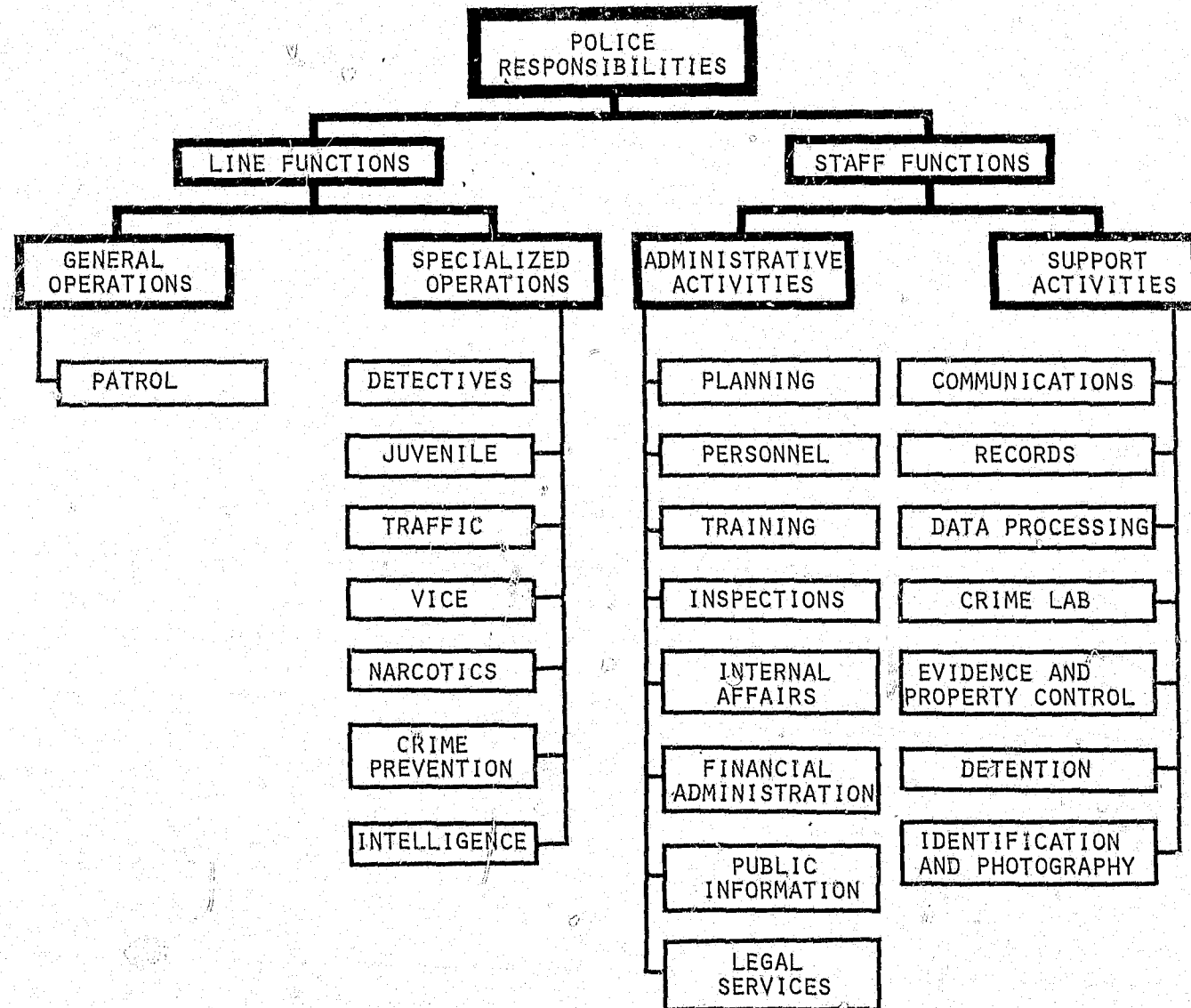
Organization of Recommendations

In an attempt to facilitate understanding, the staff has developed a classification system for organizational functions which is summarized in Chart 2. Functions which are necessary to the effective operation of a police agency are divided into (1) Line Functions and (2) Staff Functions. Line Functions consist of General Operations and Specialized Operations. Staff Functions are divided into Administrative and Support Activities.

Line Functions are those basic operations which are performed to achieve the basic mission or goals of the police. Line Functions generally involve direct contact between police officers and members of the public. Under this area General Operations are provided by uniformed patrol officers. Specialized Operations most frequently include such operations as investigation, intelligence, crime prevention, narcotics, vice, and juvenile.

CHART 2

POLICE FUNCTIONAL CLASSIFICATION CHART



The second major category of activities includes functions that are required to keep line police officers operational. These are called Staff Functions. We have separated the most common Staff Functions into Administrative Activities (planning, personnel, training, financial administration, public information, and legal services) and Support Activities (communications, records, evidence and property control, criminalistics, detention, identification and photography, equipment and facility acquisition and maintenance, and data processing).

Both the Portland Police Bureau and the Multnomah County Division of Public Safety currently engage in a wide range of Line and Staff Functions (see Chart 3). In terms of potential for reducing costs and increasing true efficiency, Staff Functions offer the greatest number of alternative arrangements that can be utilized. In the area of Line Functions the organizational designs that will result in improved effectiveness are more limited. The basic recommendations concerning the reorganization of Line Functions will be discussed first followed by those related to Staff Functions.

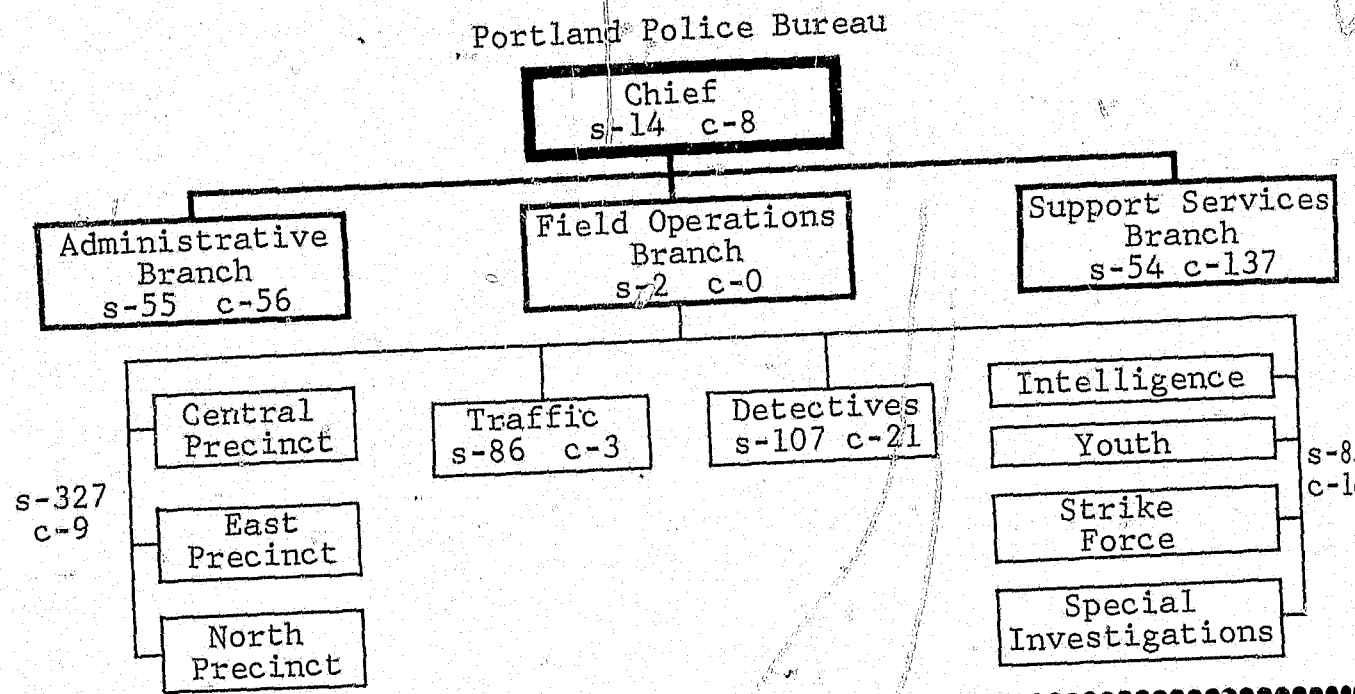
Line Functions Organization

As previously mentioned, the existing police agencies in Multnomah County are organized in general accordance with bureaucratic attributes. The basic characteristics of these bureaucratic organizations are:¹

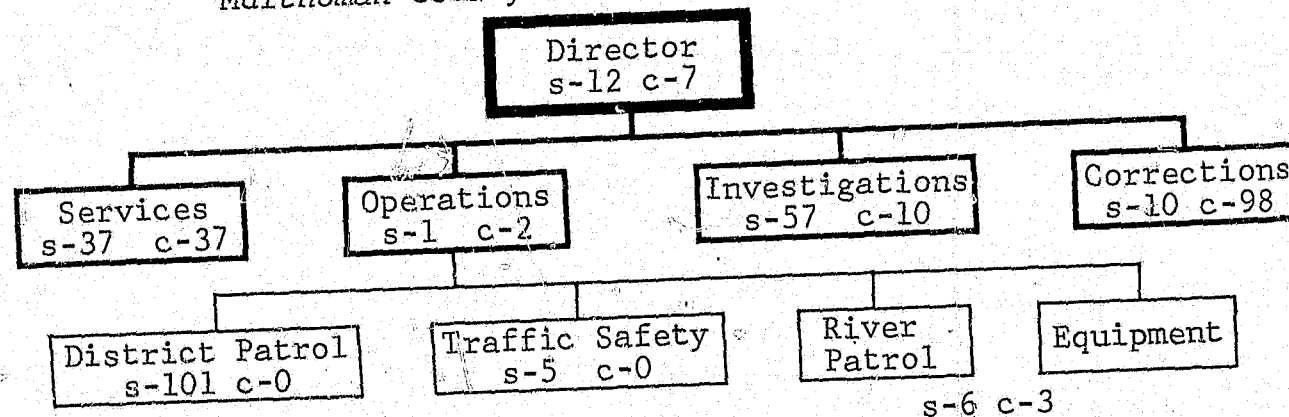
1. A hierarchy of authority, status, and formal positions or ranks.
2. A division of labor into highly specialized activities, functions, and units.
3. A system of rules and procedures for dealing with all work activities.

¹These characteristics are described in greater detail earlier in this report and by R. Bendix, Max Weber: An Intellectual Portrait (Garden City, N.J.: Doubleday, 1962); H. H. Gerth and C. W. Mills (eds.), From Max Weber: Essays in Sociology (New York: Oxford University Press, 1958); H. Henderson and T. Parsons (eds.), The Theory of Social and Economic Organization (New York: Oxford University Press, 1947); O. W. Wilson and R. C. McLaren, Police Administration (New York: McGraw-Hill Book Company, 1972); and P. N. Whisenand and R. F. Ferguson, The Management of Police Organizations (Englewood Cliffs, N. J.: Prentice-Hall, Inc., 1973).

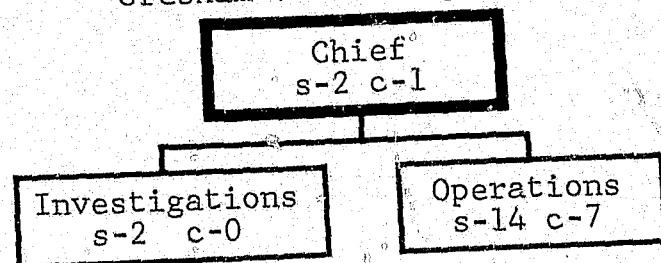
Chart 3
EXISTING ORGANIZATIONAL STRUCTURES



Multnomah County Division of Public Safety



Gresham Police Department



Legend
s: sworn
c: Civilian

4. Established routines that are learned primarily through experiences in the organization.
5. Impersonality in handling both employees and clientele.

This approach to organization and management is considered ideal by many police people because it (1) is straight-forward and easy to understand, (2) provides a concise set of general, universally applicable organization and management "principles" which can be easily memorized and utilized without the need for justification, (3) insulates employees from citizen pressure by limiting their responsibilities to specifically stated job definitions and supplementary orders by their immediate supervisor, (4) results in the development of specialties which are readily learned and can be mechanistically performed without regard to other organizational activities, and (5) provides status and security for specialists and supervisors who are comfortable with the understanding that effective operation of the organization is dependent on their performance of a function which only they are in a position to understand and discharge. In addition, police management courses often indoctrinate and reinforce police managers with the value of this approach.

Vast amounts of literature and research challenge the wisdom of rigid adherence to the classical "principles" of organization.¹ Therefore, where problems identified by the staff appear to suggest a solution that is in conflict with one of these principles, the staff may choose to disregard the principle in the interest of solving a problem. The alternative to this approach is to disregard the problems and modify the police structures to conform more closely to bureaucratic principles. This alternative might result in simpler organizational designs, but police problems would likely become more acute.

The staff feels that, consistent with bureaucratic theory, the chief police administrator or administrators should be given the authority for the internal organizational and managerial actions necessary for an effective police organization. However, policy officials have a responsibility to establish limitations and guidelines for the management of police operations.

As mentioned previously, Line Functions in both the Portland Police Bureau and the Multnomah County Division of

¹Chris Argyris, On Organizations of the Future (Beverly Hills: Sage Publications, 1973) presents a review and discussion of some of the major criticisms.

Public Safety¹ suffer from (1) a lack of interaction and cooperation with members of the public and other governmental agencies, (2) inadequate attention to the goals related to service and order maintenance, (3) overspecialization in such activities as traffic, investigation, evidence collection, (4) excessive layers of hierarchy and unnecessary supervisory and management personnel, and (5) inadequate manpower allocation and distribution procedures.² The basic reasons for the occurrence of these problems need further explanation.

A police agency's ability to respond to the requests of the people in a community is dependent on the quality of the relationships between persons seeking police attention and the officers actually responsible for satisfying these people.³ It is also dependent on a variety of other factors including (1) the extent to which the members of the organization are restricted from responding because communications personnel fail to dispatch street officers and (2) the number of police officers available to respond.

The most significant problems related to local police responsiveness are the highly centralized police organizational arrangements and the universal police operational policies and procedures which limit meaningful relationships between police officers and the public. Police and citizen relations are further restricted by dispatch priorities which govern the transmission of requests for service to street officers, time pressures that limit street officers' ability to serve clients, and hierarchical command structures that reduce opportunities for and legitimacy of officer-citizen contacts. In some instances, rotation policies discourage

¹Gresham is not affected by these conditions due to its smallness and its lack of specialization. However, the trend toward specialization in Gresham is apparent and should be resisted. In addition, the supervisor-subordinate ratio is high, and even with potential annexations may be excessive overhead.

²A survey of the Portland Police Bureau by August Vollmer and Addison Fording made many of these same observations in 1946. See Police Bureau Survey (Portland: University of Oregon, 1947).

³See Louis A. Radelet, The Police and the Community (Beverly Hills: Glencoe Press, 1973); Alan Atshuler, Community Control (New York: Western Publishing, 1970); U. S. Commission on Causes and Prevention of Violence Reports (Washington, D.C.: Government Printing Office, 1969); and President's Commission on Law Enforcement (Washington, D.C.: Government Printing Office, 1967).

familiarity between street officers and citizens. Organizationally encouraged impersonal treatment of all citizens further hampers officers' ability to communicate with the people they are obligated to serve.

The scarcity of street officers who provide direct assistance to the public is due primarily to an over-reliance on the "principles" of organization. Both the Portland Police Bureau and the Division of Public Safety conscientiously observe the principle of a narrow span of control.¹ This has resulted in a six-level rank hierarchy in the City Police Bureau and a five-level hierarchy in the County. The ratio of total supervisory and command positions to patrol officers and service level specialists is approximately 1 to 4.5 in the Police Bureau, 1 to 2.7 in the Division of Public Safety, and 1 to 2 in the Gresham Police Department.²

Functional specialization and the assignment of patrol officers to staff duties further reduce the number of officers available for street duty.³ Based on assignments in early 1974,

¹The logic behind the concept of a narrow span of control is that close supervision is essential to high quality, efficient work. The staff has not been able to locate one piece of experimental social science research which confirms this assumption. All available research in this area suggests that close supervision leads to poorer rather than better work by subordinates. Renis Likert has prepared an excellent summary of this research entitled "An Emerging Theory of Organization, Leadership, and Management," which was presented to a Symposium on Leadership and Interpersonal Behavior, Louisiana State University, 1969. Also see Sven Lundstedt, "Social Psychological Contributions to Management of Law Enforcement," presented at the American Psychological Association, Philadelphia, 1963.

²Police Consolidation Project staff, Personnel Comparison Study, 1974.

³Vollmer and Fording made this same observation in 1946. The following gives the personnel assignment changes in the Portland Police Bureau over the years.

	Patrol	Detective*	Traffic	(WPD)	
				Juvenile	Misc.
1939	48.7%	18.1%	12.1%	2.1%	19.0%
1946	37.7%	15.3%	23.3%	2.3%	20.5%
1974	34.4%	22.5%	9.1%	3.4%	30.6%

*Includes Intelligence, Criminalistics, and Special Investigation.

the Portland Police Bureau with a total of 990 personnel was maintaining an average of approximately 40 patrol vehicles staffed by uniform generalist patrolmen on city streets at any one time. The Multnomah County Division of Public Safety with 398 personnel maintained an average of 17 patrol cars staffed by uniformed deputies on the streets.¹ The maintenance of elaborate hierarchies and a large number of specialized personnel requires the expenditure of funds that might otherwise be spent on personnel who would serve citizens directly.

One final observation regarding the current police hierarchical structures should be made. The communication barriers in these arrangements result in police employees at the bottom of the hierarchies being insulated from not only the policies established by elected officials, but also from the top management personnel within their own organizations. As a result, street officers often do not receive accurate information. They are forced to operate on assumptions that bear little or no similarity to the beliefs held by higher level officials. By the same token, important feedback about police field operations that should be getting to top police administrators and elected officials is getting blocked and filtered in the overhead hierarchies. The "chains of command" are so inefficient that even written documents far too frequently are not distributed to intended employees. An organizational arrangement which is more conducive to efficient overall governmental operations is needed.

The information available persuades the staff of the

¹This low ratio of street officers to total employees should not be construed to mean that all uniform officers are carrying extremely heavy workloads. The average patrol unit in Portland receives approximately five dispatches during an eight hour period. A uniform deputy in the county is dispatched an average of three times during his eight hours on duty. However, due to the fact that there are variations in the request patterns some officers receive substantially more dispatches than others. Therefore, some uniform officers do have a substantial workload. In fact, approximately one percent of the people who currently call for police are refused service by the dispatcher, ostensibly because of a lack of available patrol officers. In addition, if the dispatchers began to communicate the citizen requests which they are currently handling, the workload of the average street officer could increase as much as thirty percent.

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1 OF 2

efficacy of the following recommendations for improving local police operations.

Recommendation. The ratio of management and supervisory personnel to bottom-level subordinates should be reduced. Spans of control should be based on the type of work performed. The practice of using higher ranking personnel to fill nonsupervisory positions should be discontinued.

Recommendation. The number of levels in the organizational hierarchy should be reduced to no more than four ranks.

Recommendation. The amount of specialization in police line functions should be reduced by incorporating specialist responsibilities into patrol officer jobs, and returning specialists to uniformed generalist patrol operations.

Recommendation. Temporary special-purpose committees containing patrol officers should be used to perform functions currently the exclusive responsibility of overhead personnel.

Except for the informal variations in policies and priorities that result from the exercise of discretion by individuals, local police agencies currently have their own universal priorities and policies with which officers are expected to comply. The police literature and research, which has been verified locally by the Police Consolidation Project's consultant research, indicates distinct differences among police clientele in terms of their needs, expectations, and priorities for the police attention.¹ Therefore, police organizational structures which permit appropriate variations in priorities and operational policies would serve the best interests of a large proportion of citizens.

Patrol officers can most effectively establish rapport with and an understanding of citizens, community organizations, and other social service agencies if they are given stable assignments in community and neighborhood areas. Responsibility for the quality of policing can be placed more directly on police supervisors and officers when they are assigned to a specific geographic area. Police officers tend to do the best job when they are given freedom to work

¹See Chapter III and Yaden/Associates.

with community people to establish priorities and develop their own work methods. Their understanding and skills in dealing with their clients are further increased if police officers receive training that is geared to the needs and priorities of the people in a specific, homogeneous area.¹

Recommendation. Organizational arrangements should be redesigned to provide work groups of first line supervisors and patrol officers with territorial and functional responsibility for providing the appropriate services to their clientele.

The Multnomah County Division of Public Safety is currently geographically divided into patrol districts under the direct supervision of their Operations Headquarters in Gresham. The patrol district boundaries have been derived through a subjective process based on commander estimates of workloads and considerations of terrain, road mileage and conditions, ease of supervision, natural boundaries, estimates of available manpower, etc. There are no precise methods or procedures for personnel distribution. Recently, the Division has begun moving toward the development of teams of police officers who would consistently work together in the same geographic area.

The Portland police patrol operations are organized into three geographic precincts each containing patrol districts and on occasion walking beats. The precinct boundaries were initially established as a result of the Willamette River's division of the City of Portland. The East Side Precinct was established on the east side of the river and the West Side Precinct was established west of the river. When the City of Portland annexed St. Johns, the third precinct was established in the northeastern part of Portland. Since the original definition of these precincts, patrol districts have been organized exclusively within the precinct boundaries.

Several years ago, Portland patrol districts were redrawn. However, the new patrol districts were developed by tabulating data by old patrol districts.² The data used in determining patrol officer work load for

¹See "Report of Training and Education Subcommittee," Reports of the Subcommittees (Portland: Police Consolidation Project, 1974) for specific recommendations related to local training needs.

²Personnel Deployment Plan.

distribution purposes were (1) proportion of time from receipt of citizen request by dispatchers until officers completions of assignments as compared to the total such time for the entire city and (2) proportion of total number of crimes to total crime reports in entire city. This means that the Police Bureau patrol distribution plan is based heavily on reported crime.

Since the major emphasis of the role and goals of the local police is on service areas, and since the majority of people who request police assistance are seeking service or order maintenance rather than law enforcement,¹ the distribution of police patrol personnel should be based on work load data reflected in person-hours rather than crime-weighted data. This approach would provide more adequate distribution of patrol personnel.

The review of patrol distribution reveals no substantial consideration was given to community boundaries, economic or cultural situations, school or political boundaries, census tracts, or other related information and divisions. Increased consistency between police patrol boundaries such as precincts or radio districts and the preceding geographical divisions would make the police organization more meaningful and manageable.

In contrast to the patrol distribution plans of local police, the Multnomah County Human Services Department has decentralized its service delivery operations into geographic areas based not only on work loads but also census tracts, political and school boundaries, neighborhoods, and natural boundaries. This agency has also given consideration to demographic characteristics, social trend indicators, and social disorder and disease indicators.² Similar considerations have been made by the city in the organization of human services. It is the Police Consolidation Project staff's judgment that the organization and distribution of police patrol operations should be as compatible and complementary to the geographical organization patterns of the City Bureau of Human Resources and the County Department of Human Services as is feasible. This would involve tabulating work load data by census tracts rather than patrol districts and structuring precincts to correspond to community boundaries. Patrol districts within precincts should be organized to correspond as closely as possible to neighborhood and Human Service Department Team areas.

¹See Chapter III.

²Office of Program Analysis, Research and Design, Handbook of Organization and Decentralization.

In addition, the police service delivery operations should be structured so as to involve neighborhood and community groups and activities. Neighborhood and community policy development groups should be established to assist and complement local police work groups or units. Such integration of police with local communities and community assistance agencies should facilitate the development of policy differentials and increase the rapport between police officers and their communities.

Recommendation. The General Operations of the police should be reorganized to facilitate (1) priority and operational policy differentials that will render police services more relevant to the needs and expectations of individual communities, (2) citizen participation, communication, and influence with police officers in their communities, (3) police officer familiarity with the communities and people whom they serve, and (4) cooperation between the police and other city and county social service agencies. (See Chart 4 for an illustration of the form such a structure might take.)

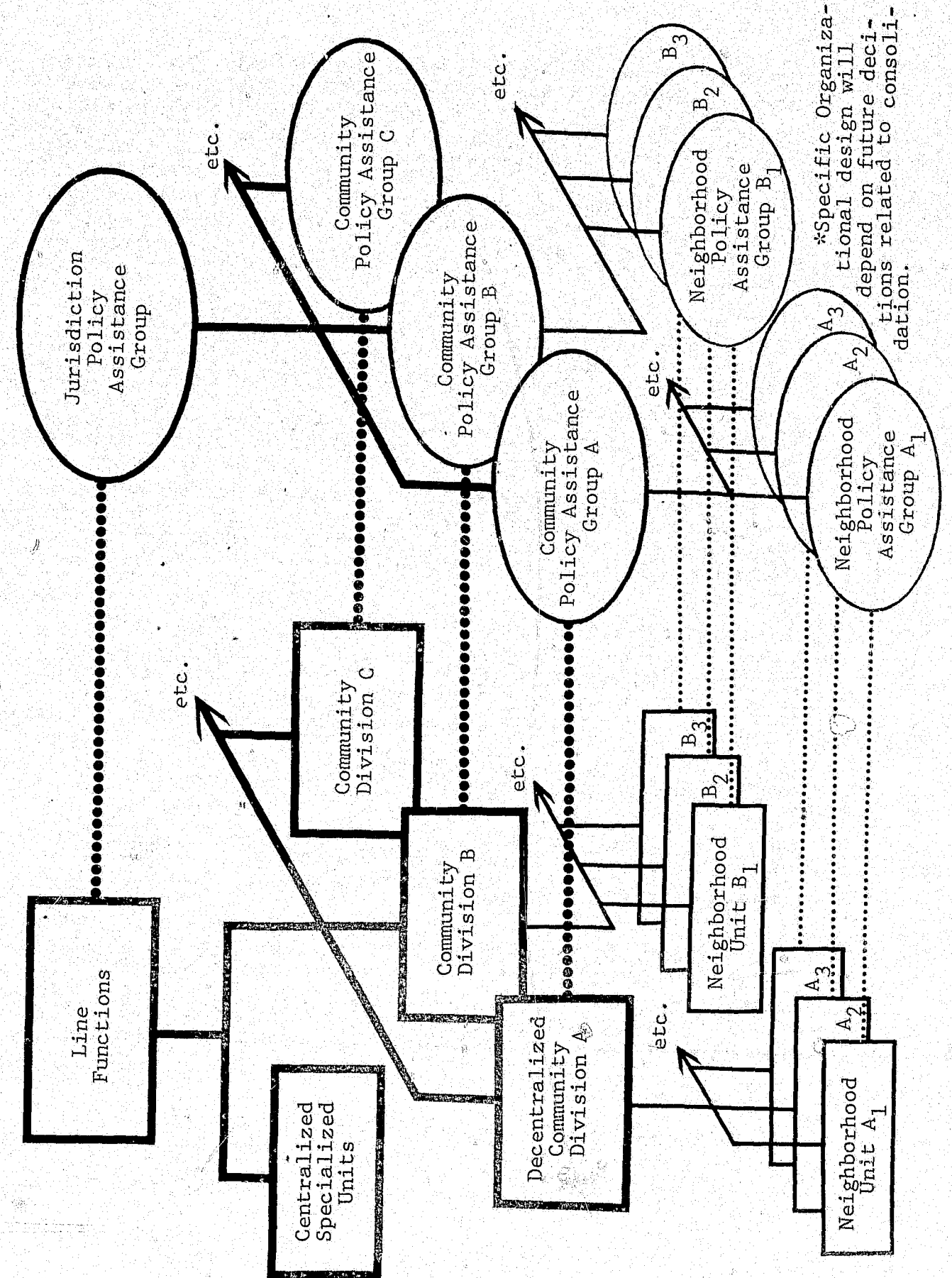
The preceding recommendation related to Line Functions is appropriate whether Line Functions are consolidated or not.

Organization of Administrative Activities

Administrative Activities, consisting of planning activities, personnel services, training and personnel development, financial administration, public information, legal services, inspectional functions, and internal investigative activities, directly affect the ability of an executive to manage a large organization. Personnel in these areas have an obligation to perform these activities in a manner consistent with the style and expectations of the head of the police agency. If properly managed, these activities have great potential for improving the overall quality of policing.

These activities are extremely difficult to reorganize for several reasons. First, the fragmentation of efforts and duplication of governmental Administrative Activities are extensive. Not only is there duplication between individual police agencies, there is fragmentation of efforts as a result of police agencies performing these functions independently of their superordinate governments. Regional

Chart 4
ORGANIZATION OF LINE FUNCTIONS*



and state agencies, such as the Board on Police Standards and Training and CRAG, duplicate both local governmental and police efforts. Cooperative city-county units duplicate police, local government, and regional agency activities.

Second, these functions are so crucial to the chief administrator's ability to manage his organization, the wisdom of moving them substantially beyond his control is debatable.

Third, the functions should be closely related to their counterpart functions at the governmental level which have the responsibility for providing political and administrative policy guidelines for the police organization. Such a close relationship between the government and the police is vital if police operations are to consistently reflect the overall priorities of government.

Fourth, police Administrative Activities have traditionally been arranged both organizationally and physically near the chief of police. Breaking with such tradition would be iconoclastic and it would likely result in emotional resistance.

Both the Portland Police Bureau and Multnomah County Division of Public Safety currently have Administrative Activities reporting either directly to the chief administrator or to a commander of a Staff Functions branch of the organization.¹ Since neither of the larger police agencies has Administrative Activities that are well integrated with counterpart units at the governmental level, these police organizations are relatively isolated from their superordinate governments. The actions and research of these agencies are at times duplicative or in direct conflict with governmental Administrative Activities. This situation reduces the overall effectiveness of government.

Aside from the area of financial administration, nearly all police Administrative Activities are supervised and performed by sworn personnel. This practice of filling all managerial, nearly all supervisory, and most Administrative Activity positions with sworn officers cannot be justified by either cost or effectiveness criteria. From the standpoint

¹Gresham has no specialized Administrative Activity units in the police department; therefore, this organization relies more heavily on Gresham city staff services than do the larger public agencies.

of cost, when salaries and fringe benefits are calculated, civilians of comparable educational backgrounds are substantially less expensive than sworn officers. Even highly educated and experienced nonsworn staff and management personnel at times require less financial investment than a sworn officer. In terms of effectiveness, a nonsworn person with professional training, contacts, skills, and credentials is logically better able to perform or supervise competently and efficiently a function related to his specialty than a police officer who has been trained to perform basically police functions.

The designation of "sworn" is conferred on police employees to provide them with arrest and legal powers not accorded nonsworn citizens. If a police position is not responsible for directly initiating arrests, it is not necessary to staff that position with a sworn police officer. This conclusion is applicable to both management and staff positions. While the fact that a position can be filled by a nonsworn person should not preclude its being staffed by a sworn officer, if a sworn officer is placed in a staff position, the officer should be paid the salary commensurate with the position rather than the salary of his civil service rank.

While some general recommendations about the reorganization of Administrative Activities can be made, the specific organizational designs must be based on the structure of police Line Functions, particularly if Line Functions are consolidated.

The following general recommendations apply whether police Line Functions are consolidated or continued as separate operations.

Recommendation. Administrative Activity units with similar functions in the City of Portland, Multnomah County, the Portland Police Bureau, and the County Division of Public Safety should be physically located in the same facility in close proximity to each other.¹

Recommendation. Similar Administrative Activity units of the city, county and police should hold

¹The location of police Administrative Activity units adjacent to each other was recommended by nearly all of the subcommittees which dealt with Administrative Activities. However, none went so far as to include city and county units in their considerations.

periodic, joint staff meetings to ensure that their efforts are cooperative and coordinated.

Recommendation. Positions in Administrative Activity units, including supervisory positions, should be classified as nonsworn although sworn police officers should not be precluded from filling such a position if a sworn officer seeking the position is the most qualified in terms of skills, knowledge, and credentials. However, sworn officers assigned to such positions should receive an appropriate adjustment in their remuneration.

Recommendation. Personnel for Administrative Activity units, with the exception of police officers assigned temporarily to such units for special projects, should be hired by governmental staff administrators rather than by the police.

Since the organizational design of Administrative Activity units will be different depending on whether or not the police Line Functions are completely consolidated or maintained under separate governments, the following are comments and recommendations regarding the arrangements under each of these options.

With Consolidated Line Functions. If a decision is made to consolidate Line Functions, it is essential that an organizational arrangement be implemented that will keep the single police operation responsive to both local governments and their policies. The traditional arrangement of simply placing an Administrative Activity unit with the police agency, independent from the Administrative Activity units of either of the governments, would keep the police extremely independent of the governments. Placing the Administrative Activity units with either of the governments would likely result in the government with control of the units being favored by the police agency. An arrangement of splitting the Administrative Activity units between the two governments (i.e. placing planning with the city, personnel with the county, etc.) would result in a complicated, difficult-to-supervise, inefficient arrangement, and it would reduce the possibility of other police agencies elsewhere in the county entering into cooperative arrangements. Therefore, a new arrangement which will permit mutual influence and maximum cooperation in police Administrative Activities is needed.

Recommendation. If police Line Functions are completely consolidated into one police agency, Administrative Activities should be placed under the

direct control of the police director with Administrative Activity personnel provided by the city and the county. (See Chart 5.)

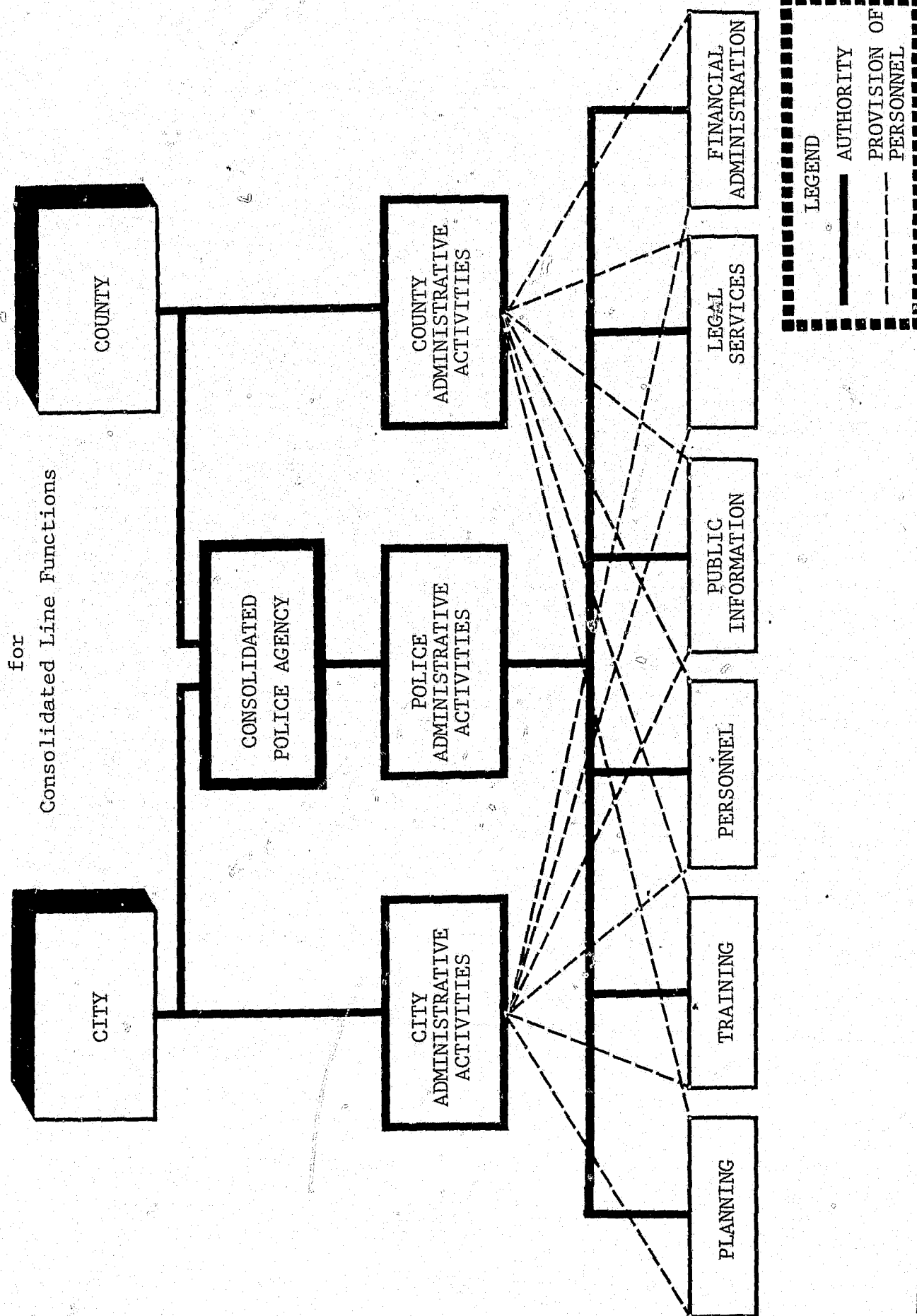
The organization of Administrative Activities along the lines illustrated in Chart 5 should ensure these services are: (1) responsible to the police director, (2) responsive to the governmental jurisdictions, (3) cooperative with counterpart units in the city and county, and (4) competent to perform quality work. It should reduce duplication of efforts and provide relevant, competent work while at the same time ensuring organizational responsiveness to the independent and autonomous local governments being served by the police agency. This arrangement is also compatible with future consolidations of governmental services.

With Separate Line Functions. There is considerable feeling among members of the public and governmental officials that many Administrative Activities should be merged even without a consolidation of Line Functions. The reasoning behind such feelings is that training, personnel, and possibly other Administrative Activities have enough in common to justify their complete consolidation. Such a conclusion is inconsistent with the local political philosophy which maintains that police should be responsive to the policies and priorities of their own individual governments. It is also in conflict with the need of the chief administrators in the various police agencies to have Administrative Activities that reflect their own individual perceptions of the needs of their operations and their managerial styles. The staff has concluded it is not in the best interest of the individual governments to consolidate police Administrative Activities if police Line Functions are kept separate under each government.¹

However, the consolidation of police Administrative Activities with counterpart activities within the same government is a logical and sound move. Therefore, in the event a decision is made to maintain separate Line Functions, the individual governments should take immediate steps to merge police Administrative Activities with their counterpart units at the governmental level. Although such an arrangement is unique for large police agencies, it has been utilized extensively and successfully by military organizations for many years.

¹It should be understood we are referring strictly to Administrative Activities (see previous classification, Chart 2) and not all Staff Functions when we make this observation.

Chart 5
ORGANIZATION OF ADMINISTRATIVE ACTIVITIES
for
Consolidated Line Functions



Recommendation. If police Line Functions are not consolidated into one police agency, Administrative Activities should be merged with their counterpart activities in the respective city or county government (see Chart 6).

In several instances police perform Administrative Activities that are not performed by the government to which they report. Two of these functions -- inspections and internal investigations -- are of a quality control nature. It can be argued that these functions are unique enough to the police and require such a high degree of knowledge about the police operations that they should be maintained within the police structures. Although the staff supports the concept of utilizing primarily sworn police personnel to perform these functions for police, the evidence suggests these functions may also have value for the overall government. Therefore, the Police Consolidation Project staff makes the following suggestions:

Recommendation. The local governmental officials should consider the possibility of establishing inspectional and citizen complaint units to perform quality control functions for their respective jurisdictions.¹

Recommendation. The police inspectional functions should be staffed by both sworn and nonsworn personnel and organized as part of the planning unit.²

Recommendation. Police internal investigations should be staffed by sworn police personnel and the operation should be organized to be directly responsible to the chief police administrator.³

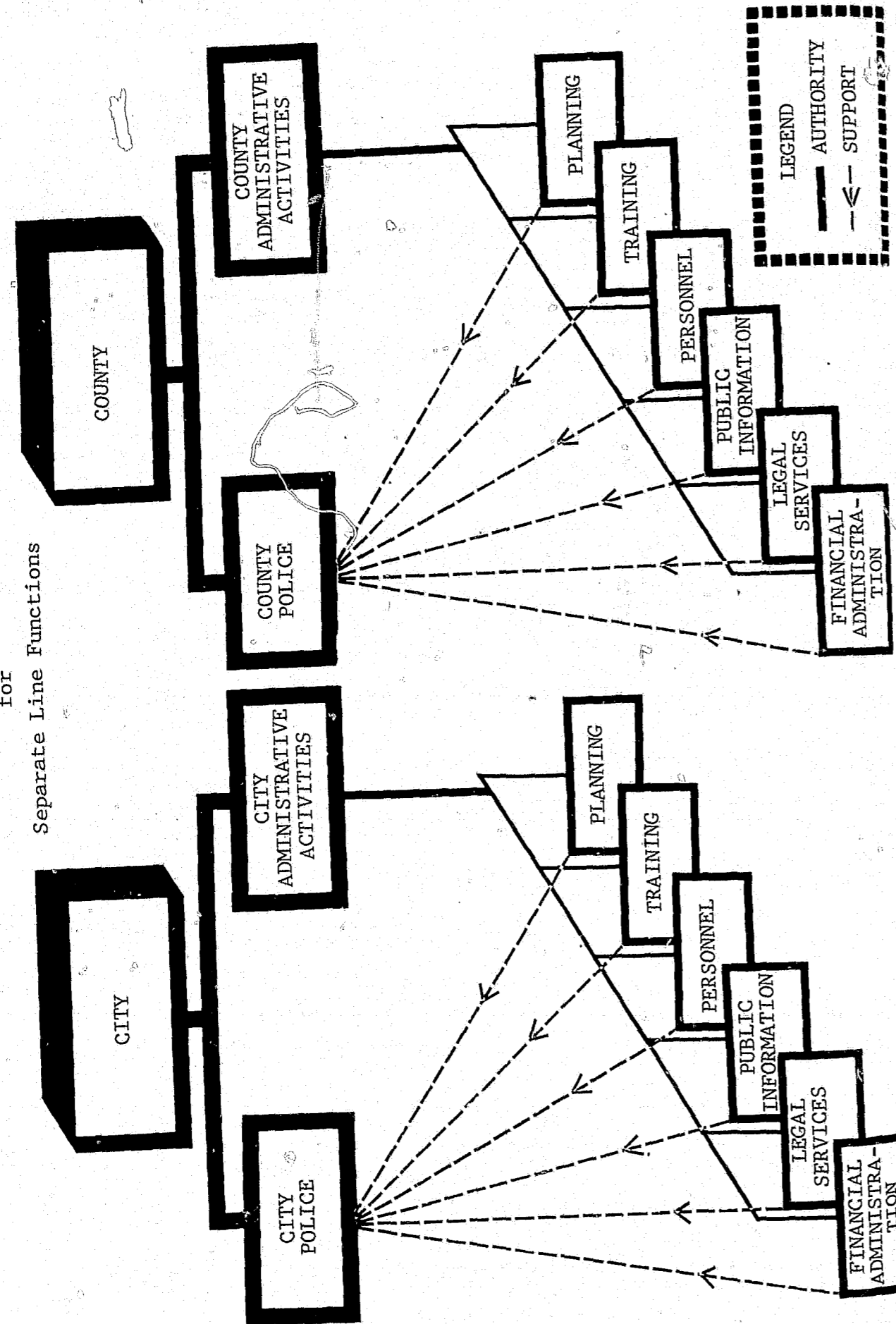
The preceding arrangements would facilitate aligning the police with their superordinate governments; facilitate police responsiveness to governmental problems, priorities, and policies; increase the overall competency of the police administrative staff; improve communication, coordination

¹In the area of citizen complaints, the Internal Affairs Subcommittee assumed that such governmental agencies might exist, and they found such arrangements acceptable. See "Report of Internal Affairs Subcommittee" in Reports of the Subcommittees.

²The Inspections Subcommittee suggested the organization of planning and inspections in the same unit. "Report of the Inspections Subcommittee."

³This arrangement is suggested by the Internal Affairs Subcommittee, "Report of Internal Affairs Subcommittee."

Chart 6
ORGANIZATION OF ADMINISTRATIVE ACTIVITIES
for
Separate Line Functions



and cooperation among Administrative Activities; reduce duplications of efforts; and increase the overall efficiency and accountability of the Administrative Activities.

Organization of Support Activities

Local police operations must have Support Activity assistance to (1) receive requests from citizens, transfer those requests to the appropriate party or dispatch the appropriate employee or unit; (2) collect and process field reports; (3) process data and provide employees with operational and management information; (4) receive, protect and process recovered and evidentiary property; (5) receive, protect and process people arrested by the police; and (6) perform criminalistics functions. The objective of a Support Activity unit is not to render a judgment about the management of police operations or achieve a primary police goal, rather it is to perform impartially and mechanistically routine housekeeping chores for police line personnel and operations. In general, police Support Activities involve acquiring, maintaining or processing physical items, information or prisoners. The performance of Support Activities entails basically procedural and custodial functions which can be subjected to a high degree of routinization.

In many instances governmental agencies other than the police also have a need for Support Activities similar to those needed by the police. For example, the receipt and communication of citizen requests for governmental services is as important to fire, animal control, children's services and a variety of other agencies as to police. It is inefficient and confusing to citizens for each of these agencies to provide its own communications equipment and staff. The nature of these functions is such that if they are separated from complete police domination and expanded to serve additional governmental users, governmental performance could be significantly improved. The routine nature of these activities facilitates their organization as single county or regional units which can be readily performed by non-police personnel.

The current trend is toward such expansion. The Communications Project is planning a communications system that will eventually provide emergency complaint receipt and dispatching to at least fire and possibly other agencies.¹

¹Public Safety Systems Incorporated, Detail System Design of the Law Enforcement and Fire Services Communication Dispatch System (Proposal prepared for the City of Portland and Multnomah County, Oregon), September 10, 1973 and P.S.S.I., Task 1-A Final Report: Minutes of RFP/Proposal Review Meeting, January 14, 1974.

The police information system is organized as a part of a larger data processing operation, which serves a variety of local governmental agencies.¹ The Crime Laboratory Study recommends establishing a criminalistics operation which will serve courts and public defenders.² The police mail distribution service responsibility has been placed with the City-County Central Services Bureau. And the acquisition of police vehicles has been placed with central service operations in both Portland and Multnomah County.

Previous efforts to bring about mergers of Support Activities have been controversial and subject to much criticism. As previously mentioned, major problems related to the methods utilized to date in attempting to achieve the mergers of Support Activities must be corrected before future efforts will be any more successful than those of the past. The high failure rate has been due basically to (1) weaknesses in long-range planning, (2) failure to adequately consider systemic relationships with other functions before beginning mergers, (3) failure to develop solid, long-range commitments to the use of merged activities, (4) failure to assign specific responsibilities and adequately define authority in the merged areas, (5) the imposition of elaborate, ill-defined committee and task force structures without a division of responsibilities and authority between the committees and project staff, and (6) the assignment of responsibility for mergers to skilled police practitioners who have not had sufficient experience in the technical areas of the Support Activities being organized.

Plans have already been made and action is being taken to consolidate several Support Activity units. While the plans for these consolidations are for the most part logical and well conceived, implementation of the plans is suffering or will suffer either because the plans are not being followed or because the plans were not sufficiently encompassing to ensure the success of the project. Before proceeding with specific recommendations, it may be useful to review the specific problems related to two such projects -- communications and Crime Laboratory -- as illustrations.

The Communications Project has been thoroughly researched and study efforts are continuing as the implementation

¹"What is CRISS?" (Portland: Columbia Region Information Sharing System, 1974).

²"Report of the Metropolitan Crime Laboratory Study Commission" (Portland: CRAG, 1974).

begins. The plans laid to date are basically sound. The problems which may cause major difficulty further along in the project are:

1. The project director is basically a highly competent police officer who has studied communications technology from a police viewpoint. This officer is knowledgeable of police needs and traditional police communications procedures; however, fire officials and the managers of other agencies that are potential users do not feel he is familiar with the procedures of their operations. In addition, the fact that his career is tied to a specific user agency could cause problems if his own agency attempts to impose its wishes on him. Regardless of his neutrality, other agencies may suspect that his actions favor his own police organization. Since the officer in this position is highly competent and sincerely striving to overcome these problems, he can be successful if he receives adequate support from policy-level officials.
2. No formal agreements regarding the obligations and responsibilities of the user agencies or the communications unit have been initiated to date. This means there will be no way of solving misunderstandings and disagreements among users except in the political arena. In addition, commitments to the project are subject to reconsideration even before the project is fully implemented and operational. The project director's basic option for maintaining support for his programs will be informal influence on people in positions of authority and through the establishment of committees of powerful persons who will give him the support of consensus.
3. The project is not sufficiently interfaced with other parts of the information system. The Communications Project depends substantially on police records and data processing. However, since police records and data processing are under the control of entirely separate officials, the project director is at their mercy and in some instances they are at his. Further complicating the situation, the Communications Project must compete with other components of the information system for funds.

The Crime Laboratory Project has different problems. The plan for the Crime Laboratory was developed through a systematic and sound approach. Professional criminal justice opinions and advice were solicited, considered and weighed by a prestigious study commission. This commission evaluated similar laboratories operating in other parts of the country and defined the options for efficiently organizing and implementing a local laboratory system. The resulting plan is solid in nearly every aspect. However, a few police agencies, representing only a portion of the potential users, have established their own implementation committee. This group does not include representatives from nonpolice agencies that are potential users. As one might predict, the police committee has proceeded to disregard the basic implementation procedure laid out by the Metropolitan Crime Laboratory Study Commission.

The major premise of the Commission was that, first, an independent, professional project director would be hired and, second, the director would organize the laboratory in such a way as to maximize its utility for all potential users. The police group's actions will effectively usurp the prerogatives of any person who is eventually designated as project director. These actions will, in effect, subvert the original study group's efforts in the interests of the police. As a result, other potential users may not receive full benefit of the system -- a situation the Commission hoped to avoid. Even if the laboratory is structured to provide services to a broad range of nonpolice users, as a result of the police methods, these potential users may not be confident enough in the laboratory to rely on it for services.

The developments in the Crime Laboratory Project illustrate the importance of ensuring that the implementation of Support Activity projects with interagency service potential is not (1) disproportionately influenced by narrow personnel or bureaucratic interests or (2) modified in a way that significantly alters the intent of the project.

The consolidation of Support Activities combined with reorganization of the police Line Functions and Administrative Activities has potential for improving both local police and governments. However, such consolidations will continue to have a high failure rate unless preimplementation planning is systemic and detailed and implementation of the plans is initiated in a systematic, objective, and well coordinated fashion.

Options 2 and 3 presented in Chapter IV are alternative approaches for handling the consolidation of Support Activities.

Option 2 would establish a Public Safety Support Agency with the responsibility and authority to organize and coordinate all Support Activities. Option 3 is an ad hoc approach with responsibility for each merged unit decided on an individual basis. Recommendations related to each of these options are presented in the following discussions.

Public Safety Support Agency. The most logical and, in the staff's opinion, administratively sound method of reorganizing Support Activities is through the establishment of a Public Safety Support Agency having responsibility and authority to manage Support Activities for all public safety organizations in the city and county. This approach is outlined in Chapter IV under option 2.

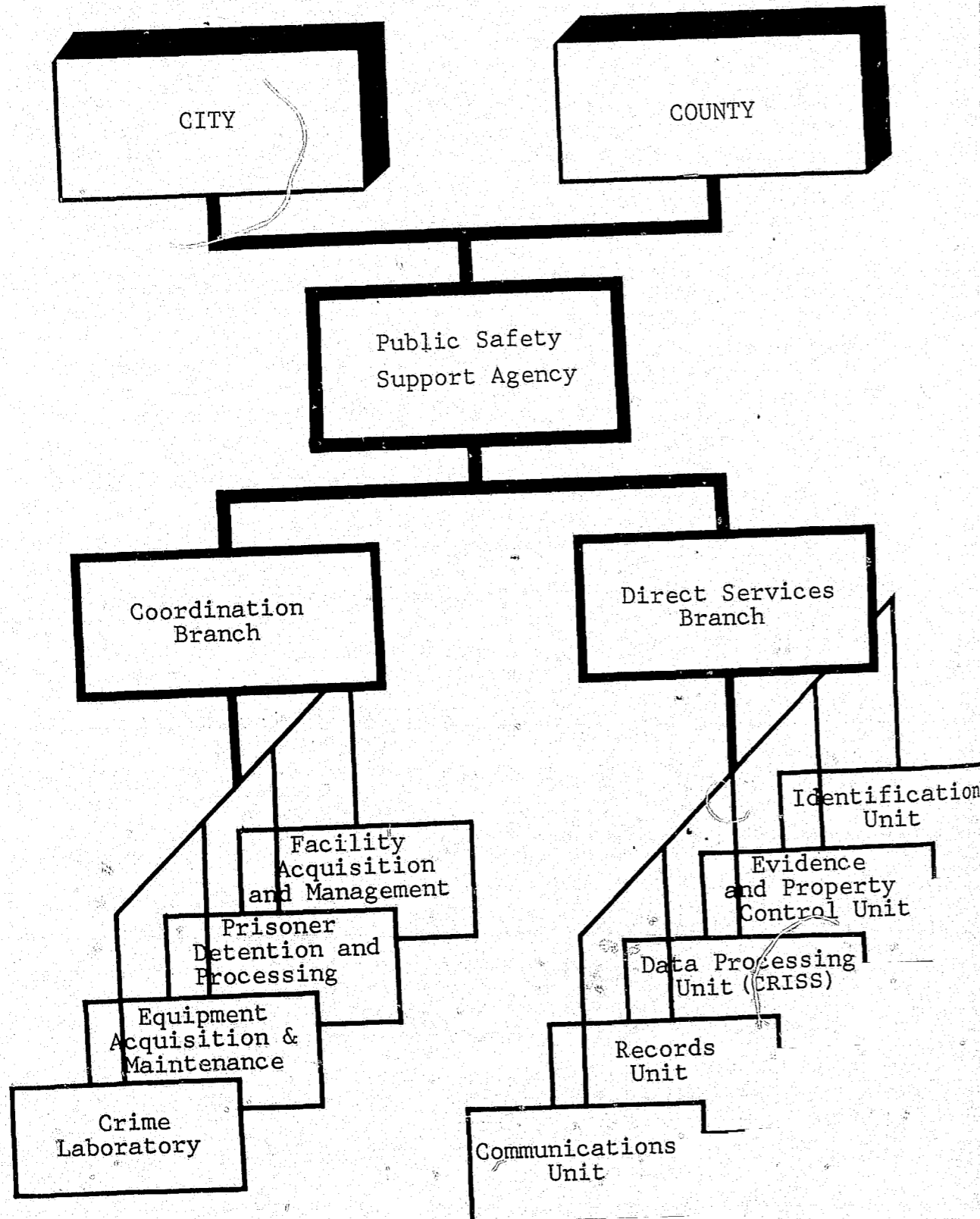
Such an agency should be established by a contractual agreement involving at least Portland and Multnomah County. Gresham and other police agencies in the county should also be parties to the contract, although their initial involvement would not be critical to the establishment of the agency.

This Public Safety Support Agency should be managed by a coordinator who would initially be responsible to the chief executives of each of the participating jurisdictions. Such an arrangement could be modified after the agency has been organized, but during the early stages of implementation the support of these officials would be essential. The coordinator should be provided with a personal services contract of sufficient duration to ensure the establishment of the Support Agency.

The following Support Activities and personnel should be placed in this agency (see Chart 7) under the direct supervision and control of the coordinator:

1. Communications for police, fire and other emergency and quasi-emergency governmental agencies. This is in essence the current Communications Project although the concept should be expanded to a complete "911 System" for Multnomah County.
2. Records for police, fire and other emergency agencies.
3. Data processing for emergency and criminal justice agencies.
4. Evidence and property control for all criminal justice agencies including police and corrections.

Chart 7
 CONSOLIDATED PUBLIC SAFETY SUPPORT AGENCY



5. Police identification records and activities.

In addition, the Public Safety Support Agency should be responsible for coordinating the following activities to reduce inefficiency in their performance and ensure police and other public safety agencies of an adequate level of services.

1. Crime laboratory services.
2. Equipment acquisition and maintenance.
3. Prisoner detention and processing.
4. Facility acquisition, management and maintenance.

The agency would have only functional supervisory authority over this second group of activities. However, in carrying out this supervisory role it would conduct research to assess the activities. Based on such assessments, the coordinator would recommend improvements to the appropriate policy officials and administrators.

The preceding arrangement for the management of Support Activities for emergency organizations, with sufficient commitment and authority, would solve a number of problems. First, it would place the responsibility for ensuring the successful merger of Support Activities squarely on one individual rather than having it scattered among a multitude of agencies and individuals. Such an individual should have the security of a formal, contractual commitment from the participating governments. This contract should provide sufficient time and authority to organize the activities and achieve reasonably stable operations.

Second, it would make Support Activities separate from complete police domination and they could be organized to serve a large number of organizations.

Third, it would provide an impartial coordinator who could devote full time to ensuring that activities competing for scarce resources receive appropriate allocations. This arrangement would facilitate more rational decisions about the funding priorities of all Support Activities. Current conflicts over funds should be substantially reduced.

Fourth, it would give governmental administrators a single person with whom to deal, thereby reducing the amount of time they personally have to invest to ensure the success of mergers. The staff necessary for the provision of direct Support Activities should be provided by the existing support units of police and fire communications, records, CRISS,

identification, and evidence and property control. They should be organized under the supervision of the coordinator who should have the independent authority to appoint managers for the various functional areas. These people should be neither city nor county employees, but rather under an occupational arrangement similar to that of the Columbia Region Council of Governments.

The alternative to this organization of Support Activities is option 3, the ad hoc merger of Support Activities. This ad hoc approach appears to be the most acceptable to police managers in Portland and Multnomah County.¹

Ad Hoc Mergers of Support Activities. The ad hoc merger of Support Activities would consist of nothing more than elimination of duplications of efforts through governmental agreements to trade responsibilities. The governments best able to perform functions for both the city and county would be given the appropriate responsibilities. The following guidelines should be observed to ensure the success of this ad hoc approach.

1. The mergers should be consistent with eventual complete consolidation of police.
2. The plans for eventual consolidation of police should be sufficiently defined to permit long-range planning of the systems and functions being merged.
3. The merged units should be attached to existing agencies and organizations rather than established as independent organizations.
4. Contracts precisely defining responsibilities, authority, and a positive commitment on the part of the individual agencies should be initiated for each merger.
5. Agencies utilizing the merged services should be obligated to use the services of the merged units for a specific period of time and prohibited from developing their own duplicative services.
6. Individual agencies should be obligated to standardize their own functions and procedures for countywide uniformity and an adequate interface with the merged services.

¹See Reports of the Subcommittees.

7. A master schedule for mergers should be established and observed to prevent a counterproductive sequence in implementation.
8. City and county facility planning should anticipate eventual governmental consolidation and similar activities should be colocated even before mergers.
9. Administrators and managers of counterpart functions should be located in adjacent office spaces and coordinate their efforts through joint staff meetings and joint operations.
10. The city should move to annex county territory where irrational boundaries hamper the efficient provision of police services by the county or natural communities are split by jurisdictional boundaries.

Even within these guidelines, successful mergers of Support Activities will be difficult to achieve and even more difficult to maintain. Fragmented responsibility will create communication problems and conflicts. The quality of services received will vary with projects and necessitate continual evaluation and intensive high-level administrative efforts to ensure quality control. The personnel of user agencies will probably be more critical of the quality of service of the new units than of self-supplied services. The top level administrators will have to be constantly alert to cooperation breakdowns. However, in spite of these problems, if adequately managed, the merger of selected Support Activities should reduce costs.

The following are suggestions regarding the Support Activities which should be merged.

Recommendation. Communications, records, and data processing should be organized as a single information services unit for the police and other governmental agencies and placed under the City-County Data Processing Authority.

The current separation of communications, records, and data processing is inefficient and will have a serious impact on the ability to implement effective operations. Each of these areas is dependent on the others, and decisions in one area will affect the others. Records control must start in the communications operation; data processing operations are dependent on the type, organization and quality of records; and records must rely on data processing. These

operations make up the information system, and without a single control mechanism, competition and conflict will hamper the effectiveness of the system. In addition, the system should be placed in a position of independence from the police to ensure the broadest possible service to governmental agencies. The existing Data Processing Authority offers the most neutral and efficient structure for housing the system.

Recommendation. Police evidence and property control should be organized under records.

Evidence and Property Control is currently in need of reorganization. The major responsibility related to this area involves storage and disposal of property that comes into police custody. The most critical aspects of the operation entail processing and accounting techniques. The functions must be organized and controlled by an agency with countywide jurisdiction. It is important that the procedures be interfaced with police records and data processing, and the controlling unit be able to monitor both the owners of property and the property itself as they proceed through the criminal justice system. It is also of critical importance that evidence in custody and records of cases be coordinated to ensure their production in court at the appropriate time.¹ Hence, the records section of Data Processing Authority will be in the best position to provide an evidence and property control system.

Recommendation. Criminalistics support should be organized and implemented in a manner consistent with the Metropolitan Crime Laboratory Commission and placed under the supervision of the Oregon State Police.

The Metropolitan Crime Laboratory Commission has produced recommendations for establishing a system that will provide effective and efficient criminalistic services to the local criminal justice system.² The criminalistics operation should be organized in accordance with their report. This arrangement should provide greatly improved service to the Division of Public Safety and provide the Police Bureau a reduced cost.

¹Evidence and Property Control Subcommittee, Reports of the Subcommittees, p. 17.

²Report of the Metropolitan Crime Laboratory Facilities Study Commission (Portland: CRAG, 1973).

Recommendation. Police vehicles acquisition and maintenance functions should be assumed by the Bureau of Fleet Management, City of Portland.

Police vehicle acquisition and maintenance functions are currently performed efficiently by both governments; however, the size and scope of the City of Portland's operation results in the services being performed at a considerably lower cost.¹ Therefore, these functions should be assumed by the city.

Recommendation. Detection and identification functions should be placed under the Multnomah County Division of Public Safety.

Currently the Division of Public Safety is performing detention functions for the city and county. Both the Police Bureau and the Division perform some identification functions. Since identification operations must be closely interfaced with detention and since a minimal effort would be required on the part of the Division to develop a high quality identification operation that would serve all police agencies working in the county, this operation should be assumed by the Division of Public Safety.²

Recommendation. Warrant service and extradition functions should be assumed by the Multnomah County Division of Public Safety.

The county is currently performing the majority of the warrant functions. Extradition is an obligation of the county.³ Therefore, a minimal effort would be required for the Division of Public Safety to assume these functions. Portland police personnel engaged in these activities should be reassigned after the county assumes responsibility for these activities.

¹Police Consolidation Project staff, "Comparison of Police Vehicle Acquisition and Maintenance Costs" and Motor Pool and Transportation Subcommittee, Reports of the Subcommittees, p. 237.

²The Identification and Scientific Investigation Subcommittee agreed that detention and identification need a close relationship; however, they cautioned against assigning identification to corrections. Reports of the Subcommittees, p. 99.

³Records Subcommittee, Report of the Subcommittees, p. 348.

As previously indicated, this ad hoc approach appears to offer the least potential of any of the proposed options for reducing overall costs. If this method is adopted, substantial improvements in overall police effectiveness will be dependent on the line functions of the police organizations being reorganized in the manner suggested previously in this chapter.

Personnel

Regardless of organizational design, the effectiveness of a police agency is ultimately dependent on its employees. Police officers must be compatible both with the people they serve and the organization by which they are employed. They must be familiar enough with their clients' attitudes, values, and needs that effective performance is automatic. Their appearance and performance must meet with public approval and instill in citizens sufficient confidence that they willingly assist police in handling the problems of their communities.

The importance of a match between an organization and its employees is not often recognized; however, many police management problems result from incongruity between employee and organizational characteristics. A service-oriented police operation cannot achieve maximum effectiveness with apprehension-oriented employees or vice versa. Egalitarian employees will not perform successfully in an authoritarian organization or vice versa. Highly educated and independent personnel are not suited for organizations with highly routinized, narrow divisions of labor. Considerations of these observations have had a significant influence on the following personnel recommendations.

Regardless of the extent of local police consolidation occurring in the immediate future, it is both possible and desirable to establish uniform police personnel practices throughout the county. Citizens expect that they will be able to obtain a uniformly high quality of police service from competent police officers at any place in the county. Therefore, the public will support sound uniform standards for police personnel. In earlier parts of this report recommendations have been made that will facilitate the establishment of uniform personnel techniques and standards. For example, the adoption of a common set of police goals and the reorganization of line functions in a similar fashion will facilitate a uniformity of personnel practices.

There are numerous advantages to having standardized personnel operations for all police organizations in the

county. A common personnel system would allow interagency mobility through lateral transfer. This would permit inter-agency sharing of personnel. The increased range of career possibilities would make a police career within the county more attractive, facilitating recruitment of high quality employees. Agencies would have an increased range of management candidates from which to choose. Organizational in-breeding would be reduced while broader job experience would be possible.

The facilitation of the trend toward total consolidation of police would be another advantage of a common personnel system. Employee fears of inequitable treatment in a consolidation would be reduced, reducing also the resistance to consolidation. One of the most difficult problems of consolidation -- sorting out differing personnel arrangements -- would be eliminated.

Aside from the issue of consolidation, a common personnel system would allow the separate police agencies to operate more efficiently. Common recruitment and selection efforts could result in economies of scale. The quality of police service would tend to be standardized countywide. The development of statewide police standards and goals would be aided.

Recommendation. A uniform personnel system with similar standards, procedures, job descriptions, and career paths should be established for the police in Multnomah County.

Local police officers are probably as a whole more highly educated than officers in any other similar metropolitan area of the United States. The recommended organizational design for police line functions is based on an assumption that police agencies will continue to employ educated personnel. However, the existing systems are not designed to effectively utilize educated officers. Educated police officers are currently restricted from making their maximum contribution to the organizations by career systems that confine them to routine duties and activities for years. Civilians with technical competencies that are critically needed by the police cannot be placed in positions where their knowledge can be utilized. Sworn, rather than civilian, commanders are placed in supervisory positions even though their responsibilities do not require sworn status. The personnel system should be reorganized to eliminate these problems.

Recommendation. Police career systems and personnel practices should be redesigned to (1) make more

extensive use of the knowledge and skills of operational personnel, (2) relate selection methods specifically to all positions, (3) limit the requirement of a sworn officer in a position to those positions which require arrest powers, and (4) facilitate the rewarding of good, goal oriented job performance.

Police Consolidation Project research indicates that public confidence in the police was lowest among minority citizens. On the other hand, a disproportionate amount of the police activities involve minorities. There appear to be two primary reasons for the lack of minority confidence in the police: first, a feeling that police tend to treat situations involving minorities as less important than the same situations involving other groups, and second, a related belief that minority members are personally discriminated against by police. Many people construe the absence of minorities from local police agencies a confirmation of their suspicions.

The staff is of the opinion that minority confidence in the police will not substantially improve until the police agencies demonstrate nondiscrimination in hiring and promotional practices. At the present time, no personnel system or police department in the county can provide substantial proof that it does not discriminate on the basis of sex or race. Neither can any agency prove that its current hiring and promotional practices select the most competent individuals. The correction of this situation lies in a complete remodeling of the existing personnel system.

Recommendation. Police personnel procedures should be redesigned to eliminate racial and sexual discrimination as well as any appearance of racial and sexual discrimination.

The area of personnel is currently under intensive study by the Police Consolidation Project. That study will develop and recommend a personnel system that is compatible with anticipated changes in the local police organizations. Specifics related to the preceding recommendations can be provided by that study.

Conclusion

The observations, conclusions and recommendations contained in this chapter were written primarily for policy officials. We have attempted to confine the report to those problems and recommendations which are most appropriately subject to the attention of policy level officials.

The chapter suggests substantial room exists for improving local police operations. Some conclusions will no doubt be controversial. However, the staff has made every effort to handle the data conservatively and the resulting evidence still indicates:

1. Police operate autonomously from their governments and citizens.
2. Police are not effectively addressing their priorities and goals.
3. Police agencies have a disproportionate amount of their resources invested in overhead activities.
4. Police agencies have excessively specialized enforcement units.
5. Police personnel are not adequately organized and distributed for best service to the public.
6. Police personnel practices restrict the effectiveness of the agencies.

Unless these problems are addressed by taxpayers, political officials, and police leaders, they are likely to become more rather than less serious with the passage of time. The recommendations appear to the staff to offer the most potential for changing the situation.

Ultimately the success of police consolidation will depend on the efforts of police employees. The corollary is failure of reorganization attempts are often the result of employee resistance or active sabotage. It appears, then, the single most important element in the successful improvement of police services through merger is the implementation of a common personnel system.

Chapter VI

SUMMARY

This report outlines the options for improving local police operations, given the defeat of city-county consolidation. Upon selection of the option that local policy officials find most acceptable, the Police Consolidation Project staff will proceed to develop detailed plans and initiate implementation. Following is a summary of the recommendations contained in this report.

Goals

1. The following goals should be established for all police agencies in Multnomah County.
 - a. Provide emergency actions and services, not readily available from other agencies, that may save human life.
 - b. Provide programs and actions directed at the causes and conditions of delinquency and crime that will result in the prevention of juvenile delinquency, criminal deviancy and crime.
 - c. Provide programs and actions to acquire information about criminal behavior and responsibility and expeditiously handle that information in a manner consistent with the best interests of involved persons, the community and society.
 - d. Respond by direct involvement, advice, or referral to those situations which if left unattended would logically result in serious mental anguish, disorder, injury, property damage, or loss of individual rights for people within the jurisdiction.

- e. Provide actions and programs for coordination between and support for agencies that seek to facilitate social justice and justice processes.
 - f. Provide order maintenance programs and actions to reduce danger and facilitate normal community and social operations during periods of unusual, disruptive occurrences such as civil protest, natural disaster, riot, and war.
 - g. Provide programs, procedures and activities that will result in efficient, effective and fair management of the police organization and satisfaction of personnel career needs.
2. Police organizational arrangements should be modified to ensure greater congruence of goals, structure, and police activities. This recommendation should be implemented with or without consolidation of police operations and without regard to whether or not the preceding goals are adopted.
 3. Methods should be adopted by the police to ensure continuous development and updating of police objectives in a manner that will maintain their consistency with the organizational goals.
 4. Methods should be established for monitoring the extent of goal and objective accomplishment and assessing the effectiveness of various organizational strategies.

Consolidation Options

A single police agency should be established for the City of Portland and Multnomah County (option 1). This agency would be created by the consolidation of the Portland Police Bureau and the Multnomah County Division of Public Safety. It would be administered by a director who would be both chief of police and sheriff and would report to both the Mayor and Chairman of the Board of County Commissioners.

Alternative: The most preferable alternative (option 2) is the establishment of a Public Safety Support Agency for communications, records, data processing,

criminalistics, evidence and property control functions, and reorganize police Line Functions and Administrative Activities for improved efficiency and effectiveness.

Alternative: A second alternative (option 3) would entail improving the existing ad hoc consolidation of Support Activities and reorganizing police Line Functions and Administrative Activities.

Organization of Line Functions

Regardless of whether police consolidation occurs, the following changes should be made in police Line Functions (see Chart 4).

1. The ratio of management and supervisory personnel to bottom-level subordinates should be reduced. Spans of control should be based on the type of work performed. The practice of using higher ranking personnel to fill nonsupervisory positions should be discontinued.
2. The number of levels in the organizational hierarchy should be reduced to no more than four ranks.
3. The amount of specialization in police Line Functions should be reduced by incorporating specialist responsibilities into patrol officer jobs, and returning specialists to uniformed generalist patrol operations.
4. Temporary special-purpose committees containing patrol officers should be used to perform functions currently the exclusive responsibility of overhead personnel.
5. Organizational arrangements should be redesigned to provide work groups of first line supervisors and patrol officers with territorial and functional responsibility for providing the appropriate services to their clientele.
6. The General Operations of the police should be reorganized to facilitate (a) priority and operational policy differentials that will render police services more relevant to the needs and expectations of individual communities, (b) citizen participation, communication, and influence with police officers in their communities, (c) police officer familiarity with the communities and people whom they serve, and

(d) cooperation between the police and other city and county social service agencies. (See Chart 4 for an illustration of the form such a structure might take.)

Organization of Administrative Activities

1. Administrative Activity units with similar functions in the City of Portland, Multnomah County, the Portland Police Bureau, and the County Division of Public Safety should be physically located in the same facility in close proximity to each other.
2. Similar Administrative Activity units of the city, county, and police should hold periodic, joint staff meetings to ensure that their efforts are cooperative and coordinated.
3. Positions in Administrative Activity units, including supervisory positions, should be classified as nonsworn although sworn police officers should not be precluded from filling such a position if a sworn officer seeking the position is the most qualified in terms of skills, knowledge, and credentials. However, sworn officers assigned to such positions should receive an appropriate adjustment in their remuneration.
4. Personnel for Administrative Activity units, with the exception of police officers assigned temporarily to such units for special projects, should be hired by governmental staff administrators rather than by the police.
5. If police Line Functions are completely consolidated into one police agency, Administrative Activities should be placed under the direct control of the police director with Administrative Activity personnel provided by the city and the county. (See Chart 5.)

If police Line Functions are not consolidated into one police agency, Administrative Activities should be merged with their counterpart activities in the respective city or county government. (See Chart 6.)

6. The local governmental officials should consider the possibility of establishing inspectional and citizen complaint units to perform quality control functions for their respective jurisdictions.

7. The police inspectional functions should be staffed by both sworn and nonsworn personnel and organized as part of the planning unit.
8. Police internal investigations should be staffed by sworn police personnel and the operation should be organized to be directly responsible to the chief police administrator.

Organization of Support Activities

1. A City-County Public Safety Support Agency should be established to provide or coordinate the following Support Activities. (See Chart 7.)
 - a. Communications for police, fire and other emergency and quasi-emergency governmental agencies. This is, in essence, the current Communications Project although the concept should be expanded to a complete "911 System" for Multnomah County.
 - b. Records for police, fire and other emergency agencies.
 - c. Data processing for emergency and criminal justice agencies.
 - d. Evidence and property control for all criminal justice agencies including police and corrections.
 - e. Police identification records and activities.
 - f. Crime laboratory services which would be located directly under the State Police.
 - g. Equipment acquisition and maintenance.
 - h. Prisoner detention and processing.
 - i. Facility acquisition, management and maintenance.
2. As an alternative option, Support Activities could be consolidated on an ad hoc basis in the following manner:
 - a. Communications, records, and data processing could be organized as a single information services unit for the police and other governmental agencies and placed under the

City-County Data Processing Authority.

- b. Police evidence and property control could be organized under records.
- c. Criminalistics support could be organized and implemented in a manner consistent with the Metropolitan Crime Laboratory Commission and placed under the supervision of the Oregon State Police.
- d. Police vehicle acquisition and maintenance functions could be assumed by the Bureau of Fleet Management, City of Portland.
- e. Detention and identification functions could be placed under the Multnomah County Division of Public Safety.
- f. Warrant service and extradition functions could be assumed by the Multnomah County Division of Public Safety.

Personnel

- 1. A uniform personnel system with similar standards, procedures, job descriptions, and career paths should be established for the police in Multnomah County.
- 2. Police career systems and personnel practices should be designed to (a) make more extensive use of the knowledge and skills of operational personnel, (b) relate selection methods specifically to all positions throughout the organization, (c) limit the requirement of a sworn officer in a position to those positions which require arrest powers, and (d) facilitate the rewarding of good, goal-oriented job performance.
- 3. Police personnel procedures should be redesigned to eliminate racial and sexual discrimination as well as any appearance of racial and sexual discrimination.

IMPLEMENTATION

The expensive and time-consuming task of data collection and analysis has been completed. The critical question now is "In what way will this information be used to improve local police?" This question must be answered by policy officials with all deliberate speed so that the accumulated information can be used to its greatest advantage and so that the Police Consolidation Project might contribute to the actual improvement of local police services. To this end, the staff suggests taking the following sequential steps as rapidly as possible.

First Step. The Police Consolidation Project Policy Group should review this report, indicate the option it wishes implemented, and state its position on each of the related recommendations.

Second Step. Subject to the direction of the Policy Group, the Police Consolidation Project staff should be given the responsibility and authority to stop conflicting police planning and changes, to perform final detailed implementation planning, and to supervise the subsequent implementation of those plans.

Third Step. The Policy Group should designate the order in which it wishes planning and implementation of the following areas to proceed:

- (1) Organizational Structure(s)
- (2) Management System(s)
- (3) Personnel Development (Training) System
- (4) Information System (Communications, Records, Data Processing)
- (5) Complaint System
- (6) Evidence and Property Control System
- (7) Career System
- (8) Other or Alternative Areas

Chapter VII

- Fourth Step. The staff will then prepare a detailed implementation plan for each of those areas in the order specified.
- Fifth Step. After approval by the Policy Group, the staff will supervise implementation of each plan, working directly with the agencies and employees involved.
- Sixth Step. Upon completion of work on the designated areas, the Police Consolidation Project staff will prepare a police consolidation manual and the required final reports. (The Police Consolidation Project grant is scheduled to end in April, 1975.)

It should be emphasized that successful completion of the Police Consolidation Project will depend on both the governments and the police agencies giving high priority to the recommended steps above. Any delays on decisions related to the project will seriously hamper efforts to expediently improve police services in Portland and Multnomah County.

Appendix A

RECOMMENDATIONS AND GUIDELINES FOR CONTRACTS

RECOMMENDATIONS AND GUIDELINES FOR CONTRACTS

Historically the police agencies in Multnomah County have made numerous attempts at improving the performance of police services by establishing joint cooperative arrangements. These arrangements have been primarily in the areas of Administrative and Support Activities. Generally they have been based on informal arrangements rather than formal contracts between the involved parties. The absence of binding contracts has created a number of problems for parties involved and particularly for the "responsible" project directors, administrators or coordinators.

The purpose of this Appendix is to:

1. Provide general information necessary for planning and developing contractual agreements unique to the police area.
2. Establish general planning methodologies and criteria for contract development.
3. Establish conceptual guidelines and parameters¹ for minimal contractual provisions.

The term "contract" as herein utilized relates to an agreement between governmental agencies in Multnomah County. Such a contract provides one of the least complicated means of accomplishing coordinated or consolidated governmental services, including police services.²

Among the most important areas of assessment are present

¹Prototype contracts are presented in Appendices B and C of this report.

²President's Commission on Law Enforcement and Administration of Justice, Task Force on the Police (Washington, D.C.: Government Printing Office, 1967), p. 108.

police operations, crime problems, citizen expectations, and projected needs for the future. If contractual costs are to be based on the scope and level of services provided, it is particularly important to ascertain the specific needs of the affected community.

Rather than formal contracts the governments in Multnomah County have relied on ad hoc, informal relationships. These informal arrangements have apparently resulted from a lack of research into contract development and enforcement and insufficient planning prior to implementation of cooperative endeavors.

Probably the most important planning needed prior to the development of contracts for police functions or agencies is related to the level of service expected by contracting parties. Response times, follow-up investigative support, work load patterns and a number of personnel on a geographical and chronological basis are examples of factors which can be considered separately or in combination to define level of service for patrol forces. Number of records processed, calls dispatched, prisoners processed or inquiries served are examples of factors utilized to define level of Support Activities to be maintained. Once the levels of service expected have been identified, the costs to the contracting parties must be determined.

This identification of costs is the second critical task in the development of contractual arrangements. It is difficult to prepare a fair and equitable formula of costs for services. Police Consolidation Project staff research indicates that the more complex the cost arrangements in a contract, the greater the problems between contracting parties. Costing arrangements should be made as simple as possible so that policy makers and bureaucrats alike can understand and work with the agreed upon model or formula. Alternative costing models can be compared by use of the following criteria:

1. All pricing models should assume the contractual arrangements agreed to will be maintained for a reasonable period of time. Minimum levels of services determined should be consistent with projected trends over the period agreed to. Economies of scale and the effectiveness of the coordinated effort should be considered and projected. The capability of the joint venture to maintain qualified Support or Administrative Activities must be taken into account. Flexibility to allow for "buying" more or less services must be included. Costs for different levels may be included.

2. The model must conform to legal requirements. State law, jurisdictional charters, codes and ordinances and existing contracts must be interpreted in order to assure conformance. Changes necessary in current legal requirements may be considered and the systemic effect of these changes taken into account.
3. The model's effect on the governments' and the police agencies' policies, organization and operations must be clearly understood. All possible implications should be examined.
4. The effect on local governments' budgeting and accounting systems must be examined. Data availability and visibility of activities and costs (direct and indirect) should be analyzed for each alternative.
5. The model should be responsive to specific or subtle changes in level of service. Allocations for fixed overhead costs should be projected. Provisions must be established within the model for incremental costs.
6. The model must facilitate control by the contracting party or parties over the level of service and cost. This control must remain within the contracting parties' discretion.
7. The model must provide the ability to relate level of service to cost of that service. Data availability on work load and/or other factors utilized in the model is critical. Measurement of service units must be agreed upon.
8. Ease of implementation of the model should be a primary consideration. The difficulty in reaching agreement among the parties as to the model must be weighed carefully. Consideration must be given to the time required and legal changes necessary.
9. The model must provide for "same level of service at a reduced cost or improve the service at a cost which is justified."¹ Contractual arrangements

¹National Advisory Commission on Criminal Justice Standards and Goals, Police (Washington, D.C.: Government Printing Office, 1973), p. 111.

may in some cases require more funds than the combined or contracting agencies are expending. However, this increase must be consistent with the improvement of services. In many cases the options suggested in this report will create substantial savings in elimination of duplicative command and supervisory personnel, substitution of lower cost nonsworn positions, reductions in equipment and facility utilization and economies of scale. All these things must be considered in comparing alternative models to these criteria.

In addition to determining the level and costs of services to be provided, obligations of the contracting parties must be specifically stated in a legally binding way. Specificity in contractual agreements is extremely important. The contract should be clear not only to jurists and lawyers but also to policy makers, bureaucrats and police administrators. Definition of responsibility without specific vested authority to carry out those responsibilities will result in a variety of problems.¹

Directly related to matching responsibility with requisite authority, an imperative to contractual arrangements is the relationship between personal services contracts for project managers and the contract for establishment of organizational arrangements. These could either be combined into one all-encompassing contract or separate, depending on local environment, nature of service contracted for and tenure of agreements.²

Contractual arrangements and relationships, as cited above, must conform to legal requirements. Oregon has detailed statutes related to this area.

The statutes dealing with intergovernmental cooperation, ORS 190.010 and ORS 206.435, provide that:

a unit of local government may enter into a written agreement with any other unit of local government for the performance of any or all functions and activities that a party to the agreement, its officers or agencies, have authority to perform. The agreement may provide for the performance of a function or activity:

¹See Chapter IV of this report for problem identification.

²Appendices B and C separate these arrangements for purposes of clarity, explanation and differentiation of the time frames imposed. This will permit the termination of a merger independently from the functional contract.

- (1) By a consolidated department;
- (2) By jointly providing for administrative officers;
- (3) By means of facilities or equipment jointly constructed, owned, leased or operated;
- (4) By one of the parties on behalf of any other party; or
- (5) By a combination of the methods described in this section.

ORS 190.020. Contents of agreement.

- (1) An agreement under ORS 190.010 shall specify the functions or activities to be performed and by what means they shall be performed. Where applicable, the agreement shall provide for:
 - (a) The apportionment among the parties to the agreement of the responsibility for providing funds to pay for the expenses incurred in the performance of the functions or activities.
 - (b) The apportionment of fees or other revenue derived from the function or activity and the manner in which such revenue shall be accounted for.
 - (c) The transfer of personnel and the preservation of their employment benefits.
 - (d) The transfer of possession of or title to real or personal property.
 - (e) The term or duration of the agreement, which may be perpetual.
 - (f) The rights of the parties to terminate the agreement.
- (2) When the parties to an agreement are unable, upon termination of the agreement, to agree on the transfer of personnel or the division of assets and liabilities between the parties, the circuit court has jurisdiction to determine that transfer or division.

Oregon Revised Code, Section 190.030, deals with the effect of an intergovernmental agreement. It states:

- (1) When an agreement under ORS 190.010 has been entered into, the unit of local government, consolidated department or administrative

officer designated therein to perform specified functions or activities is vested with all powers, rights, and duties relating to those functions and activities that are vested by law in each separate party to the agreement, its officers and agencies.

- (2) An officer designated in an agreement to perform specified duties, functions, or activities of two or more public officers shall be considered to be holding only one of the offices.
- (3) An elective office may not be terminated by agreement under ORS 190.010.

The policy behind intergovernmental cooperation statutes as stated by ORS 190.007 is that "in the interest of furthering economy and efficiency in local government, intergovernmental cooperation is a matter of statewide concern and that the statutes will be liberally construed."

Based on the foregoing discussion on contracts and other research, the following guidelines have been compiled for contract development.

Guidelines for Police Service Contracts

In conformance with ORS 190.020 contracts must include, but not be limited to the following contractual provisions:

1. Nature of the Arrangement. Identify parties involved, describe nature of service to be performed, explain need for agreement and legal authority.
2. Services to be Performed. Specify the level of service, specific activities and functions to be performed, equipment to be used, other general service related factors.
3. Limitations. State the precise limitations or restrictions on performance of service or function (if any), liability of contracting parties for damage to persons or property.
4. Financing. Give procedures for allotting costs among contracting parties, personnel and equipment provided in lieu of case payment (if applicable), earnings, fees or charges that may result, authorization for acceptance of federal and state aid or grants and contributions from other public or private sources.

5. Administration. Specify assignment of administrative responsibility and duty and authority to make rules and regulations.
6. Fiscal Procedures. Give provisions for accurate record keeping, issuance of financial reports, stipulation of manner and time of payment, periodic review of cost allotments, assignment of fiscal responsibility for receipt, custody and disbursement of funds, budget preparation and approval process.
7. Employee Rights. State provisions to safeguard employee civil service rights, privileges, immunities, pension vestment, compensation and fringe benefits.
8. Staffing. Designate the governmental unit responsible for serving as employer and handling of personnel matters, terms of reimbursement for personal services.
9. Facility and Property Arrangements. Include title-holding provision, leasing arrangements, joint ownership stipulations, joint purchasing procedures, cost allocations, disposition of property if and when an agreement is terminated and maintenance responsibilities.
10. Duration, Termination and Amendment. Clearly state the duration of agreement, circumstances under which the contracting parties may withdraw, and procedures for amending contract provisions.

The prototype contracts in Appendices B and C conform to the guidelines listed above. These contracts have been developed as a starting point for formalizing contractual agreements necessary for the organizational arrangements recommended in this report. The contracts serve a secondary purpose of further explaining the option of total consolidation of police services contained in Chapter IV of this report.

The advantages of a contractual approach to improving police services in Multnomah County are as follows:

1. Coordination between projects is increased when interrelationships are specified.
2. Competition among various projects, units organizations and governmental jurisdictions for scarce funds is reduced.
3. The amount of time which legislators and policy makers must devote to administration of police services and projects is reduced.

4. The time consumed in committee work by various agency personnel can be reduced.
5. Coordination requires a minimal investment of time once contracts are initiated.
6. Inputs to long-range planning are improved and made more sophisticated.
7. The contractual approach is less complex than informal cooperative arrangements.
8. Costs are reduced or services are improved at justifiable costs.
9. Efficiency is increased.
10. There is high potential for increased responsiveness and effectiveness.

Therefore, it is the staff's opinion that any future police consolidation or merger efforts in Portland and Multnomah County should be based on sound formal contractual documents.

Appendix B

ILLUSTRATIVE
AGREEMENT FOR THE ESTABLISHMENT OF
CONSOLIDATED POLICE AGENCY FOR
THE CITY OF PORTLAND AND THE COUNTY OF
MULTNOMAH, OREGON

ILLUSTRATIVE
AGREEMENT FOR THE ESTABLISHMENT OF
CONSOLIDATED POLICE AGENCY FOR
THE CITY OF PORTLAND AND THE COUNTY OF
MULTNOMAH, OREGON

This agreement is made and entered into this _____ day of _____, 19_____, by and between the County of Multnomah, a political subdivision of the State of Oregon, hereinafter called the County, and the City of Portland, a municipal corporation of the State of Oregon, hereinafter called the City.

W I T N E S S E T H :

WHEREAS, the parties hereto mutually desire that the law enforcement function within their respective jurisdictions be combined and that a joint consolidated police agency (hereinafter identified as the Police Agency), performing police administrative functions and delivery of police service be established, acting by authority of the City Council and the County Board of Commissioners through a Director of Police Services, all as authorized under Chapter 190, Oregon Revised Statutes; and

WHEREAS, the governing body of each of the parties hereto, being cognizant of the duplication of police services presently being performed, and in order to lower costs and increase the effectiveness and efficiency of police services, finds that consolidation of police services will be greatly advantageous economically to the citizens of the City and County and increase the effectiveness and efficiency of services to the City and County; and

WHEREAS, the parties hereto by their governing bodies have heretofore each adopted a resolution calling for the formation of a joint consolidated police agency; now, therefore

In consideration of the above premises and of the covenants, agreements and payments hereinafter specified, the parties hereto have agreed and promised as follows:

I. General Provisions

1.1 The Police Agency mission is hereby established as follows:

The Police Agency will provide the citizens and communities of the City of Portland and the County Multnomah with the highest level of police service which can be delivered with available resources.

Any person requesting service, assistance or help from the Police Agency shall be treated in a forthright, honest and courteous manner. When limited resources, legal constraints or governmental assignment of function do not permit direct service delivery, help or assistance, the Police Agency shall make every effort to refer such persons to the proper and appropriate governmental agency or other source for aid.

The Police Agency as a component of the social justice system shall at all times seek to cooperate fully with and offer feasible solution to problems of that system in an effort to better serve the communities and public within the Police Agency's jurisdictions.

The existence of the Police Agency is justified solely on the aforementioned basis and shall be organized accordingly. It is the duty and responsibility of every Police Agency employee not only to protect individuals living within the Police Agency's jurisdiction from physical harm as a result of criminal assault, civil disorder, natural disaster or accident, but also to protect and defend the rights of all citizens guaranteed under our democratic form of government whether they be residents of the jurisdiction or traveling within or through the jurisdiction. The Police Agency shall allocate every resource available in a wholehearted effort to protect and support the doctrine of individual rights while providing for the security of persons and property in the jurisdiction.

1.2 The Police Agency goals are hereby established in order to realize the aforementioned Police Agency mission. The seven goals are as follows:

- 1.2.1 Provide emergency actions and services, not readily available from other agencies, that may save human life.
- 1.2.2 Provide programs and actions directed at the causes and conditions of delinquency and crime that will result in the prevention of juvenile delinquency, criminal deviancy and crime.
- 1.2.3 Provide programs and actions to acquire information about criminal behavior and responsibility

and expeditiously handle that information in a manner consistent with the best interests of involved persons, the community and society.

- 1.2.4 Respond by direct involvement, advice, or referral to those situations which if left unattended would logically result in serious mental anguish, disorder, injury, property damage, or loss of individual rights for a person or persons within the jurisdiction.
 - 1.2.5 Provide actions and programs for coordination between and support for agencies that seek to facilitate social justice and justice processes.
 - 1.2.6 Provide order maintenance programs and actions to reduce danger and facilitate normal community and social operations during periods of unusual, disruptive occurrences such as civil protest, natural disaster, riot, and war.
 - 1.2.7 Provide programs, procedures and activities that will result in efficient, effective and fair management of the police organization and satisfaction of personnel career needs.
- 1.3 This Agreement establishing the Police Agency will take effect on _____ and will be in effect at least four years at which time it can be cancelled by majority vote of either the City Council or County Commission.
 - 1.4 This Agreement shall not be terminated prior to _____, 19 _____ by either the City or the County and then only upon six months written notice of intent to terminate.
 - 1.5 This Agreement may be amended at anytime during the duration of the Agreement when agreed to by both parties.
 - 1.6 This Agreement constitutes the entire agreement between the City and the County and may be modified only by further written agreement between the parties hereto as specified in 1.3 and 1.4 above.

II. Statement of Organization

- 2.1 The Mayor of the City of Portland, hereinafter referred to as the Mayor, and Chairman of the Board of County Commissioners, hereinafter referred to as the Chairman, are designated as the administrative representatives

of their respective jurisdictions to the Police Agency and shall be responsible for review and advice as to the general policy for the operation of the Police Agency.

- 2.2 The Director of the Police Agency (hereinafter referred to as the Director) will report directly to the Mayor and the Chairman.
- 2.3 The Mayor and the Chairman will formulate and adopt general guidelines for the delivery of police services provided by the Police Agency which shall be consistent with the following requirements:
- 2.3.1 Reasonable priority and operational policy differentials shall be established so as to render police service delivery more responsive to the needs and expectations of individual communities located within the jurisdictions of the City and County.
- 2.3.2 Citizen participation, communication and influence with the police officers working in their communities shall be facilitated.
- 2.3.3 Police officer work assignment criteria and training emphasis shall be familiarity with the communities and people whom they serve and shall be considered an overriding factor.
- 2.3.4 Cooperation, intra-agency assignments, and formal liaison arrangements shall be established between the police and other City and County governmental social service delivery agencies so as to facilitate the achievement of mission and goals of the Police Agency established herein.
- 2.4 The specific powers and duties of Mayor and Chairman as administrative representatives of their respective jurisdictions to the Police Agency are established as follows:
- 2.4.1 To reach agreement as to the contracts and arrangements necessary for the provision of required support services to the Police Agency from other governmental units in the City, County and State.
- 2.4.2 To review the budget requests of the Director for the Police Agency and to recommend a budget, and any necessary budget amendments or transfers, for the operation of the Police Agency.

- 2.4.3 To submit the proposed annual Police Agency budget to their respective legislative bodies for approval.
- 2.4.4 To determine the allocation of costs for the operation of the Police Agency between the City and County in accordance with the stipulations and commitments established herein.
- 2.4.5 To develop and recommend to the City Council and the Board of County Commissioners amendments or changes in this Agreement.
- 2.4.6 To give general policy direction to the Director in areas relating to their respective governmental jurisdictions.
- 2.5 The internal organizational arrangement, administration and management of the Police Agency shall be consistent with the following guidelines:
- 2.5.1 The aforementioned requirements stipulated in 2.3 of this Agreement equally apply herein.
- 2.5.2 All necessary steps will be taken to insure that Police Agency employee composition reflects the communities served.
- 2.5.3 Positive affirmative action strategies shall be maintained in strict compliance with Federal, State and Local guidelines.
- 2.5.4 Police service delivery districts shall be defined and organized in a fashion consistent with federal census tract boundaries and shall facilitate a compatible interface with the geographic boundaries of other social agencies such as the City Neighborhood Planning Organization and the County Department of Human Services.
- 2.5.5 Organizational arrangements shall ensure consistency among missions and goals included herein, structure, and police activities of the Police Agency.
- 2.5.6 The budgetary procedure for the formulation of the Police Agency budget shall conform to County budgetary procedures up to and including the step prior to submission of the proposed budget to the Board of County Commissioners. At this time the budget will be presented to both the City Council and the Board of County Commissioners for approval and adoption as established herein.

III. Police Agency Director:
Selection, Responsibility and Authority

- 3.1 The Mayor will appoint the Director subject to the approval of the Chairman.
- 3.2 The Director will be responsible to the Mayor and Chairman and report to them as directed.
- 3.3 Any person selected as the Director shall meet the minimum requirements specified in the Portland City Charter for Chief of Police.
- 3.4 A personal services contract between the City, the County and the Director prior to the Director's appointment will be developed. This contract shall specify the obligations of the contracting parties and the Director's tenure, rate of pay, and conditions and procedures for removal from office. This contract shall remain in force for a period of two years at the end of which it will be subject for renewal. Only those conditions established within said contract shall be grounds for the Director's removal from office.
- 3.5 Subsequent to appointment and approval and before taking office the Director shall be sworn in as the Multnomah County Sheriff.
- 3.6 The Director shall have the authority to communicate with and report directly to the Mayor and the Chairman. No intermediary positions may be established so as to inhibit or weaken this authority.
- 3.7 The Director shall have the authority to direct the administration and operations of the Police Agency, and in addition to policies transmitted by the Mayor and the Chairman and the guidelines, parameters and requirements established herein, shall establish other policies, directives, rules and regulations for the administration and operations of the Police Agency as he sees fit.
- 3.8 The Director shall be responsible for assuring that no identity distinction be made between employees assigned to the Police Agency. This responsibility shall include the standardization of uniforms worn, badges and identification markings of vehicles and equipment utilized by the Police Agency.
- 3.9 The Director shall have direct responsibility for the efficient and effective delivery of police services to the citizens of Multnomah County.

- 3.10 The Director shall serve as appointing authority for positions within the Police Agency other than his own and shall have the authority to dismiss any employee, consistent with the provisions of Oregon State law, County Civil Service Board regulations, and applicable union contracts.
- 3.11 The Director shall transfer, promote or discipline personnel of the Police Agency consistent with Oregon State law, County Civil Service Board regulations, and applicable union contracts.
- 3.12 The Director shall authorize expenditures of appropriated funds for the administration and operation of the Police Agency and this authority shall be limited to only the Director.
- 3.13 The Director shall have the authority to make organizational changes within the Police Agency which are consistent and in compliance with this Agreement.
- 3.14 The Director shall be responsible for the achievement of the mission and goals established herein and such other responsibilities and obligation imposed by the United States Constitution and Code, State of Oregon Constitution and Statutes, County of Multnomah Ordinances, and City of Portland Charter and ordinances.

IV. Employees

- 4.1 All employees presently employed by the Portland Police Bureau and the Multnomah County Division of Public Safety, shall be transferred to the Police Service Agency except as excluded herein and all employees hired hereafter will be considered County employees and subject to the County's Civil Service system.
- 4.2 Each transferred employee, whether Portland Police Bureau or Multnomah County Division of Public Safety employee, shall be integrated into the Police Agency without examination, and no City or County employee transferred to the Agency shall suffer reduction of salary, suspension, layoff or discharge as a result of this Agreement.
- 4.3 Present Portland Police Bureau or Multnomah County Division of Public Safety employees shall be transferred without loss of accrued fringe benefits, including accrued vacation and sick leave allowances, and each transferred City employee shall serve in a rank which is at least equivalent to that held at the time of the transfer.

- 4.4 Employees excluded and not transferred as stipulated in Section 8.1 of this Agreement shall have their rights protected under Sections 4.2, 4.3, 4.6, and 4.7 of this Agreement.
- 4.5 Employee service with the City shall count as service for the County in all cases relating to seniority, vacations and promotion in the Police Agency.
- 4.6 There shall be no discrimination among Agency employees on the basis of the agency from which they were transferred. This shall include, but not be limited to, matters related to salary, fringe benefits, promotion, demotion, transfer, layoff, termination, pay raises, and selection for training including sabbatical leaves and leaves of absence.
- 4.7 There shall be no discrimination against any City or County employee affected by this Agreement or against any applicant for such employment because of race, color, religion, sex or national origin. This provision shall apply, but not be limited to, employment, upgrading, demotion, transfer, recruitment, recruitment advertising, layoff, termination, raise of pay or other forms of compensation, and selection for training, including sabbatical leaves or leaves of absence.
- 4.8 Nothing contained herein shall be construed to limit or set aside employee rights under the County Merit system, the County Civil Service system or any collective bargaining agreement covering City or County employees.
- 4.9 Police officers of the Portland Police Bureau transferred to the Police Agency shall be maintained by the Portland Fire and Police Disability, Retirement and Death Benefit Plan under Chapter V of the Charter of the City of Portland.
- 4.10 Police officers hired by the Police Agency subsequent to the transfer of City and County employees to the Agency shall be given the option of being maintained by the Multnomah County Sworn Law Enforcement Officers Retirement System under Multnomah County Ordinance #25, as amended, or the State of Oregon Public Employees Retirement System.
- 4.11 All sworn police officers in the Portland Police Bureau transferred to the Police Agency shall be deputized as Multnomah County Deputy Sheriffs.

- 4.12 Employees of the City and County will be transferred to the Police Agency according to the filled budgeted positions in the Multnomah County Division of Public Safety and the Portland Police Bureau and all such employees will have permanent status under the County Civil Service Board rules and regulations. Filled budgeted positions for the City and the County to be transferred to the Agency will be determined by an inventory of personnel administered by the Police Consolidation Project staff.
- 4.13 The County Comptroller shall act as agent for the City Auditor in the collection and payment of portions of future salaries previously withheld and paid to the Portland Employees Credit Union for outstanding loans by order of the employees. For this purpose, salaries paid by the County shall be deemed salaries paid by the City.
- 4.14 The County Comptroller shall act as agent for withholding taxes of employees, contributions to Portland Fire and Police Disability, Retirement and Death Benefit Plan and County agrees to pay the employer contributions as required by the Benefit Plan.

V. County Commitments

- 5.1 The County agrees to assume the responsibility for the personnel administration of the Police Agency including all future hiring.
- 5.2 The County agrees to assume the responsibility for the financial administration of the Police Agency.
- 5.3 The County agrees to appropriate for personal services, materials and services and capital outlays for the operation of Rocky Butte Jail and the Court House Jail separately from appropriated funds from City and County for the Police Agency fiscal budget.
- 5.4 The County agrees to administer and manage all facilities utilized by the Police Agency. If additional personnel are necessary for this responsibility, the County will first determine which personnel could be utilized for this purpose who are employed by the City before hiring additional personnel. If personnel are available in the City, for the required functions, an Agreement as to their transfer or utilization will be established between the City and County as an Addendum to this Agreement.

5.5 The County agrees to maintain at least the current level of service within the City of Portland. This will include at least the following specific indicators:

- 5.5.1 Average sworn personnel assigned within the City boundaries.
- 5.5.2 Average response time per type of citizen request for police assistance.

VI. City Commitments

- 6.1 The City agrees to assume the responsibility for vehicle purchasing and maintenance for the Police Agency.
- 6.2 The City agrees to lease vehicles purchased subsequent to this Agreement for the exclusive use of the Police Agency (excluding vehicle use for the operation of Rocky Butte Jail and Court House Jail).
- 6.3 The City agrees to transfer all personnel (except those specified in Section 8.1) in filled budgeted positions in the Portland Police Bureau to the County to be deployed exclusively by the Police Agency (excluding the operation of the Rocky Butte Jail and Court House Jail).
- 6.4 The City agrees to lease all vehicles assigned to the Portland Police Bureau at the consummation of the Agreement to the County for the exclusive use of the Police Agency, excluding the operation of Rocky Butte and Court House Jails. A determination of all vehicles assigned to the Portland Police Bureau will be made by the Police Consolidation Project through a vehicle inventory.
- 6.5 The City agrees to continue to administer the Fire and Police Disability, Retirement and Death Benefit Plan as provided by City Charter, Chapter V for those members under this plan who are transferred as stipulated in Section 6.3 of this Agreement.

VII. Cost Allocation

- 7.1 Funds necessary to maintain the personal services, materials and services, and capital outlay of the Police Agency budget, for purposes of cost allocation between the City and County, shall be limited to the General Fund only.

7.2 The allocation of costs to the City and County for the funding of the Police Service Agency budget will be based upon the following:

7.2.1 The ratio of expenditures for the Portland Police Bureau 1973-1974 fiscal budget to the expenditures for the Multnomah County Division of Public Safety 1973-1974 fiscal budget (excluding those monies from general fund expended for the operation of Rocky Butte and the Court House Jails and excluding the salary and benefits of the Police Director) shall be maintained as the ratio of costs allocated to the City and County for the Police Agency fiscal budget for the period during which this Agreement is in effect.

7.2.2 Monies received by the County to be specifically utilized by the Police Agency, or portions thereof, from or as a result of contracts, sale of records, fees or gifts (excluding grants, unless monies from grants reduce budget categories) will be prorated according to the ratio established herein (Section 7.2.1) and deducted from the City allocation of costs.

7.3 Monies to be paid to the County by the City, as established herein and by the procedures of budget approval established herein, for the Police Agency annual fiscal budget will be paid in thirteen equal payments, one at the beginning of each of the thirteen fiscal year accounting periods as established by the City-County Fiscal Management System.

VIII. Employees Excluded

8.1 Persons holding the following Portland Police Bureau positions will be excluded from this Agreement and shall not be transferred to the County as employees of the Police Service Agency:

- a. Maintenance Supervisor
- b. Operating Engineer
- c. Utility Worker
- d. Chief Custodian
- e. Lead Custodian
- f. Senior Custodian
- g. Custodian

8.2 Prior to the initiation of this Agreement an independent party, agreed to by the City and County, shall make a determination of the number of clerical personnel necessary for the twenty-four hour operation of the

Police Agency records operation. If the determined number of clerical personnel is less than the combined clerical personnel working in the Portland Police Bureau Records Division and the Multnomah County Division of Public Safety Records Section, those excess personnel will be transferred to the Police Agency to be utilized in clerical positions other than records and to replace sworn personnel working clerical positions as determined by the Director.

IX. Laws

9.1 Compliance with Federal, State law and City ordinances regarding enforcement of Civil Rights.

The Police Service Agency must comply and act in accordance with all Federal Code and Federal Executive Orders relating to the enforcement of Civil Rights. In addition, the Police Agency must comply with Oregon State Statutes and City of Portland ordinances and Multnomah County ordinances. The Agency will comply specifically with the following:

- 9.1.1 Federal Code, Title 5 USCA 7152, Subchapter II - Antidiscrimination in Employment.
- 9.1.2 Executive Order No. 11246, Equal Opportunity in Federal Employment.
- 9.1.3 Oregon Statutes, Enforcement of Civil Rights: 659.010, 659.015, 659.020, 659.026, and 659.030.

X. Termination

10.1 This Agreement can be terminated by either party hereto with six months written notice after four (4) calendar years from the date of the Agreement as specified in Section 1.3 of this Agreement.

10.2 Upon termination of the Agreement, if it is not subsequently replaced by a like Agreement, the parties hereto shall be entitled to a transfer back to the respective parties of all property that has been transferred hereunder, or in the event the property has been replaced, then by the replacement for the property transferred hereunder. The parties shall mutually agree upon a division of assets and liabilities and if they cannot so mutually agree, then the division of assets and liabilities shall be subject to division by the Circuit Court in accordance with State law.

10.3 Upon termination of this Agreement the disposition of employees will be based upon the following:

- 10.3.1 A fraction of the total number of employees will be transferred to the City. This fraction will be equal to the ratio of City employees, which were originally transferred to the County, to the total initial number of Police Agency employees.
- 10.3.2 The remaining employees not transferred to the City will remain County employees.
- 10.3.3 The parties shall mutually agree upon this division of employees to the City and County and if they cannot so mutually agree, then the division and status of employees shall be subject to division by the Circuit Court in accordance with State law.

XI. Limitation

11.1 Nothing contained in this Agreement shall be construed as a grant of any legislative power by either the City Council or the Board of County Commissioners.

XII. Construction

This Agreement shall be liberally construed to effectuate the purposes expressed herein.

IN WITNESS WHEREOF, the County, acting by and through its Chairman, pursuant to Order of the Board of County Commissioners, has executed this Agreement, and the City, acting by and through its Mayor, pursuant to Ordinance No. _____, has caused this Agreement to be executed this _____ day of _____, 19_____.

MULTNOMAH COUNTY, OREGON
BOARD OF COUNTY COMMISSIONERS

BY _____
Chairman

CITY OF PORTLAND

APPROVED AS TO FORM:

BY _____
County Counsel

BY _____
Mayor

BY _____
City Attorney

BY _____
Auditor

Appendix C

ILLUSTRATIVE CONTRACT FOR EMPLOYMENT
BY AND BETWEEN THE CITY OF PORTLAND,
MULTNOMAH COUNTY,
AND THE DIRECTOR OF THE CONSOLIDATED POLICE AGENCY

ILLUSTRATIVE CONTRACT FOR EMPLOYMENT
BY AND BETWEEN THE CITY OF PORTLAND,
MULTNOMAH COUNTY,
AND THE DIRECTOR OF THE CONSOLIDATED POLICE AGENCY

THIS AGREEMENT entered into this _____ day of _____, 19____, by and between the CITY OF PORTLAND (hereinafter referred to as the City), a municipal corporation of the State of Oregon, the County of Multnomah (hereinafter referred to as the County), a political subdivision of the State of Oregon, and (name of designated Director), hereinafter referred to as the Director.

W I T N E S S E T H :

WHEREAS, the City and the County have entered into an Agreement on _____, 19____, for the establishment of a consolidated police agency for the City and the County, and

WHEREAS, pursuant to that Agreement the City and the County desire to employ a Police Director for the City-County Police Agency to fulfill the responsibilities and exercise the authority cited in said referenced Charter Agreement, and

WHEREAS, the Director has represented to the City and County that he is capable and willing to perform the services required as the Police Director, and

WHEREAS, it has been determined that (name of designated Director) meets the requirements set forth in the Portland City Charter for Chief of Police;

NOW, THEREFORE, all parties hereto do mutually agree as follows:

I. Duties of the Director

- 1.1 The Director shall devote his time exclusively to the Police Agency for a term of two years commencing _____, 19____, and shall to the best of his ability perform duties as established in the Agreement between the City and the County establishing a consolidated Police Agency dated _____, 19____.
- 1.2 The Director's position shall not be classified under County or City Civil Service.

1.3 The Director shall have the responsibilities and authority as specified in the Charter Agreement dated _____, 19____, for the establishment of the consolidated Police Agency for the City of Portland and the County of Multnomah, Oregon.

II. Compensation

2.1 The Director shall be paid in accordance with standard County personnel procedures, an annual salary of \$_____, and shall be entitled to term life insurance coverage in the amount of his annual salary. As a County employee, the Director shall receive all fringe benefits incidental to that designation.

2.2 The Director shall be given full-time use of a Police Agency vehicle for the duration of this contract.

2.3 The cost of the annual salary and fringe benefits of the Director shall be shared equally by the City and the County.

III. Removal from Office

3.1 The Director may be removed from office only on one of the following conditions:

3.1.1 Upon criminal law conviction of a felony.

3.1.2 Upon a direct violation of any provision of the agreement establishing the Police Agency.

3.1.3 For cause when the Mayor of the City of Portland and any other two Portland City Council members and the Chairman of the Multnomah County Board of County Commissioners and any other two Board members vote for removal.

3.2 The Director's recourse for removal from office for cause shall be through civil process.

IV. Term of Employment

4.1 This contract of employment will be for a period of two years commencing on _____, 19____, to and including _____, 19_____.

4.2 This contract of employment shall terminate at the end of the two-year period if not renewed by the contracting parties.

Director designate signature

APPROVED AS TO FORM:

CITY OF PORTLAND

CITY ATTORNEY

BY _____
MAYOR

COUNTY COUNSEL

COUNTY OF MULTNOMAH

BY _____
CHAIRMAN OF THE BOARD

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