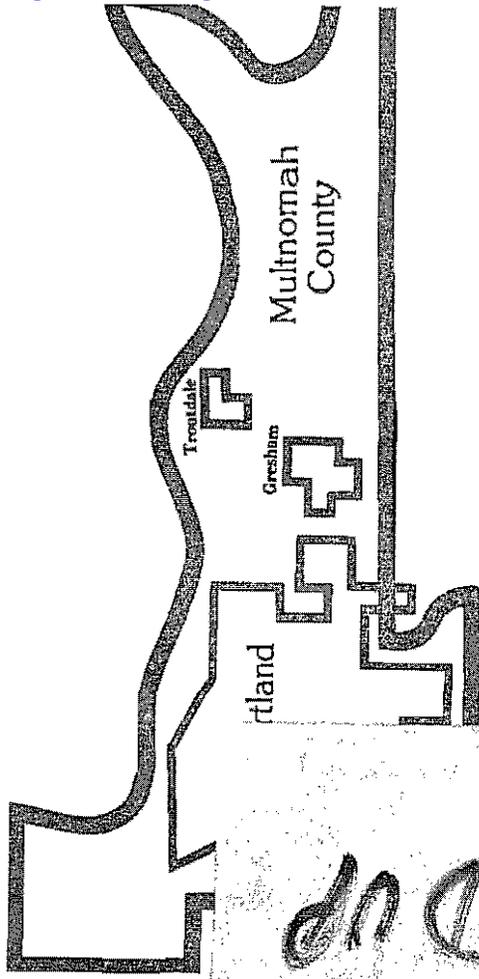


# EXECUTIVE SUMMARY

of the

# STAFF REPORT

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Consolidation Project

Executive Summary  
of the  
STAFF REPORT

June 1974

Police Consolidation Project

John E. Angell  
Director

Steven A. Egger  
Police Systems Specialist

Fontaine Hagedorn  
Community Coordinator

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## F O R E W O R D

This Executive Summary was written to provide a brief overview of the Police Consolidation Staff Report for those who do not have the time to read the more detailed and lengthy unabridged Report.

The Police Consolidation Project has also published four volumes of supporting research and data. They are:

Pension Study

Organizational Resource Inventory

Reports of the Subcommittees

Police Clientele Inventory

A limited number of copies of the Staff Report is available through the Police Consolidation Project, 202 Chamber of Commerce Building, Portland, Oregon 97204. Phone (503) 248-4576.

## 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:

1. POLICE LINE FUNCTIONS<sup>1</sup> 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.
2. POLICE ADMINISTRATIVE ACTIVITIES<sup>2</sup> 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.
3. A PUBLIC SAFETY SUPPORT AGENCY SHOULD BE ESTABLISHED
  - to provide Support Activities<sup>3</sup> to a variety of governmental agencies.

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<sup>1</sup>Patrol, Detectives, Juvenile, Traffic, Vice, Narcotics, Crime Prevention, Intelligence.

<sup>2</sup>Planning, Personnel, Training, Inspections, Internal Affairs, Financial Administration, Public Information, Legal Services.

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

3. (Continued)
  - to achieve significant cost savings.
  - to allow qualified nonsworn personnel to hold support jobs.
  - to provide coordination among interrelated Support Activities.
  
4. 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.

#### I. Introduction

The Police Consolidation Project was established to prepare plans for consolidation of police functions and initiate those mergers approved by policy officials. From the outset the Project was designed to be independent of governmental consolidation. Planning activities were structured to produce recommendations for improving police even if voters rejected the City-County Charter.

The goal of the Police Consolidation Project is not merely to merge existing police agencies, but rather to reorganize police to be responsive to community needs, cognizant of citizen rights, considerate of employee needs, efficient and effective; yet flexible enough to adjust to changing priorities and meet the long term police service requirements of Multnomah County.

The Police Consolidation Staff Report has been prepared to assist local governmental officials in establishing policy for the improvement of police operations. Therefore, the recommendations contained therein are related to policy positions which will provide direction for implementation of improvements in local police. Once policy issues have been resolved detailed implementation reports can be finalized and implementation initiated.

## II. Environment

An analysis of local organizational change trends over the past century reveals an evolution of governmental organizational arrangements. Early organizations were small, informal operations that relied heavily on the personalities of individuals. Police agencies were nonspecialized and provided a broad range of services for citizens in need. Personality was an important consideration in not only the selection of organizational leadership but also in determining the type and quality of service police officers provided to the public.

As the local governmental organizations grew in size, they slowly changed from their personality orientation and adopted the classical bureaucratic characteristics. The agencies of government became more highly specialized, rationalistic and legalistic. Several studies of local police agencies made recommendations based on bureaucratic principles. This approach to organization resulted in efforts to completely remove the influence of personality from organizations. Attempts were made to define every detail of organizational activity with procedures and rules. Selection and promotion of personnel were heavily dependent on written examinations. Criticism of the inflexibility and inadequacy of this approach has created pressure for change.

Currently the organizational change patterns are in the direction of more flexible, participatory organizations. Temporary management techniques such as project management and working task forces are being used as alternatives to the rigid autocratic organizational designs of the bureaucratic model. Both citizens and governmental employee involvement in decision making is increasing. Public organizations are beginning to move away from a rigid adherence to the bureaucratic principles.

Local police agencies appear to be clinging more closely to the bureaucratic philosophy of organization than most other human service organizations. However, the evidence suggests that overall police effectiveness and productivity will be improved by changes which are consistent with:

1. High citizen power
2. Highly mobile citizenry
3. High concern for minorities
4. Personalized treatment of clients

5. Democratically derived power
6. Increased individual responsibility
7. Decreased emphasis on hierarchies of authority and status
8. Situational organizational structures
9. Problem and consumer orientations
10. Increased employee discretion
11. More tolerance of differences
12. Dynamic goal definitions
13. Increased opportunities for influence on priorities
14. Employee and citizen participation in management decisions
15. Service rather than crime orientation
16. High openness and low secrecy

### III. Role and Goals of Police

The available evidence and staff research related to police responsibilities, public and police expectations, and police abilities indicates the police role and goals are filled with conflicts and inconsistencies. For example, police have a responsibility for maintaining social order, arresting law violators, and protecting citizen rights. The achievement of one of these objectives often runs counter to the achievement of another. This situation increased the difficulty of providing an efficient and productive police organization.

A police dispatch study and a more limited study of people who actually received police assistance show that a minority of the requests made on local police agencies are related to crime. This conclusion is consistent with similar research conducted in other areas of the country. Apart from the issue of what citizens request of the police, it appears police agencies are in a better position than other agencies to answer citizen requests on a twenty-four hour a day basis. In addition, most citizens feel since they pay police salaries, police should serve their needs; therefore most citizens expect and depend on the police to respond to their requests for all types of service.

The management personnel of local police agencies express support for continuing to perform both criminal and noncriminal functions. Even a majority of the police officers who would prefer to restrict their activities to criminal matters, recognize obligations for performing other functions. These officers appear

to appreciate the fact that their clientele expect services which they, more than any other governmental employees, are capable of providing. Therefore, they accept the responsibility of providing general services to their communities and citizens.

The Goals, Organization and Coordinating Committee supported the following conclusions about the police role and responsibilities:

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 deviant 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 is used 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 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 liveable 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 actions and behavior and in general on the police ability to secure and maintain public respect.

Based on the preceding conclusions, 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.

The Report offers the following recommendations related to local police goals and objectives:

1. The preceding conditions 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.
2. Police organizational arrangements should be modified to insure greater congruence of goals, structure, and police activities. This recommendation should be adopted 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 objectives accomplishment and assessing the effectiveness of various organizational strategies.

#### IV. Consolidation Options

In light of the recent defeat of the City/County Charter, the Police Consolidation Project researched the value of continued efforts to improve local police through mergers and consolidation of police functions, and reached the following conclusions:

1. The voters' rejection of the City/County Charter cannot be construed as a rejection of consolidation as a method for improving the police and reducing the cost of police services for taxpayers.

2. The traditional approach to consolidation which entails simply merging police operations will not produce as effective a police operation as a more complex design of centralizing police Staff Functions\* and decentralizing to the neighborhood level police Line Functions.
3. The concept of consolidation is a viable method by which sound reorganization and improvement of police can occur.
4. The degree of efficiency with which the current disjointed, fragmented, duplicative police functions can be improved will be inversely related to the complexity of the authority structure responsible for decisions about changes.

The question is not "should police consolidation occur?" rather it is "To what extent should police consolidation occur immediately?" The staff has defined three options, which are in reality positions on a continuum between the current organization of police services and complete police consolidation, for the consideration of policy makers. They are:

Option #1. Establish a single police agency for the City of Portland and Multnomah County.

This option would entail the City and County entering into an agreement to establish a consolidated police agency with the responsibility for providing police services in both jurisdictions. The option would be carried out in the following fashion.

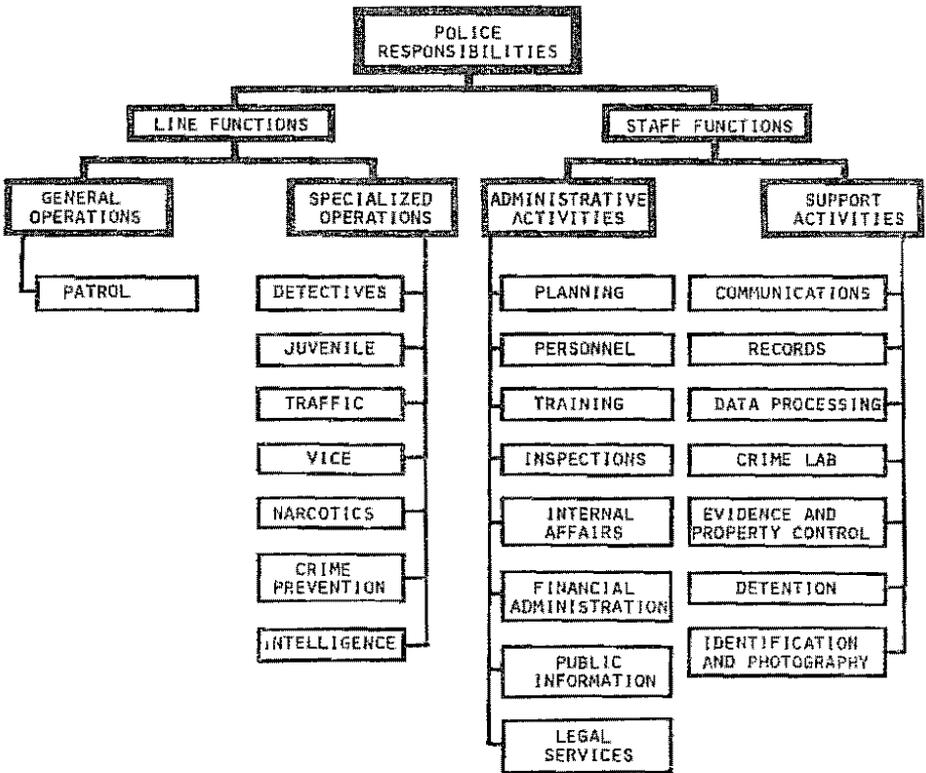
1. The positions of Portland Chief of Police and Multnomah County Sheriff would be combined in a position of police director.

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\* For a schematic description of Staff Functions and Line Functions see Chart 1.

CHART 1

POLICE FUNCTIONAL CLASSIFICATION CHART



2. The Chairman of the County Commission would agree with the Mayor's appointment of the Chief. The appointee would then be sworn in as sheriff.
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. The current 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 based on current expenditure ratios would be established for funding the agency.
7. Both the City and County would agree to continue and support the consolidated police organization for a minimum of four years, after which either government could dissolve the relationship on six months written notice.

Option #2. Establish a Public Safety Support Agency to consolidate and coordinate Support Activities while reorganizing and maintaining independent police Line Functions.

This option would entail the City and County agreeing to establish a single agency to organize and manage Support Activities for emergency and quasi-emergency public safety and criminal justice agencies. The police Line

Functions would remain separate under each government. Administrative Activities for each police department would be merged with counterpart units with each jurisdiction. The salient features of this arrangement would include:

1. A position of coordinator of Public Safety Support Activities would be established under the Mayor of Portland and the Chairman of the Board of Commissioners of Multnomah County.
2. The coordinator would be provided with the responsibility and authority for organizing and managing Support Activities subject to the direction of the Chairman of the County Commission and the Mayor of Portland.
3. Support Activities that would be provided directly would be communications (dispatching) records, data processing, evidence and property control, and identification. Support Activities subject to the functional control of the Coordinator would be criminalistics, equipment acquisition and maintenance, prisoner detention and processing, and facility acquisition, management and maintenance.
4. The City/County Agreement would be for a specific number of years and the jurisdictions party to the agreement would be obligated to phase out their Support Activities in accordance with the plans initiated by the Public Safety Support Agency.
5. The Agency would establish its own positions and, whenever possible, personnel who are currently performing the functions for

individual police departments would be transferred to the Public Safety Support Agency.

6. The Agency's services would be available to a broad range of public safety agencies rather than simply to the police.

Option #3. Improve and continue ad hoc mergers and reductions of duplicative efforts of police Support Activities but reorganize and maintain independent Line Functions in each jurisdiction.

This option would entail City and County officials agreeing on the Support Activities that should be consolidated and preparing a long range plan for such consolidations. Each activity will be handled as a separate project. The projects would be organized so as to result in a reasonably equitable distribution of costs. Other specifics of this option are:

1. The areas that should be consolidated are communications, records, data processing, evidence and property control, criminalistics, equipment acquisition and maintenance, prisoner detention and processing, identification, warrant service and extradition and facility acquisition, management and maintenance.
2. The jurisdictions involved should negotiate a precise contract for each merger project which specifically sets forth the objectives of the project, the budget, communication channels, and management authority.
3. The contract should also establish the obligations and the length of commitment of the parties to the contract. It should be designed to reduce excessive bureaucratic

review. All agencies should be able to ascertain the amount of service they will receive.

4. 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. Committee procedures and power should be clarified.
5. Projects should be managed by people who are competent in the technical area rather than simply police managers who are assigned by one of the participating agencies.
6. Plans should be comprehensive, systemic and long ranged. In addition, they must be followed unless there is specific, well-conceived justification for modification.
7. The jurisdictions involved should agree to drop funding of any independent projects or operations which would duplicate the services provided by the projects.

The arguments for and against each of these options can be summarized as follows.

OPTION #1: Complete Consolidation

ARGUMENTS FOR

- Easiest and least expensive to administer.
- Result in most coordinated reorganization.
- Will reduce duplication and yet facilitate responsiveness to needs of people.

ARGUMENTS AGAINST

- Reduces direct political control by elected officials.
- Will result in most controversy and resistance to change. Police Managers would likely be strongly opposed to this approach.

OPTION #1 (Cont.)

ARGUMENTS FOR

- Will reduce red tape for citizens.
- Will facilitate long range planning.
- Has potential for most savings.

ARGUMENTS AGAINST

- Will complicate enforcement and training problems.
- Will create personnel management problems that are likely to be more severe than under either of the other options.

OPTION #2: Single Public Safety Support Agency with Separate Line Functions.

- |   |   |
|---|---|
| <ul style="list-style-type: none"><li>- Would increase influence of elected officials over Support Activities.</li><li>- Increases the utility of police Support Activities for the entire government by making it possible for many other governmental units to use the services.</li><li>- More consistent with long range plan for complete consolidation than ad hoc merger of functions.</li><li>- Would be less expensive to manage than ad hoc mergers.</li><li>- Would leave control of Line Functions and Administrative Activities with the individual jurisdictions.</li></ul> | <ul style="list-style-type: none"><li>- Reduces control of police management over Support Activities.</li><li>- Reduces relationship and communication between police and support personnel.</li><li>- Increases time elected officials must devote to providing policy direction for Support Activities.</li><li>- Creates a fear among police that the support staff will be of inferior quality or quantity. Police managers would likely be opposed to this approach.</li></ul> |
|---|---|

OPTION #2: (Cont.)

- Would place responsibility for coordinated performance of Support Activities and remove competition among support projects from the political arena.
- Would reduce time governmental officials would have to devote to project management.
- Would facilitate cooperation between police and nonpolice user agencies.

OPTION #3: Ad Hoc Consolidation with Separate Line Functions.

- Would result in less duplication of Support Activities than currently exists.
- Would offer potential for reducing police costs while maintaining at least the same level of service.
- Most likely of three options to be supported by police managers.
- Would keep most of the Support Activities under command of a police agency.
- Would leave police Line Functions and Administrative Activities under the individual jurisdictions.
- Individual projects require high time investment by elected officials and administrators.
- Management expense might offset savings from the elimination of duplication.
- Requires a number of individual agreements and policy groups.
- Failure rate of ad hoc arrangements is high.
- Would not make Support Activities available to the broadest number of governmental users.

OPTION #3: (Cont.)

- Places individual projects in competition with each other for funds.
- Fragments authority over projects.
- Complicates long range planning and implementation of plans.
- Fails to provide the job security needed to attract the most competent people available.

All of the three options are consistent with existing legal restrictions. If accompanied by appropriate changes in Line Functions and Administrative Activities any of the three options would result in more responsive police services. They all offer potential for reducing costs, although Option 1 would ultimately reduce costs more than either of the other options; and Option 2 would logically be less expensive than Option 3. However, Option 1, complete consolidation of the police, appears to be superior to either of the other two options in the area of ease of administration. Although initially efforts to completely consolidate the police would probably encounter the most resistance, in the long run consolidation could save years of frustrating merger efforts and reduce the overall costs and administrative time investments significantly. Therefore, the following recommendation is offered.

The Portland Police Bureau and Multnomah County Division of Public Safety should 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 any of these options will be dependent on concurrent reorganization of police Line Functions and Administrative Staff Activities.

## V. Internal Organization

Current police operations in the City and County have a variety of shortcomings that should be addressed by new organizational designs. The major problem areas can be summarized as follows:

1. The administrative philosophy of many police managers is authoritarian, and based on bureaucratic organizational and management theory. Given the general social environment, the progressive orientation of local governmental leaders, and the quality--particularly intellectual level--of local police officers such a philosophy is inappropriate.
2. Local police agencies tend to operate in a highly autonomous fashion. In the absence of specific instructions from higher authority most police managers are not concerned about insuring that their actions support policies of the overall government. Nor are they concerned about identifying and responding to community and citizen needs and priorities. They tend to arbitrarily reject advice and information from nonsworn people if it in any way conflicts with traditional police wisdom. These situations are both a consequence of and maintained by the structures and procedures of local police agencies which are organized in a fashion that isolates, insulates, and protects police managers.
3. Although the highest priority police goals and the largest proportion of the citizen requests and police workload are related to order maintenance and service, local police agencies are organized and invest the largest proportion of their resources in criminal apprehension. An excessive amount of resources is invested in overhead command structures and specialized functions. The situation is further complicated because those officers who are responsible for providing general police services have been organized and assigned by a planning based primarily on crime

statistics rather than community needs or workload information. While most police managers verbally support the goals and priorities and recognize the absence of an established relationship between arrest rates and crime levels, it appears that they have based organizational arrangements more on tradition, self interest, and plagiarism than systematic planning.

4. Organizational policies and practices related to the selection assignment, promotion, work performance and control of personnel have failed in many respects to provide fair treatment of citizens and employees while producing desirable results. Procedures fall short in providing adequate guidance or protection for either personnel or citizens. Nearly ninety-nine percent of all sworn police officers in the City and County are white, and the highest ranking black police officer is a sergeant. Proportionally, women have not fared as well as blacks in the personnel system. Promotion criteria emphasize years of experience as a sworn officer and test taking ability more than successful work performance, credentials or ability. The sporadic functioning and inconsistent results of control devices indicate a need for improvement in this area.

Recommendations for reorganizing local police must address these problems in a manner consistent with the conclusions and consolidation options of previous chapters. The following recommendations were written at a level of abstraction sufficient for policy makers to provide direction without usurping the management prerogatives of police officials and managers.

#### Recommendations for reorganizing Line Functions.

The alternatives available for reorganizing Line Functions to address the identified problems and conditions are limited. Regardless of the specific option chosen for consolidation, police Line Functions should be decentralized and organized around communities. The job structure should be redesigned to reduce frag-

mentation of efforts and facilitate the quick and adequate completion of police activities. Whether Line Functions of local police agencies are consolidated or not, the conclusions and recommendations of the report are appropriate.

Local police organizations currently invest an excessive amount of resources in management and supervisory personnel. Many of the managers and supervisors can be reassigned to operational positions and their work performed by clerks or other management personnel. Nonmanagement and nonsupervisory functions can be achieved more efficiently by clerks, civilians or lower ranking personnel, thereby releasing management and supervisory personnel for service delivery activities. Therefore, it is recommended:

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 of hierarchy should be reduced to no more than four ranks.

These actions would reduce the number of links in the communication system and reduce the distortion in communications. In addition, they would provide more personnel for the supervision and performance of direct police services.

Local police are too highly specialized in law enforcement and investigative functions. The current level of specialization reduces uniformed patrol officers to report takers. It creates inefficiency in communications and processing of work. It severely reduces the number of uniformed personnel available to respond to and assist citizens who seek police aid. To correct this situation the Report recommends:

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.

Managers who have devoted the vast majority of time in recent years to office assignments do not have the perspectives nor the information about problems and methods of patrol officers who spend their working hours delivering police services. In many instances management personnel do not have the educational preparation of patrol officers. Even in those situations where management personnel and patrol officers have similar educational credentials, the patrol officer's education is often more contemporary. Special function committees can provide a structure that will bring current operational information and experience to bear on management problems. In addition, the use of committees should improve organizational communication and the commitment of police officers to the organization. Committee meetings, including staff meetings should be open to all police personnel. The Report recommends:

The use of temporary special purpose committees containing patrol officers to perform functions currently the exclusive responsibility of overhead personnel should be increased.

Citizens in different communities reflect a variety of cultures, economic conditions, social problems and values. The police organizational structure should permit reasonable variations in operational policies and procedures to address these differences. Officers and supervisors should be given a stable assignment where they can establish rapport with and an understanding of the people in a community. Area responsibility needs to be built into the total organizational design. The Report recommends:

Organizational arrangements should place greater territorial and functional responsibility for serving police clients or patrol officers and their first line supervisors.

The current patrol allocation plans do not reflect any substantial consideration of community boundaries, economic or cultural situations, school districts, political boundaries, census tracts, or other subdivisions. Even though communities have differences in economic, cultural, and other demographic characteristics which create differences in police problems, the police have universal priorities and standard operating procedures for the entire jurisdiction. In many areas

the police officers are not familiar with the community and do not know citizens. Although a variety of social service agencies exist in many communities, most patrol officers are not familiar with the services they offer and do not make use of them in handling police problems.

The current organizational arrangement is not conducive to efficient communication between officers working at various times in an area and from other citizens. Transfer policies and work practices further reduce efficient delivery of police services. These situations reduce flexibility and restrict the ability of police to respond to citizen desires and needs. The Report recommends:

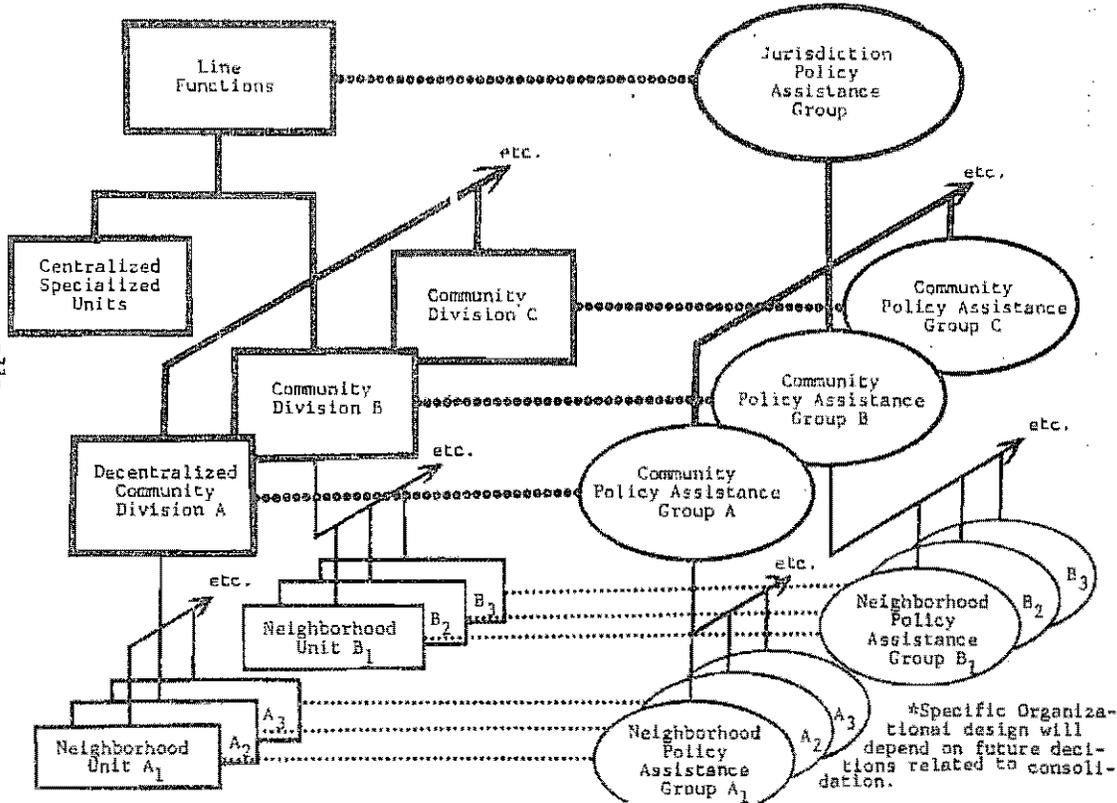
Patrol operations should be reorganized to facilitate (1) establishment of policy differentials that will render police services more relevant to the needs and expectations of individual communities, (2) citizen participation, communication, and influence with police officers in their communities, (3) police officer familiarity with the communities and the people whom they serve, and (4) cooperation between the police and other city and county social service agencies. (See chart 2, page 23.)

A reorganization of patrol operations as outlined in the preceding recommendation should not only increase police effectiveness, but also facilitate future planning and improvements in police operations. Restructuring the police patrol operations for improved interfaces with the community and other community assistance agencies should increase the value of police as a part of local government.

#### Administrative Activities Organization Recommendations.

Although the preceding methods for improving police Line Functions are applicable regardless of whether or not local police agencies completely consolidate, the recommendations related to police Administrative Activities (planning, personnel, training, financial administration, public information, inspections, and internal affairs) are directly dependent on which of the three consolidation options will be implemented.

Chart 2  
ORGANIZATION OF LINE FUNCTIONS\*



\*Specific Organizational design will depend on future decisions related to consolidation.

Administrative Activities play a critical role in the management of the overall organization and maintaining the quality of police operations. Therefore, the Administrative Activities should be structured to ensure that the police organization's philosophical orientation, efforts and activities are kept consistent with the policies of the government or governments responsible for overall direction of the police operations.

If the police Line Functions are completely consolidated as is recommended in Option 1, Administrative Activities should be completely consolidated and interfaced with their counterpart Administrative Activities at the City and County levels of government. If the police Line Functions are not consolidated (Option 2 or 3), the Administrative Activities of the City Police Bureau should be merged with their counterpart units at the City level, and the Division of Public Safety Administrative Staff should be merged with their counterpart units in the County Government.

Administrative Activity Recommendation. If police Line Functions are consolidated into one police agency (Option 1), Administrative Activities should be placed under the direct control of the police director with Administrative Staff provided by the City and County (See Chart 3, page 25.)

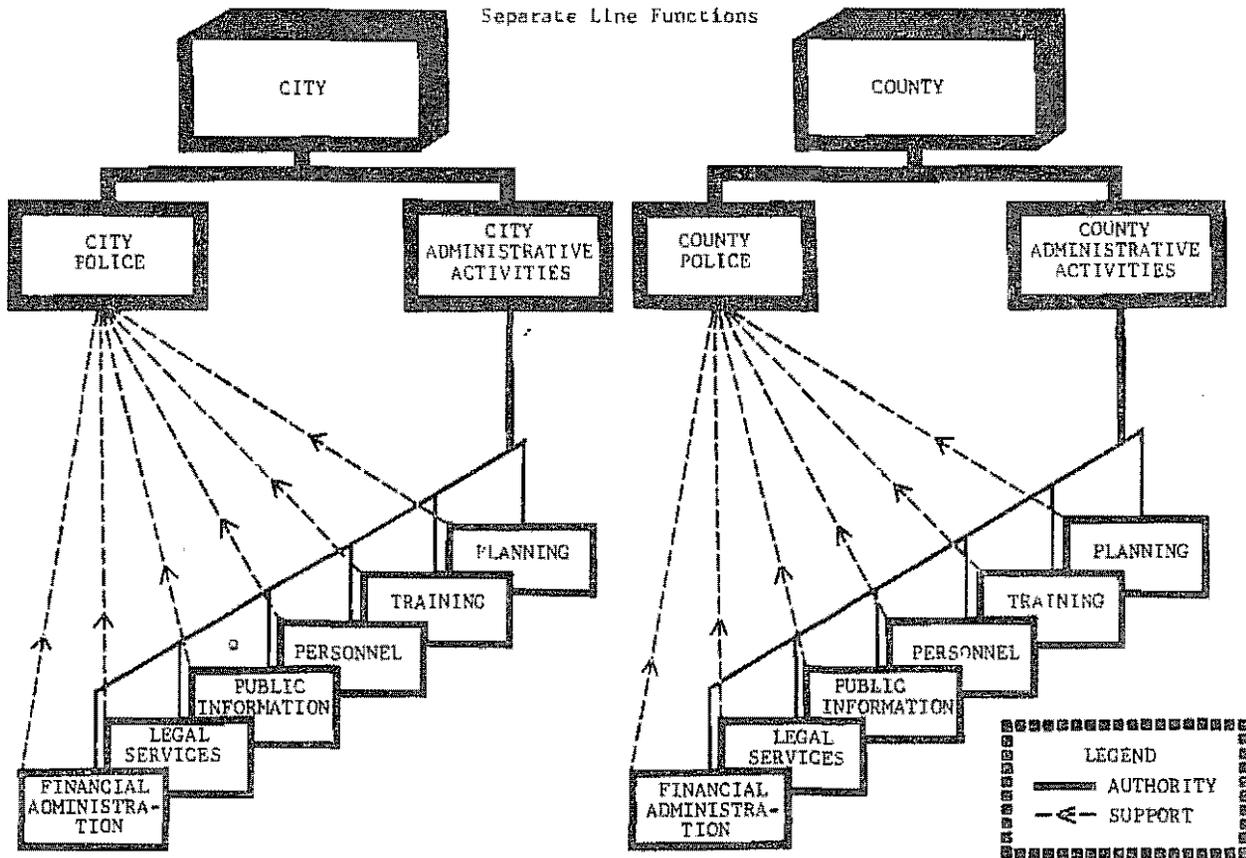
Alternative Administrative Activity Recommendation. If police Line Functions are not consolidated into one police agency, Administrative Activities should be merged with their counterpart units in the respective City or County Government (See Chart 4, page 26.)

Regardless of which of the above two recommendations apply, the following recommendations are applicable.

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.



Chart 4  
 ORGANIZATION OF ADMINISTRATIVE ACTIVITIES  
 For  
 Separate Line Functions



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 non-sworn although sworn police officers should not be precluded from filling such positions if a sworn officer seeking a position is the most qualified candidate 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 exception of police officers assigned temporarily to such units for special projects, should be hired by governmental staff administrators rather than the police.
5. The police inspectional functions should be staffed by both sworn and nonsworn personnel and organized as part of the planning unit.
6. 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.
7. The local governmental officials should consider the possibility of establishing inspectional and citizen complaint units to perform government wide control functions for their respective jurisdictions.

#### Recommendations for Organization of Support Staff

The organization of police Support Activities (communications, records, data processing, criminalistics/ crime laboratory, evidence and property control, detention, identification and photography) is also dependent on which of the three consolidation options are chosen. If either Option 1 (a completely consoli-

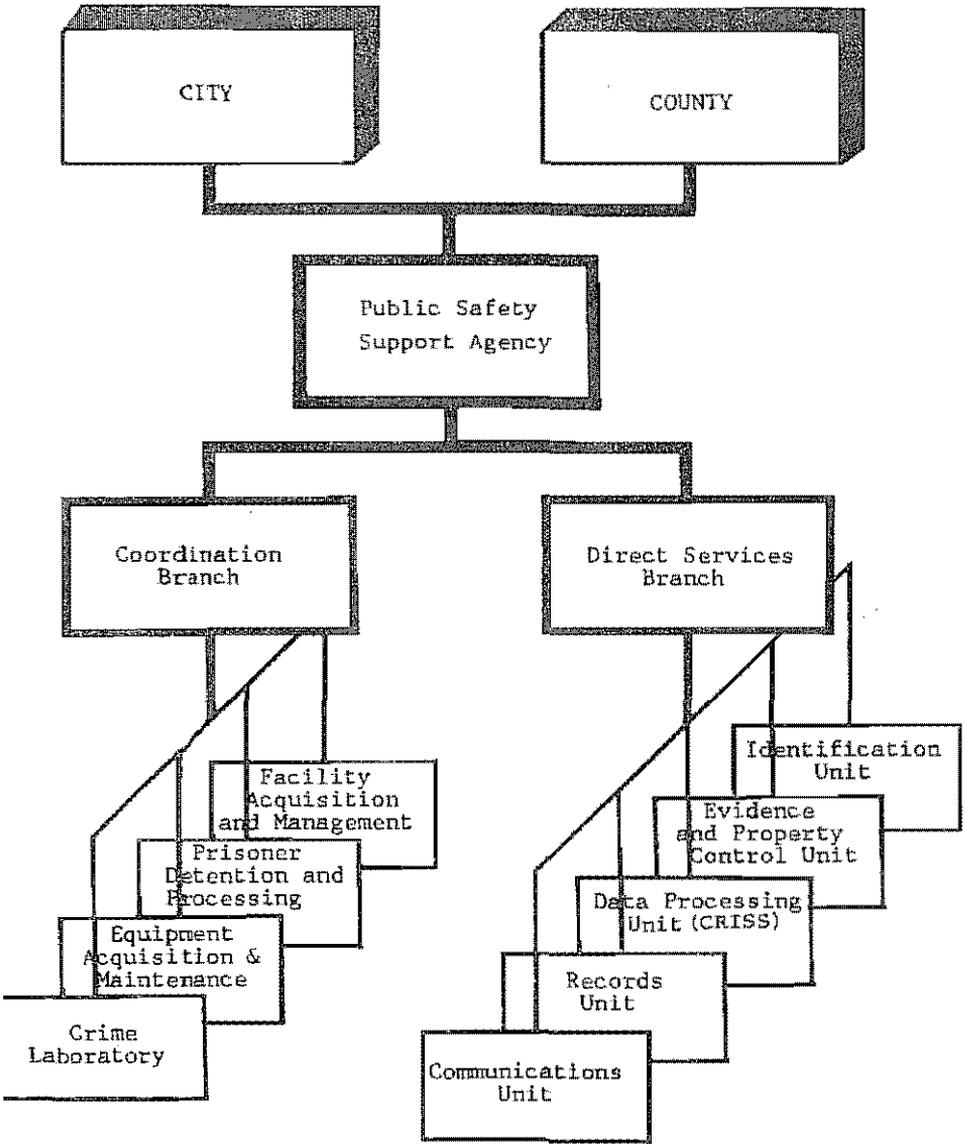
dated police agency) or Option 2 (a Public Safety Support Agency) are to be implemented, the Support Activities should be organized under a Coordinator of a Public Safety Support Agency. If Option 3 (Ad Hoc Merger of Support Activity Units) is to be implemented each support function merger will be a separate project.

To date larger police agencies have conducted their own Support Activities. However, many other agencies of government either have or need the same type of Support Activities as the police. For example, if they are to operate most efficiently, such governmental agencies as fire, animal control, children's services, and mental health need radio dispatching and communication with their field personnel. It is unrealistic to think that local governments can afford to provide each individual agency with its own twenty-four hour a day dispatching center, especially when one such center could be shared by all. The same is true of the criminalistics services of a crime laboratory, the records services of a data processing unit, and nearly all other Support Activities. Therefore, Support Activities should be organized to serve the broadest number of agencies possible.

Support Activities Organization Recommendation. If either Option 1 or Option 2 is implemented, a City-County Public Safety Support Agency should be contractually established under a Coordinator who is vested with the power to (1) assume direct management control of and reorganize communications, records, data processing, evidence and property control, and police identification records and activities, and (2) functionally supervise police facility acquisition and management, police prisoner detention and processing, police equipment acquisition and maintenance, and the regional crime laboratory for the City and County. (Chart 5, page 29.)

Alternative Organization of Support Activities Recommendation. If Option 3 (Ad Hoc Merger of Support Activities) is to be implemented it should be organized in the following fashion: (1) Communications, records, and data processing should be organized as a single information services unit under the City-County Data Processing Authority, (2) police evidence and property control should be placed under the

Chart 5  
CONSOLIDATED PUBLIC SAFETY SUPPORT AGENCY



functional supervision of records, (3) criminalistics support should be organized and implemented in the manner recommended by the Metropolitan Crime Laboratory Commission, (4) police vehicle acquisition and maintenance functions should be assumed by the Portland Bureau of Fleet Management, (5) Detention and identification functions should be placed under the Multnomah County Division of Public Safety, and (6) Warrant service and extradition functions should be assumed by the Multnomah County Division of Public Safety.

Previous ad hoc efforts to merge police Support Activities have been controversial and the success rate of such projects has been extremely low. Over the past twenty-five years, although approximately nine major cooperative ventures that have been undertaken only one can be considered basically successful.

The high failure rate has been the result of (1) weaknesses in long range planning, (2) inadequate consideration of systemic relationships with other functions before beginning mergers, (3) failure to develop sound long range commitments to use the merged units, (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 the project staff, and (6) the assignment of responsibility for mergers to skilled police practitioners who did not have sufficient backgrounds in the technical areas being organized. Future efforts to merge, reorganize and consolidate Support Activities will continue to be inefficient unless these problems are corrected.

#### Personnel.

It is important to have a match between police personnel, the police organization and the police clientele. An arrest oriented police agency will have community relations problems if its clientele place a higher priority on expeditious and complete police responses to their requests for service. Egalitarian employees will not perform successfully in an authoritarian organization. Therefore, the police personnel system or systems must be specifically designed to complement the police organizational plans.

The relative uniformity of citizen expectations about the need for competent police managers and officers, the trends towards eventual complete standardization of local police agencies, and the proposed standardization of local police, are indications of the need for a standard personnel system for all police agencies in Multnomah County. The Report recommends:

Police Career systems and personnel practices should be redesigned to (1) make more extensive use of knowledge and skills of operational personnel, (2) relate selection methods specifically to all positions, (3) limit the requirement of sworn officer status to those positions which require arrest powers, and (4) facilitate the rewarding of good, goal oriented job performance.

Not only does a disproportionate amount of police activities involve minorities, the public confidence in the police was found to be lowest among minority citizens. This difference in confidence levels may be due to a feeling that police do not provide equal service for minority people, and a related belief that even when police respond to situations involving minorities, their methods tend to discriminate against minority persons. Some people construe the absence of minority employees from local police agencies as confirmation of these beliefs.

As previously indicated no police personnel system in Multnomah County can provide convincing evidence of nondiscrimination on the basis of either race or sex. Nor can any personnel system provide substantial evidence that its hiring and promotional practices are selecting the most competent people available. The Report recommends:

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

The Social Development Corporation, a consulting firm employed by the Police Consolidation Project, is currently striving to develop the details of a career system which is compatible with these personnel recommendations.

## VI. Summary

This Chapter in the Staff Report is a simple review of the Staff recommendations.

## VII. Implementation

### 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 (Com-  
munications, Records,  
Data Processing)
- (5) Complaint System
- (6) Evidence and Property  
Control System
- (7) Career System
- (8) Other or Alternative Areas

### 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.

#### Appendixes

- A. Recommendations and Guidelines for Contracts.
- B. Illustrative Agreement for Establishment of a Consolidated Police Agency.
- C. Illustrative Agreement for Employment of a Director of Police for a Consolidated Police Agency.

#### Bibliography