

Portland Police Bureau
2005
Community Assessment Survey

Conducted for:

City of Portland, Bureau of Police
www.portlandpolicebureau.com

August 2005

**CAMPBELL
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INTRODUCTION

This report presents the findings of the 2005 community survey by the Portland Police Bureau.

Since 1994, the City of Portland has conducted periodic benchmark research that evaluates household victimization rates, measures concerns regarding neighborhood crime, tracks the community's perception of the work performed by the Portland Police Bureau, and measures the community's level of involvement in public safety solutions. In 2005 the survey approach went through a significant redesign to include, for the first time, information on community perceptions regarding the fairness of stop decisions and examine how those views may vary by two minority populations in the city: African-Americans and Latinos.

The report is divided into the following sections:

- ▶ *Executive Summary*, highlighting key findings from the research.
- ▶ *Methods Summary*, providing a brief review of the research methodology used in conducting the research.
- ▶ *Research Results*, outlining the findings from the research.
- ▶ *Conclusions & Recommendations*, providing suggestions on next steps we believe should be taken based on the research results and our past experience
- ▶ *Appendix*, containing a complete discussion of research methods and a copy of the survey questionnaire.

Direct questions or comments about the research for the Portland Police Bureau to Planning and Support Division, Bureau of Police, City of Portland, 1111 SW 2nd Avenue, Room 1552, Portland, OR 97204 or call (503) 823-0283.

Direct questions or comments for the researchers to Campbell DeLong Resources, Inc. at (503) 221-2005 or e-mail John Campbell, lead researcher on this project, at John@cdri.com.

Portland Police Bureau Precinct Boundaries

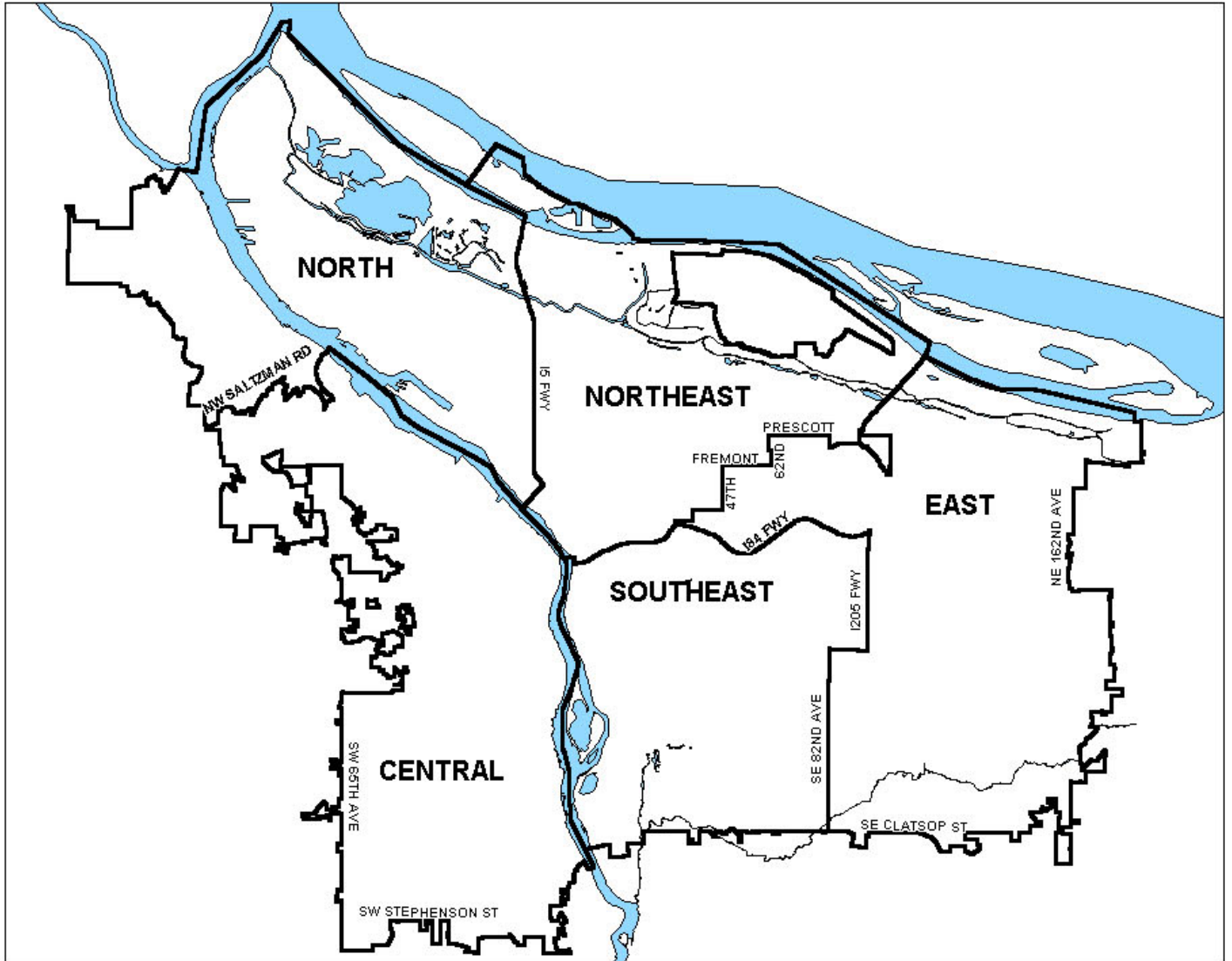


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Major findings:

1. Overall, victimization rates are close to those measured in recent years. However, the rate of reporting those victimizations shows declines.
2. Fear of crime, and the perception of the level of crime, have grown worse since the 2003 benchmarks.
3. In a change from a consistent trend seen in previous benchmarks, community involvement indicators show some positive improvements.
4. Ratings of key community policing performance indicators have not changed substantially since the baseline research in 1994.
5. For the first time in this series of benchmarks, perception of police fairness in stop decisions has been measured and compared with ratings from two minority subsets – African-Americans and Latinos. Compared to the general population, these two subsets are more likely to see Portland police as unfair, with the difference between the perceptions of African-Americans and the general population being particularly acute.

EXECUTIVE SUMMARY

The baseline survey was conducted in 1994, with benchmark measurements taken at least every two years since then. For the 2005 survey, a total of 1008 interviews were conducted with various populations, including a citywide base sample of 605, and supplemental oversamples to ensure valid analysis by precinct and to allow in-depth analysis of the opinions of two minority groups in Portland – African-Americans (200) and Latinos (200). The surveys for this benchmark were conducted between February 16th and March 8th of 2005.

VICTIMIZATION

Overall, victimization rates are close to those measured in recent years. However, the rate of *reporting* those victimizations has declined.

- The percentage of residents reporting victimization by a member of the household in the last year stands at 26%, not significantly increased from the 25% level recorded in each of the three previous benchmarks.
- African-Americans report lower rates of victimization than the general population (18% overall household victimization, compared to 26% citywide). The household victimization rate for Latinos, while slightly lower, is essentially similar to the overall population.
- The rate of reporting for non-confrontational crime has declined in the past two years, potentially shedding light on how Portland's crime rate can show slight declines, while victimization has not declined – it is possible, for example, that what has declined is the rate of *reporting* and not the rate of crime itself.

PERCEPTION OF CRIME TRENDS AND NEIGHBORHOOD CONDITIONS

Fear of crime, and the perception of the level of crime, have grown worse since the 2003 benchmarks.

- Neighborhood safety ratings have declined since the high mark in 2000, with growing concern indicated in all precincts, but particularly in Northeast precinct.
- Fear of “dangerous criminal activity” has grown *worse* in all precincts over the past five years, while concern about “nuisance activity” has held steady or worsened somewhat.
- The percentage who say crime has gone up is the highest recorded (26%) while the percentage saying crime has gone down is at its lowest point (7%). The precincts that show the greatest concern are East, Southeast, and Northeast. Safety trends perceived by African-American and Latinos are somewhat more positive than the general population.

CONTACT RATES

The percentage of residents with police contact (29%) has increased and is close to the range seen in the mid- and late-1990s.

- The greatest increases in contact rates have been in East, North, and Northeast precincts.
- Contact rates for African-Americans are lower than for the overall population (21% compared with 29%) while contact rates for Latinos also appear lower but not by a significant amount.
- The types of crime and public safety problems that lead to contact have stayed roughly constant, with a potential increase apparent in the category of drug activity.
- The dominant finding remains that the Police Bureau is in verbal contact every year with a significant portion of the population – representing a tremendous opportunity to impact its relationship with that population (for better or worse) in a relatively short period of time.

PERCEPTIONS OF PORTLAND POLICE BUREAU PERFORMANCE

While there has been some positive change in Police contact performance ratings, the community policing performance ratings have not changed appreciably since these measurements began.

- Most contact performance ratings are in the range measured in January of 2003, suggesting potential improvement since the survey conducted in October of 2003. The exception is the rating for calling a local precinct – which has declined since 2003.
- The portion of dissatisfied respondents (those giving very low ratings) remains comparatively low, averaging 12% per contact point, meaning that about one out of eight people who contacted the Police Bureau in the past year rated the quality of that contact toward the poor end of the scale.
- Police performance ratings on key community policing attributes have changed only slightly since these community policing indicators were first measured in 1994. African-Americans give the Police Bureau particularly low scores on performance criteria. Latinos give scores similar to the overall, predominantly white, population.
- Key recommendations for police from respondents include a more visible, available police presence, a commitment to doing more about issues that are not 9-1-1 calls, and more willingness to work closely, routinely, with the community. African-Americans are more likely than others to also ask for a change in attitude or degree of respect.

INVOLVEMENT BY THE COMMUNITY

While residents don't report knowing their neighbors any better than they did in previous benchmarks, other involvement indicators have moved in a positive direction.

- Citywide, the percentage of respondents who say they can name their local neighborhood association (48%) has increased to the highest recorded. Both Latinos and African-Americans are significantly less likely to know the name of their neighborhood association.

- The level of involvement in public safety meetings by residents appears to be increasing, consistent with a positive correlation seen in earlier surveys between police contact rates and rates of involvement overall.

DEMOGRAPHICS

- Neighborhood turnover rates remain similar to previous surveys but have slowed down somewhat. About one-fifth of all respondents have lived in Portland 5 years or fewer, while almost half have lived in their neighborhoods 5 years or fewer. African-Americans, on average, have been in Portland longer. Latinos show much shorter lengths of residency.
- Household incomes show only slight changes since 2000. Both African-Americans and Latinos show significantly lower incomes when compared with the overall population.
- Education levels show continued improvement since the baseline survey. However, while better than three-quarters of Portland residents have at least some college education today, that figure drops to just slightly more than half for both African Americans and Latinos.
- The age profile of the citywide sample is consistent with previous surveys. The age profile for Latinos is much younger.
- As seen in previous surveys, two-thirds of respondents own their homes. In contrast, African-Americans show an almost exact 50/50 split on owning versus renting, while Latinos are more likely to own than rent (57% compared to 43%).

PERCEPTIONS OF STOP DECISIONS

The stop-decision measurements used in this survey are designed to evaluate the degree of concern regarding the fairness of stop decisions – a problem that can be cleanly measured regardless of the component causes. Key findings:

- The reported rate of *personally* being stopped is similar regardless of race or ethnicity. However, when the question is expanded to *household* experience, a difference appears.
 - Overall, 12% of Portland’s population indicates having *personally* been stopped by a Portland police officer. While this percentage is lower than the 14% rate reported by both Latinos and African-Americans, the difference is not significant.
 - However, African-Americans *are* significantly more likely to say that another member of the household has been stopped (10%) than is the general population (4%). A similar, but less pronounced trend, is seen with Latinos compared to the general population.
- African-Americans and Latinos are much more likely to perceive unfair treatment by Portland police officers regarding “race, skin color, or national origin” than is the general population. Key findings:
 - African-Americans provide average ratings that are almost exclusively on the “routinely unfair” half of the scale. This includes an average rating of 7.1 on the issue of “race, color, or national origin” (where 0 is *virtually never* and 10 is *routinely*).
 - Latinos also provide ratings that are more negative than the citywide population, but not to the degree seen with African-Americans. Latinos’ average rating on the issue of

“race, color, or national origin” is 5.8, higher than the 5.3 provided by the general population, but significantly lower than the 7.1 cited above for African-Americans.

- The citywide population also perceives a problem. Overall, the citywide population gives the Portland Police Bureau fairness ratings that tilt toward the more fair end of the spectrum on all criteria *except* “race, color, or national origin.” On that criterion, they provide an overall rating that is just above the midpoint at 5.3, with about one-quarter providing a rating at the highest end of the scale – an 8, 9, or 10.
- Those who have been in contact with the Portland Police Bureau about a crime or public safety problem in the last year give the Bureau *worse* fairness ratings than do those who have not been in contact in the last year. In other words, residents who are in contact with the Bureau – typically seeking assistance from police – are less likely to have a positive impression about the Bureau’s level of fairness than are those who haven’t made contact.
- While most respondents do not believe the Police Bureau has changed in the last year on the issue of fairness, those who see a change are likely to say it was for the better. The citywide population sees a change for the better by a margin of more than 4 to 1 (31% to 7%). In contrast, Latinos perceive improvement by a margin of 2 to 1 (27% to 14%) and African-Americans by just 3 to 2 (25% to 16%).
 - In the question of why some believe that Portland Police are *less* fair regarding race, it is plain that comparatively recent shootings of minorities at stops has added fuel to the perception.
 - Those who believe police have become *more* fair cite the pressure of publicity about recent issues, personal experiences, and the observations of others for their perception.

METHODS SUMMARY

A total of 1008 interviews were conducted with selected population samples in Portland. First, a citywide random sample of 605 adult residents of the City of Portland was conducted. Then this core sample was supplemented with additional interviews to allow more accurate analysis by precinct, race, and ethnicity. The oversamples were conducted with additional residents of North Precinct and oversampling was conducted to ensure the database would include at least 200 African-Americans and 200 Hispanics/Latinos living in Portland. The worst case theoretic reliability of the base sample, a random sample of 605, is $\pm 3.98\%$, using standard statistical assumptions. These assumptions are outlined in the Appendix of this report.

While the research is intended to provide benchmark information for the Portland Police Bureau's Community Assessment survey that has been conducted periodically since 1994, the survey was also modified in 2005 to make room for questions that explore the perceived fairness of police stop decisions as those decisions relate to the race or ethnicity of African Americans and Latinos living in Portland.

Respondents were randomly selected and then screened to ensure that all respondents live within the Portland city limits. Quotas were established to ensure a distribution by populations within the city and to ensure that half the sample is male and half is female. For the African-American oversample, phone numbers from seven ZIP Codes with an African-American population of 7% or more were selected. The Latino sample was drawn by selecting from a random sample of telephone numbers assigned to households with Hispanic/Latino surnames in the City of Portland.

A complete summary of research methodology is provided in the Appendix of this report. As with each benchmark conducted in this series, key factors to keep in mind while reviewing these data include:

- ▶ **It is a *residents* survey.** This survey is designed to examine the opinions of residents of the City of Portland. While many residents also work and/or own businesses within the city, the survey does not reflect the opinions and viewpoints of all citizens who participate in Portland's business communities.
- ▶ **It is an *adults-only* survey.** Participants have to be 18 years of age or older to participate in the survey. This survey does not take into account the opinions and experiences of people under the age of 18 – another population group that the Portland Police Bureau has contact with on a regular basis.
- ▶ **It is a *household-based* survey.** The data reflect a random sample of respondents by household. Regardless of the size of the household, only one person per sampled household is interviewed. Compared to a theoretically perfect random sample of an adult population, this methodology can result in an under-representation of the opinions of adults who live in homes where there is a higher-than-average number of adults.

RESEARCH RESULTS

I. General Livability Assessment

A. THE PERCENTAGE OF RESIDENTS WHO SAY THEY KNOW THEIR NEIGHBORS WELL HAS NOT CHANGED APPRECIABLY SINCE 1994.

The degree to which neighbors know each other is one indicator of a neighborhood's resistance to crime. Residents provide a mean rating of 3.0 – exactly halfway on the rating scale – when asked how well their neighbors know each other, largely unchanged from previous benchmarks.

Neighbors in Southeast and Central precincts indicate an improved likelihood of knowing their neighbors since the benchmark began, while East Precinct neighbors are somewhat less likely to know their neighbors. The data also suggest that African Americans (2.9) and Latinos (2.8) in Portland are slightly less likely to report knowing their neighbors compared to the overall sample (3.0).

The following findings were first reported in previous benchmark analyses, but remain relevant and equally valid today:

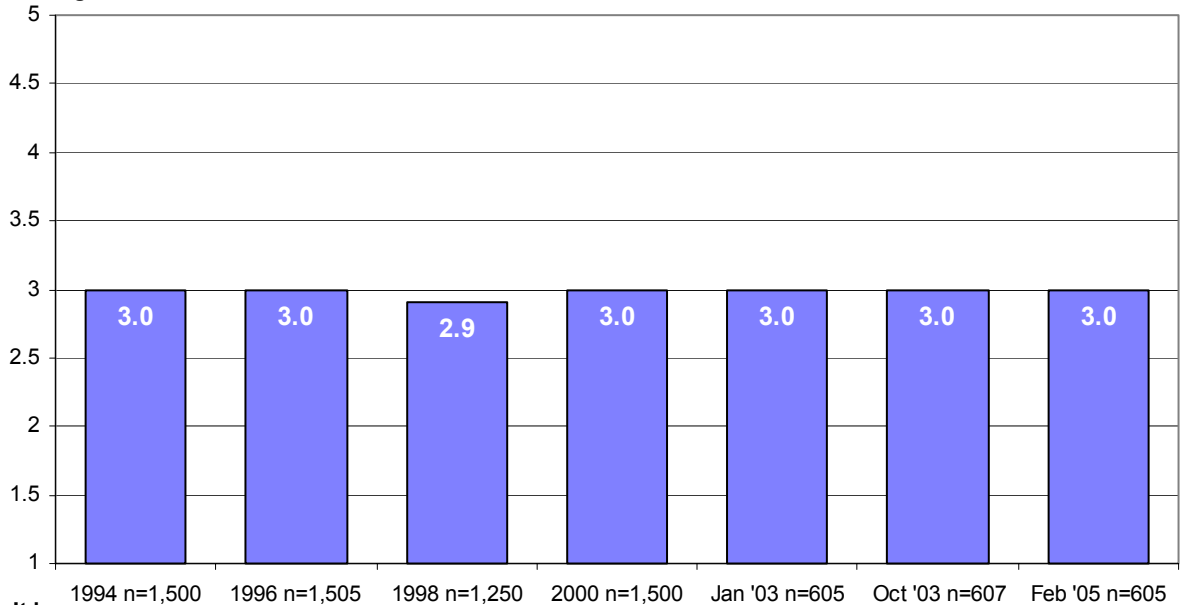
- ▶ **Attendance at crime prevention meetings correlates with knowing one's neighbors.** In 2005, as in the previous surveys, residents who have attended a crime prevention meeting provide higher mean ratings for knowing neighbors. This group gave a mean rating of 3.3 for how well they know their neighbors, compared with 3.0 for all residents.
- ▶ **People who are younger, rent, or have been crime victims are among the least likely to know their neighbors.** People who rent, are younger (under 35), and people who report that a household member was a victim of crime in the past 12 months are among those who are less likely to report knowing their neighbors well.

As has been reported in previous benchmarks, taken together, these findings suggest that strategies to encourage stronger community connections among younger adults and with renters – historically two of the more difficult groups to organize – may be particularly important to pursue.

HOW WELL NEIGHBORS KNOW EACH OTHER¹

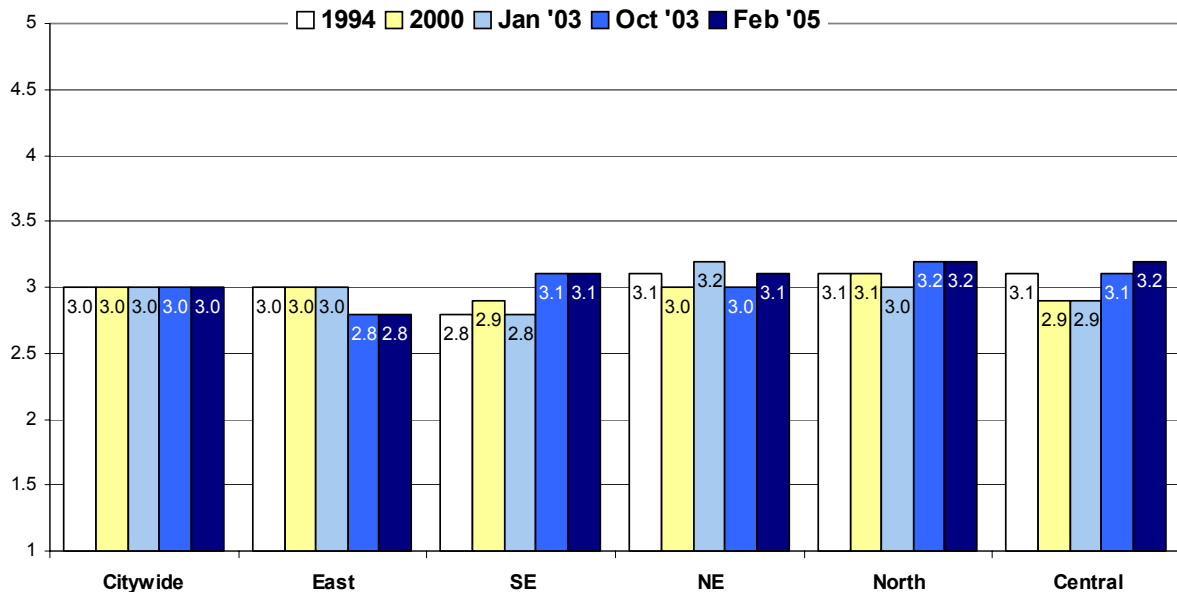
Q: Please rate your neighborhood by how well you and your neighbors know each other. For this question, 5 indicates that you believe most people in your immediate neighborhood know each other by name and often get together to socialize or discuss concerns, while 1 indicates that neighbors generally do not know each other by name, and rarely, if ever, speak with each other.

Know neighbors well



Don't know neighbors

Precinct Analysis: How Well Neighbors Know Each Other



¹ **Precinct boundary note:** The charts shown on this page, and throughout the report, include a comparison of results across precincts over time. Changes in precinct boundaries have occurred at various times since 1994. While close analyses have, in the past, indicated that changes shown in the benchmark are generally a result of trends rather than boundary changes, readers should keep in mind that geographic areas represented by the precincts in each benchmark, while similar, are not always identical.

B. NEIGHBORHOOD SAFETY RATINGS HAVE DECLINED SINCE THE HIGH MARK IN 2000, WITH GROWING CONCERN INDICATED IN NORTHEAST PRECINCT.

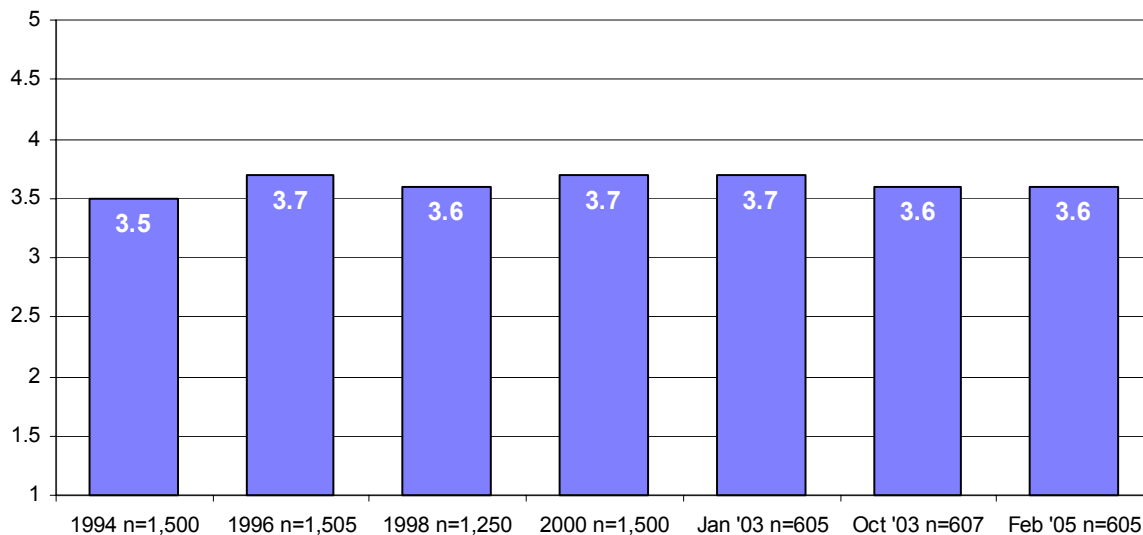
On a scale where a 5 is “one of the safest in the city” and a 1 is “one of the most dangerous in the city,” residents were asked how they rate their neighborhood. Residents provide a mean rating of 3.6, down from the high of 3.7 earned in the 2000 and 2003 Benchmarks.

- ▶ While all precincts report lower ratings than their highs recorded earlier in the decade, Northeast has declined the most from (to 3.2 from 3.7), followed by North and East precincts, each scoring a 2005 rating of 3.4.
- ▶ While the results on this question appear to vary by geographic area, they do not appear to vary by race or ethnicity – for example, African-Americans provide ratings that are similar to the ratings provided by non-African-Americans living in the same geographic areas.

PERCEIVED COMPARATIVE SAFETY OF NEIGHBORHOOD

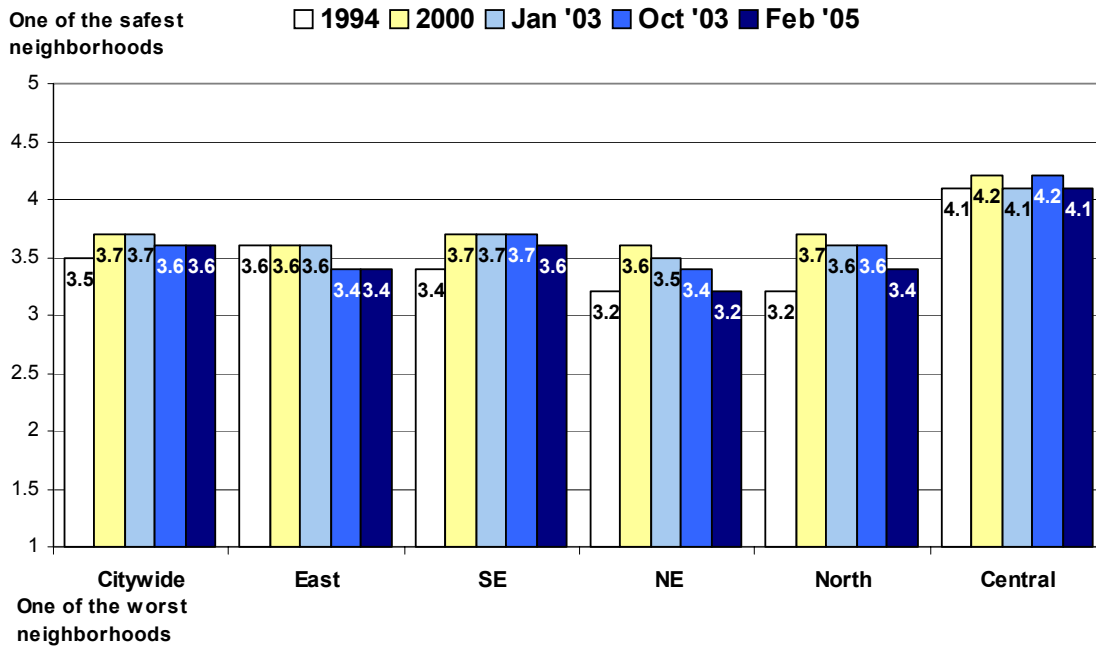
Q: *We’d like your impression of how safe you feel your neighborhood is when compared to other neighborhoods in the city. For this question, 5 means that you feel your neighborhood is one of the safest in the city, and 1 means that you feel your neighborhood is one of the most dangerous in the city.*

One of the safest neighborhoods



One of the worst neighborhoods

Precinct Analysis: Perceived Safety of Neighborhood



C. FEAR OF “DANGEROUS CRIMINAL ACTIVITY” HAS GROWN WORSE IN ALL PRECINCTS OVER THE PAST FIVE YEARS. CONCERN ABOUT “NUISANCE ACTIVITY” HAS HELD STEADY OR WORSENEA SOMEWHAT.

Respondents were asked to rate the level of nuisance activity (problems such as abandoned cars, garbage, graffiti, vandalism, loud parties, speeding cars, and harassment) and the amount of dangerous criminal activity (such as car theft, assaults, burglary, drug sales, domestic violence, and shootings) in their neighborhoods. A 5-point scale was again used. On the scale a 1 indicates an extremely serious problem and a 5 indicates it does not appear to be a problem at all.

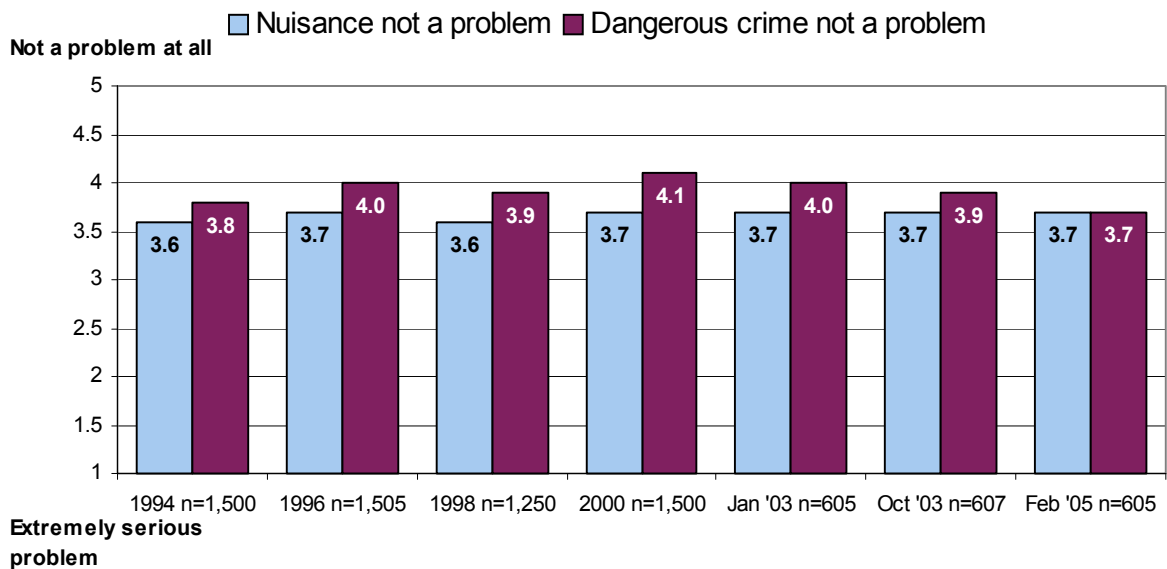
Overall, the ratings for dangerous criminal activity have grown worse – that is, fear has increased since the earlier part of the decade. In general, the ratings are showing a profile that is more similar to what it was when the benchmarks started – with Central Precinct residents having the least fear of crime and Northeast residents showing somewhat worse marks than East, North, and Southeast.

Racial and ethnic differences for the two oversamples studied are not pronounced on this question. If anything, African-Americans and Latinos are each likely to report slight *greater* feelings of safety compared to the general population.

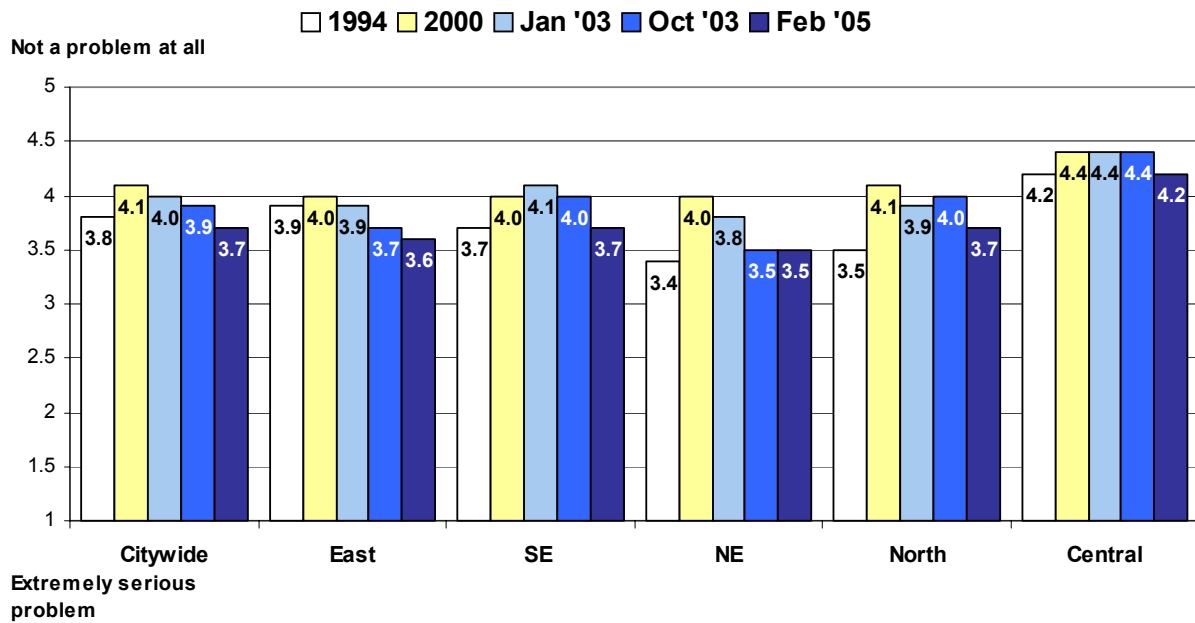
FREEDOM FROM PROBLEM ACTIVITY

Q: Please rate the level of nuisance activity in your neighborhood. By neighborhood nuisance activity we mean such problems as abandoned cars, garbage, graffiti, vandalism, loud parties, speeding cars, harassment, or other activities that can be irritating or harmful but generally are not felony-level crimes. For this question, 1 means that you feel such activity is an extremely serious problem – a major concern for you and your neighbors – while 5 indicates that such activity does not seem to be a problem at all in your neighborhood.

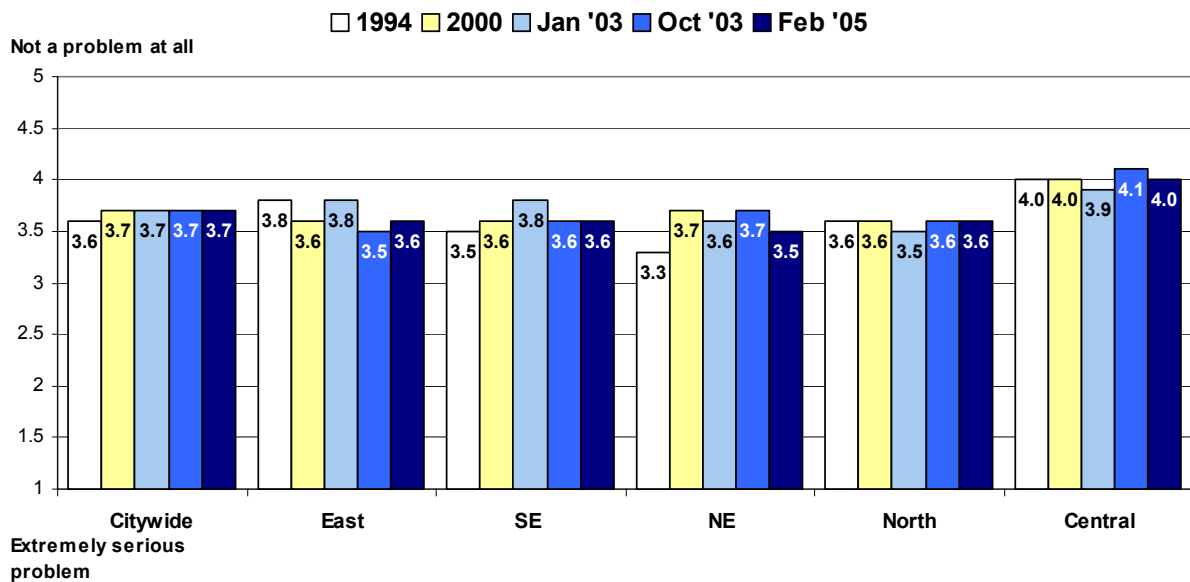
Please rate the level of dangerous criminal activity in your neighborhood. By dangerous criminal activity we mean such problems as car theft, assaults, burglary, drug sales, domestic violence, shootings, and other serious, felony-level crime. For this question, 1 indicates that you feel such activity is an extremely serious problem – a major concern for you and your neighbors – while 5 indicates that such activity does not seem to be a problem at all in your neighborhood.



Precinct Analysis: Freedom from "Dangerous Criminal Activity"



Precinct Analysis: Freedom from "Nuisance Activity"



D. THE PERCENTAGE WHO SAY CRIME HAS GONE UP IS THE HIGHEST RECORDED WHILE THE PERCENTAGE SAYING CRIME HAS GONE DOWN IS AT ITS LOWEST POINT.

Unlike the very positive results seen in the 2000 survey, when more respondents believed that crime decreased in the last year than believed it had increased, the findings five years later are quite different – with the percentage who say crime is increasing considerably greater than the percentage who believe the opposite. While a majority, 57%, say that the level of crime in their neighborhoods hasn't changed, 26% say crime has increased and only 7% say crime has gone down.

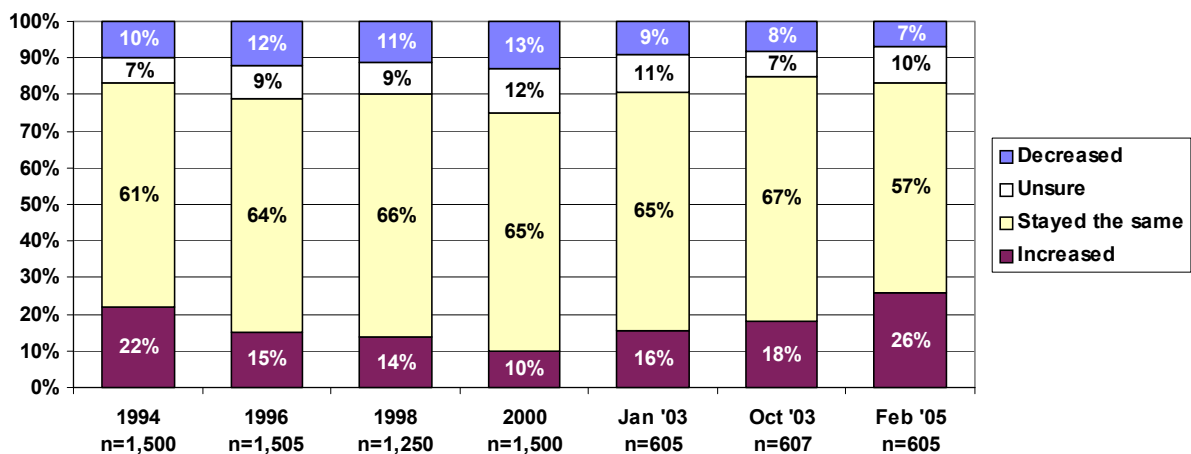
The precincts that show the greatest concern over recent crime trends are East, Southeast, and Northeast.

Data on this question show that safety trends perceived by African-Americans and Latinos are somewhat more positive than the general population. African-Americans in Portland are about equally likely to say that crime has increased as decreased (19% for each) while Latinos are only slightly more likely to see crime as having increased (23%) as decreased (19%).

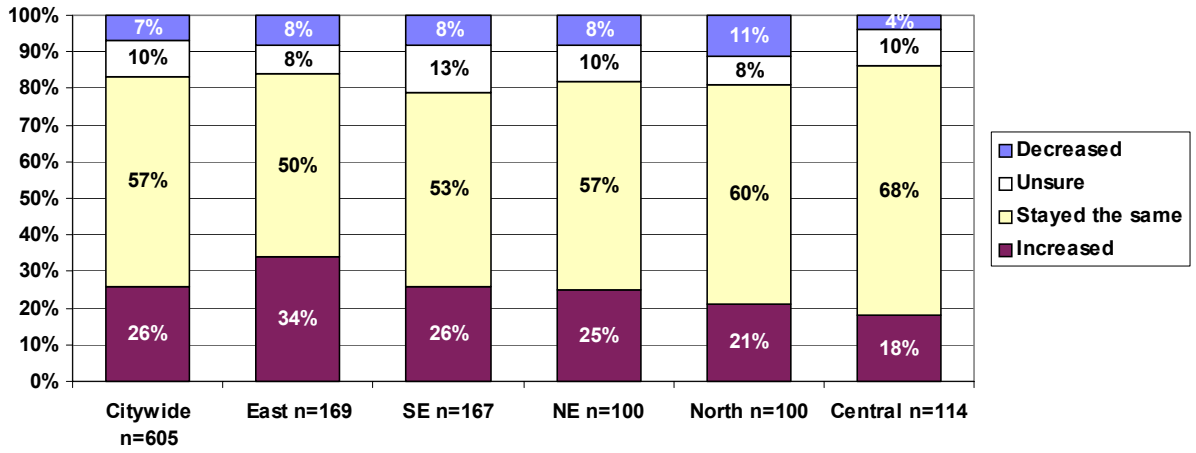
We understand that, during this same period, the Portland Police Bureau shows a slight decline in the reported crime rate. The discrepancy may be related to the finding, shown on page 17, indicating that victims are less likely to report crime today than they were in 2003 – suggesting the possibility that what has declined is the rate of *reporting* and not the rate of crime itself.

PERCEIVED CHANGE IN NEIGHBORHOOD CRIME LEVELS

Q: *In the past 12 months, would you say the level of crime in your neighborhood has increased significantly, increased somewhat, stayed about the same, decreased somewhat, or decreased significantly?*



2005 Precinct Analysis: Perceived change in neighborhood crime levels



II. Victimization

Victimization is an important measurement of crime trends because it stands apart from the traditional Uniform Crime Reporting (UCR) statistics that measure crime in a community by counting the number of crimes reported to police. While UCR statistics are important indicators, such statistics can hide changes in community crime rates in instances where residents do not report crime. For this reason, a complete picture of crime trends is best built by examining both reported crime trends and the results of victimization studies, such as this one.

A. VICTIMIZATION RATES HAVE NOT DECLINED AND MAY BE ON THE INCREASE.

The percentage of residents who report that they or someone in their household has been a crime victim in the last year stands at 26%, up slightly, but statistically unchanged from the previous three benchmarks (which each showed 25%). A potentially stronger warning sign is that the rate of household victimization by “confrontational” crime has reached 5% for the first time. While the change in confrontational crime rate is more statistically meaningful than the slight change in the overall rate, unless greater differences can be shown in other data, we caution against drawing hard conclusions based on these relatively small changes alone.

Looking at the data by race, African-Americans in Portland report a significantly lower rate of overall victimization than does the general population (18% overall household victimization, compared to 26% citywide). The overall household victimization rate for Latinos appears also to be slightly lower than the overall population (24% compared to 26%), but the difference is not statistically significant.

As has been seen in previous surveys, older residents (50+), and those who have lived in Portland longer, and in their particular neighborhoods longer, are less likely to be victims than are people who are either younger or newer to the neighborhood.

For this benchmark we were also asked to provide some perspectives on how other communities in the nation perform on this issue. Direct comparability of these victimization rates to national trends should be made with care. The national data available – through the U.S. Department of Justice’s National Crime Victimization Survey (NCVS) – is derived from a survey methodology that, in our opinion, seems more likely than Portland’s survey to result in over-reporting of victimization by survey respondents. As such, we have not advocated for comparing Portland’s community survey data to the national data in the past because the national data did not seem as if it could be credibly compared, data point to data point, to Portland’s. However, what does seem relevant to report in this benchmark is that there is a marked difference in the *trend* data between the two.

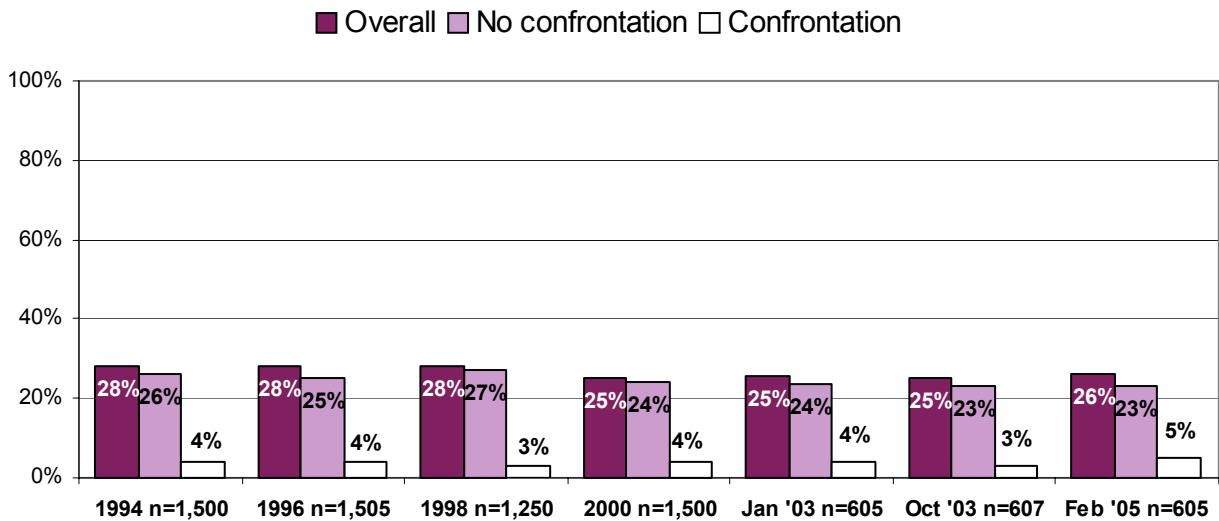
The national data show a very significant decline between 1993 and 2003 in the victimization rates of both “property” and “personal” crimes – roughly analogous to the non-confrontational and confrontational categories in this survey. According to NCVS data, urban areas in the nation have seen a decline from about 40% of urban households

being recent victims of property crimes in 1993 to about 22% in 2003 – a reduction by almost half. During roughly the same time period, Portland’s benchmarks show a decline in “non-confrontational” crime from 26% to 23% – comparatively, a very small change. Because it seems likely that the NCVS methodology, if applied to the same population, would likely result in a higher reported victimization rate than Portland’s survey has, these changes probably do not indicate simply that the rest of the urban areas of the country have reached Portland’s level of performance. Rather, they suggest that on the issue of victimization, Portland may not compare favorably and that, if anything, this comparison in trend data would suggest that while the rate of victimization has made very significant declines nationally, the changes in Portland have been less dramatic.

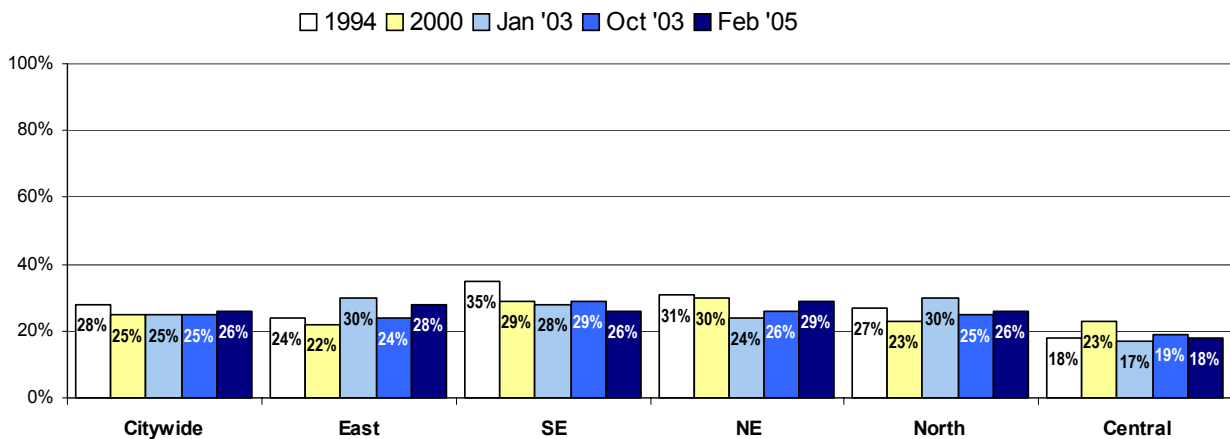
VICTIMIZATION RATES BY HOUSEHOLD

Q: In the past 12 months, have you or any member of your household been a victim of a crime committed anywhere in the City of Portland where the criminal confronts or physically harms the victim – for example, an assault, mugging, rape, carjacking, or armed robbery?

Q: In the past 12 months, have you or any member of your household been a victim of a crime committed anywhere in the City of Portland that occurred without the criminal confronting the victim – for example, vandalism, theft, auto theft, or a burglary of a home?



Precinct Analysis: Overall Household Victimization Rates



B. THE RATE OF REPORTING FOR NON-CONFRONTATIONAL CRIME HAS DECLINED SINCE THE HIGH MARK IN JANUARY OF 2003.

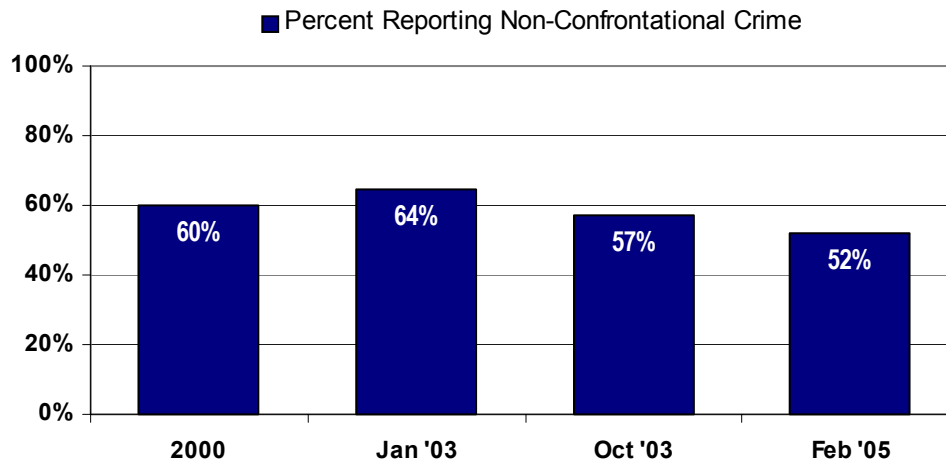
Respondents who reported household victimization were asked if the crime was reported to police. This question was not asked prior to the 2000 benchmark. The chart below shows the rate of reporting for non-confrontational crime only, as the sample sizes for those who experienced confrontational crime are insufficient to draw hard conclusions.¹ The data indicate that the rate of reporting for non-confrontational crime has declined in the past two years, potentially shedding light on how Portland’s crime rate can show slight declines, while people’s perception of the level of crime rate has shown some gains.

While the sample sizes are small, the available data on race and ethnicity indicate that the likelihood to report victimization among both African-Americans and Latinos in Portland is at least equivalent, and likely somewhat higher, than the overall population.

Reporting Rate for Non-Confrontational Crime

Based over those who had one or more household victimization for a non-confrontational crime

Q: *To the best of your knowledge, was the (most recent) crime reported to the Portland Police Bureau?*



¹ Generally, the reporting rate for confrontational crime is higher than the rate for non-confrontational crime – the equivalent percentages for each year shown in the chart above are 72%, 74%, 58%, and 79%. However, as the sample sizes for each year are quite small on this question (in 2005, for example, just 28 respondents were victims of confrontational crime, compared with 141 who indicated they were victims of non-confrontational crime) the variations seen from survey to survey can’t be reliably analyzed for differences. For this reason, we have elected not to show them in the chart above.

III. Contact with the Portland Police Bureau

A. THE PERCENTAGE OF RESIDENTS WITH POLICE CONTACT (29%) IS RETURNING TO THE RANGE SEEN IN THE MID- AND LATE-1990S.

In each wave of the Community Assessment survey, residents have been asked if they have had contact with the Portland Police Bureau within the last 12 months. In the first three waves approximately one-third of residents reported they had contact with the Police Bureau. The percentage dropped to about one-quarter in the first part of the present decade, but has since climbed closer to the range seen in the earlier benchmarks. It is important to note that the “contact,” as defined in the question, can be any type – not just a 9-1-1 call or other emergency-related contact – and that the contact may have been initiated by either the police or the resident.

Precinct findings show that the greatest increases in contact rates have been in East, North, and Northeast precincts. Data on race and ethnicity indicate that contact rates for African-Americans are lower than the overall population by a statistically significant amount (21% compared with 29%) while contact rates for Latinos also appear lower (24%) but by an amount that, again, does not meet standard tests of statistical significance.

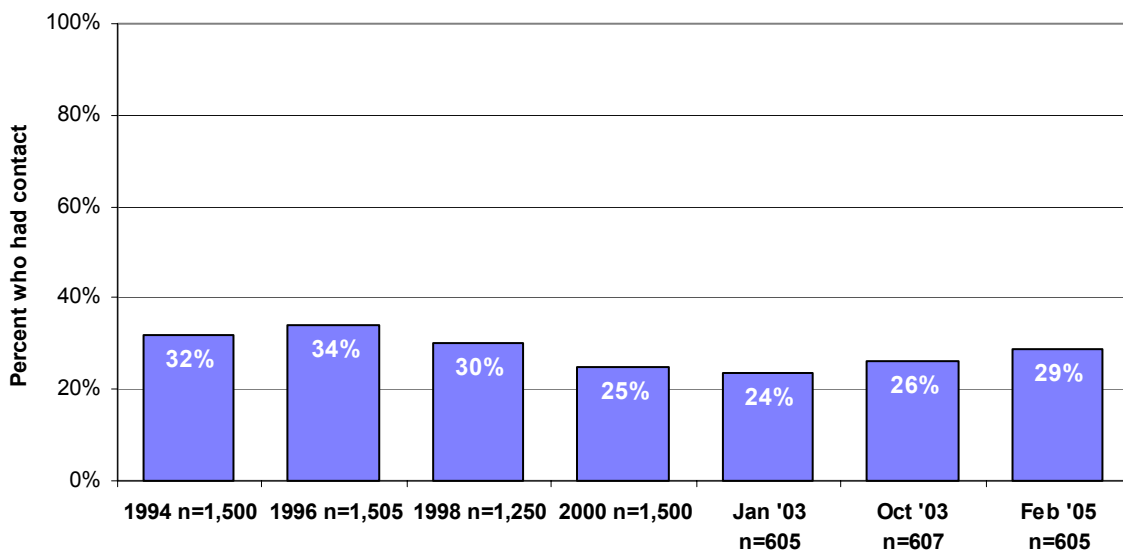
After initial discussion of these results with the Portland Police Bureau, we were asked to compare these results to other data that may be available nationally. The primary purpose of the survey question, originally, was to ensure direct comparability over time, within the City of Portland, which is the information shown in the following chart. When searching for comparisons to other parts of the country, there are few examples of direct comparability – using essentially identical questions asked with identical methodology. While the various survey instruments in use around the nation provide answers that appear consistent with the general range of data reported here, they don’t provide sufficient comparability to look at the information year by year. Some examples:

- ▶ **National results.** The Bureau of Justice Statistics of the U.S. Department of Justice reported in April 2005 on the results of the *2002 Police-Public Contact Survey*, a national survey. According to that report, 21% of residents 16 years of age or older, nationwide, had face-to-face contact with a police officer in the preceding 12 months. Note that the contact was not limited to one’s local jurisdiction, the age range is greater, and most significantly, the number does not include contacts that are not face-to-face, such as phone contact, which Portland’s survey does include. The best we can conclude from these disparate data sets is that neither result appears to contradict the other.
- ▶ **The City and County of Honolulu.** A survey conducted by Campbell DeLong Resources, Inc. for the Honolulu Police Department in late 1999 asked the contact question using a methodology closely modeled on the Portland survey approach. Using a random sample of City and County of Honolulu residents, the survey determined that one quarter of the adult resident population had contact with the local police department in the preceding 12 months – very similar to the results seen in Portland the following year.

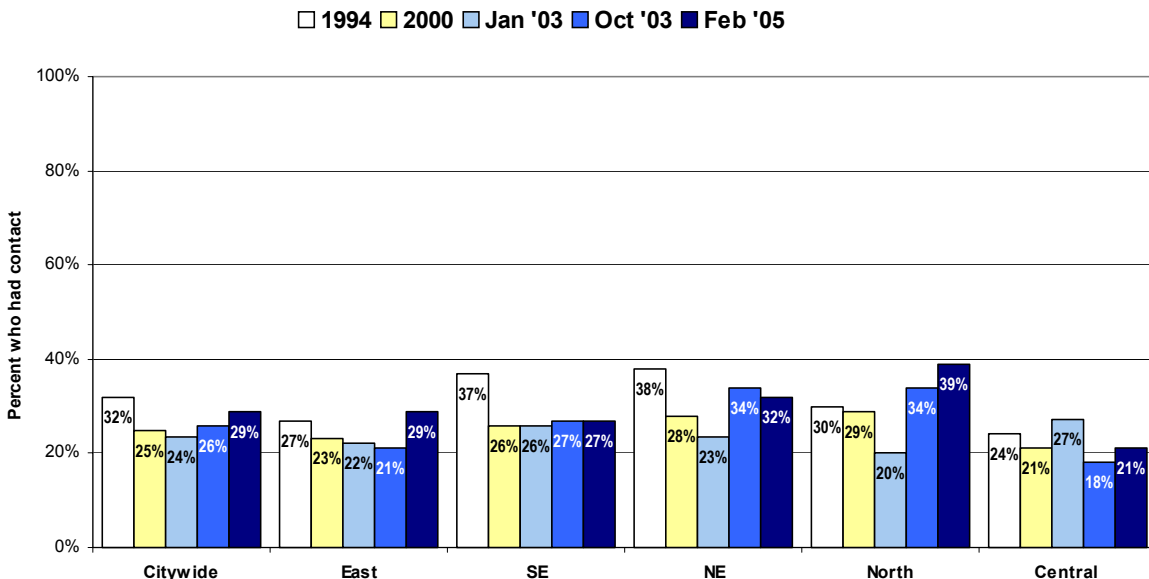
As we have reported in previous benchmark reports, while the rate of contact has varied over time, the dominant finding remains the fact that the Police Bureau is in contact with a large portion of the Portland population every year. Any agency that is in verbal contact every single year with one-quarter to one-third of the entire city population has a tremendous opportunity to impact its relationship with that population (for better or worse) in a relatively short period of time.

CONTACT WITH PORTLAND POLICE BUREAU IN LAST YEAR

Q: *Whether or not you were a victim yourself, at any time during the last 12 months have you had contact with the Portland Police Bureau about a crime or public safety problem? We are interested here only in your contact with the Portland Police – not police from other jurisdictions.*



Precinct Analysis: Contact with Portland Police in Last Year



B. THE TYPES OF CRIME AND PUBLIC SAFETY PROBLEMS THAT LEAD TO CONTACT HAVE STAYED ROUGHLY CONSTANT, WITH A POTENTIAL INCREASE APPARENT IN THE CATEGORY OF DRUG ACTIVITY.

As in prior surveys, car-related crimes are the most frequently cited reasons for residents to have contact with the Portland Police. Other crimes that appear toward the top of the list in 2005 are drug activity, burglary, theft and disruptive behavior. While direct comparisons to previous years should be done with caution for a question of this type, it appears that, compared to previous years, more respondents report issues associated with drug activity (18% in the current survey compared with 7% and 8% in 2003 surveys), while other issues are reported at roughly similar rates as in recent, previous surveys.

The following table shows 2005 results about the type of problems that have led the respondent base to seek contact with the Portland Police Bureau. It is important to keep in mind that this type of question is fundamentally *qualitative*. While it was asked as an “open-ended” question in the 1994 baseline and as an essentially “close-ended” question in the following benchmarks, this type of question requires some judgment on the part of the interviewer and analyst for placement of answers. This means that small differences from one benchmark to the next should not be treated as necessarily significant. For this reason, we have elected to show only the current year’s data.

TYPE OF PUBLIC SAFETY ISSUE

By those who have had contact in past year
Responses include those reported at 2% or higher

Q: *What types of crime or public safety problems have you been in contact with the Portland Police about in the last year?*

Issue	Feb '05 Contact with Police n=174
Cars	28%
Car prowls	11%
Car theft	9%
Vandalism — cars	7%
Parking problems	1%
Drug activity	18%
Burglary/break-ins	16%
Theft	9%
Theft — other property	8%
Bike theft	2%
Disruptive street behavior	7%
Loud nuisance behavior	6%
Abandoned cars	5%
Alcohol abuse	5%
Domestic violence	5%
Intimidation/threats	5%
Traffic problem	5%
Assault	4%
Vandalism — other than cars	4%
Nuisance property	4%
Graffiti	3%
Prowlers/suspicious persons	3%
Shootings	3%
Juvenile/curfew	2%
Robbery	2%
Reckless, drunk driving	2%
Traffic accidents	2%
Gang activity	2%
Others, less than 2%	11%

C. THE PERCENTAGE OF CONTACTS THAT INVOLVED SPEAKING WITH AN OFFICER IN PERSON AT A CALL-FOR-SERVICE HAS DECLINED SINCE THE 2003 BENCHMARK.

Respondents who indicated they had contact with the police in the last year were read a list of possible types of contact and asked which they had personally experienced in the last 12 months. Most people with contact have had more than one type. An individual, for example, could have contacted 9-1-1 and the non-emergency number.

Among the top contact points, one shows a significant decline since the 2003 benchmarks – speaking to an officer who arrived in person at a call-for-service. The rate has declined to levels that are closer to those typically measured in surveys prior to 2003. Note that this list did not include questions about whether the respondent had been stopped by an officer. Questions about stops were asked separately and are explored later in this report.

TYPE OF CONTACT

Based over those who had contact in past 12 months
(Ranked by frequency of contact in 2005)

Q: Now I am going to read a list of contacts you may have had with the Portland Police. Tell me which you personally have had in the past 12 months. Again, we are interested only in contact with the Portland Police.

Type of contact	1994 n=473	2000 n=368	Jan '03 n=142	Oct '03 n=155	Feb '05 n=174
Called police non-emergency number	63%	56%	53%	58%	59%
Spoke with officer responding to call in person	48%	43%	58%	57%	47%
Called the precinct that serves your area	43%	36%	35%	31%	33%
Called 9-1-1 for police assistance	45%	35%	36%	32%	28%
Spoke with officer who took a report by phone	39%	34%	30%	24%	28%
Called Police information number	23%	17%	15%	23%	25%
Spoke with Neighborhood Response Team	15%	15%	12%	16%	13%
Spoke with person from Detective Division	16%	12%	7%	12%	12%
Spoke with officer at your place of business	18%	12%	15%	14%	11%
Requested information from Records Division	12%	9%	4%	10%	11%
Spoke with officer at a community meeting	13%	10%	4%	10%	10%
Spoke with person in Drug and Vice Division	7%	8%	2%	7%	7%
Visited a Bureau neighborhood contact office	9%	7%	4%	8%	6%
Spoke with Gang Enforcement Team	11%	6%	3%	4%	4%
Spoke with fingerprint investigator at home	5%	2%	6%	2%	2%

IV. Evaluation of Contacts and Performance

A. POLICE CONTACT PERFORMANCE RATINGS APPEAR BETTER THAN THOSE LAST MEASURED IN OCTOBER OF 2003 AND GENERALLY CONSISTENT WITH THOSE MEASURED IN JANUARY OF THAT YEAR.

Respondents who indicate they have had contact with Portland Police were asked to rate the quality of each type of contact they had. Ratings are on a 1 to 5 scale, with 1 being “poor” and 5 being “excellent.” When reviewing the ratings, keep in mind that the number of people rating each contact differs in size because the number of people experiencing each type of contact varies. If the number of people rating the quality of the contact is large, the rating is much more meaningful than if the sample size is small. It is therefore important to keep in mind sample size (n) when analyzing the data.

Overall, the data show that most contact ratings are in the range measured in January of 2003, suggesting potential improvement since the interim survey conducted in October of 2003. Among the more frequent contact points, the exception to this general rule is the rating for calling a local precinct – a rating that shows a decline from 4.2 to 3.8 since 2003.

The portion of dissatisfied respondents remains comparatively low. In 2005 the average percentage of respondents rating the quality of assistance received from a contact point as a 1 or 2 (unsatisfactory) averaged 12%. This means that about one out of eight people who contacted the Portland Police Bureau in the past year rated the quality of that contact as a 1 or a 2 – lower than the almost one out of five proportion (18%) recorded in the 2000 benchmark and consistent with the same (12%) proportion recorded in 2003.

To make room for new questions about stop decisions in this survey, follow-up questions regarding the reason for the low ratings were dropped from this year’s survey. Earlier surveys suggested that poor ratings very consistently were attributed to one of three issues by respondents: A perception that the Bureau member contacted did not seem concerned about the caller’s issue or did not seem to take it seriously; frustration with an automated phone system; and a perception that follow-up after the contact was not sufficient. While it seems likely that similar issues drive current dissatisfactions (again, which occur about 12% of the time a person contacts the Portland Police Bureau), the current survey does not provide data on this question.

POLICE CONTACT RATINGS

Average ratings

Sample sizes vary; sample sizes listed are for 2005

The contact ratings shown in dark gray on the chart, have extremely small sample sizes in 2005. Changes indicated in the shaded data should not be considered in any way conclusive. Also, one contact point is not shown — fingerprint investigators — as the sample size is below 10.

Q: For each type of contact you had, rate the overall quality of assistance you received on a scale of 1 to 5, where 5 is excellent — you are completely satisfied with the assistance you received — and 1 is poor — the assistance you received was completely unsatisfactory.

Type of Contact* (2005 sample n)	1994	2000	Jan '03	Oct '03	Feb '05
Called police <i>non-emergency</i> number (n=102)	3.7	3.6	4.1	3.8	4.0
Spoke with officer responding to call in person (n=81)	4.1	4.0	4.2	4.2	4.1
Called the precinct that serves your area (n=57)	3.6	3.6	4.2	3.9	3.8
Called 9-1-1 for police assistance (n=49)	3.7	4.0	4.2	4.2	4.1
Spoke with officer who took a report by phone (n=49)	3.9	3.8	4.3	3.9	4.3
Called Police information number (n=44)	3.9	3.4	4.2	3.6	4.0
Spoke with Neighborhood Response Team (n=22)	4.0	4.0	4.4	3.6	4.2
Spoke with person from Detective Division (n=21)	3.8	4.2	3.6	3.8	3.9
Spoke with officer at your place of business (n=19)	4.3	4.3	4.1	4.2	4.5
Requested information from Records Division (n=19)	4.0	3.3	3.8	3.7	3.8
Spoke with officer at a community meeting (n=18)	4.4	4.3	4.6	3.9	4.1
Spoke with person in Drug & Vice Division (n=12)	3.7	3.5	2.3	4.3	4.1
Visited a Bureau neighborhood contact office (n=10)	4.1	4.4	4.8	4.0	4.4

* The questions from which the above information is derived were intended primarily to evaluate the quality of various voluntary contacts, often initiated by citizens seeking assistance from police. The issue of the perceived fairness of non-voluntary contacts — when a police officer stops a person — is evaluated in a separate section of this report.

B. POLICE PERFORMANCE RATINGS HAVE CHANGED ONLY SLIGHTLY SINCE THESE COMMUNITY POLICING INDICATORS WERE FIRST MEASURED IN 1994.

Respondents who had contact with the Portland Police Bureau in the last year were asked to rate how well the Police Bureau fulfills specific functions – criteria originally designed to provide an indication of the degree to which the Police Bureau is completing its transition to community policing. A 1 to 5 scale was again used, with 1 being poor and 5 being excellent.

As seen in previous benchmarks, ratings for Portland Police performance on specific community policing function areas are lower than the ratings given for the quality of service with each contact. Also, as seen in previous years, the percentage of “don’t know” responses is high enough to report: These percentages range from a low of 11% to a high of 27%. Two key findings stand out:

- ▶ **Most scores have not improved since the baseline research.** Overall, the major finding from the general population survey is similar to previous findings: That the ratings have changed little since the baseline research over a decade ago and, in the majority of instances, the small changes recorded tend to be for the worse. The significant exception to this general rule is on the criterion *Helping stop neighborhood nuisance problems*, which is rated at 3.3 today, compared with 3.0 in 1994.
- ▶ **African-Americans give particularly low scores.** For the first time since these benchmarks began, oversamples of Latinos and African-Americans were conducted in order to give more reliable, in-depth information on potential differences with these groups from the general population. Unlike many of the earlier results reported, differences on these ratings are significant, particularly from the African-Americans surveyed. As the following charts plainly show, on performance indicators, Latinos give scores that are similar to the overall, predominantly white, population. African Americans do not.

OVERALL PORTLAND POLICE BUREAU EVALUATION

By those who have had contact in past year
Average ratings (5-point scale)

Q: *I'm going to read you a list of ways that Portland Police Officers and other Police Bureau personnel try to serve the community. Using a scale of 1 to 5 where a 5 is excellent, you are completely satisfied with how the police are doing in this area and 1 is poor, you are completely dissatisfied with how the police are doing, how do you rate Portland Police Officers and other Police Bureau personnel on...*

Activity	1994 Contact n=473	2000 Contact n=368	Jan '03 Contact n=142	Oct '03 Contact n=155	Feb '05 Contact n=174
Providing quick response to emergency and life-threatening situations	3.9	4.0	4.1	4.0	4.0
Providing advice on preventing crime	3.7	3.4	3.5	3.4	3.5
Understanding the concerns of your community	3.6	3.3	3.6	3.4	3.5
Working with citizens to solve problems	NA	3.2	3.2	3.2	3.3
Helping people to improve community safety	NA	3.4	3.4	3.2	3.3
Helping stop neighborhood nuisance problems	3.0	3.2	3.1	3.1	3.3
Showing citizens how they can work together to make neighborhoods safer	3.5	3.2	3.2	3.1	3.2
Giving useful information about other agencies that may also be able to help	3.3	3.2	3.2	3.0	3.2
Stopping crime problems in your neighborhood	3.2	3.4	3.3	3.2	3.1
Involving the community in fighting crime	NA	3.2	3.1	3.1	3.1

Comparison of 2005 Contact Ratings by Over-sample Groups: Latinos and African-Americans

Activity	Citywide Feb '05 Contact n=174	Hispanic/ Latino Contact n=47	African- American Contact n=41
Providing quick response to emergency and life-threatening situations	4.0	4.1	3.3
Providing advice on preventing crime	3.5	3.5	2.7
Understanding the concerns of your community	3.5	3.3	3.1
Working with citizens to solve problems	3.3	3.5	2.7
Helping people to improve community safety	3.3	3.5	2.7
Helping stop neighborhood nuisance problems	3.3	3.4	3.0
Showing citizens how they can work together to make neighborhoods safer	3.2	3.3	2.5
Giving useful information about other agencies that may also be able to help	3.2	3.1	2.7
Stopping crime problems in your neighborhood	3.1	3.4	2.6
Involving the community in fighting crime	3.1	3.5	2.4

C. RESPONDENTS ASK FOR A MORE VISIBLE, AVAILABLE POLICE PRESENCE, MORE TO BE DONE ABOUT ISSUES THAT ARE NOT 9-1-1 CALLS, AND WILLINGNESS TO WORK MORE CLOSELY WITH THE COMMUNITY. AFRICAN-AMERICANS ARE MORE LIKELY THAN OTHERS TO ALSO ASK FOR A CHANGED ATTITUDE AND MORE RESPECT.

All respondents – not just those with police contact in the last year – were asked what *one* recommendation they would make to the Portland Police Bureau about how to improve services to their neighborhood.

As in the previous surveys, the most frequent recommendation is to increase police visibility and general availability in one's neighborhood. About a quarter make this type of general recommendation.

The next most frequently mentioned category (22% overall) is from respondents who single out specific types of crime and disorder problems in their neighborhoods and express a desire for police to improve the ability to address such issues. Almost without exception the types of issues that respondents raise are criminal in nature, but are not 9-1-1 calls and not the type of problem where a recurrence can be prevented as a result of a one call – drug houses, drug dealing, car prowls, intimidating behavior, graffiti, vandalism, and similar issues that can sometimes become chronic before they are addressed.

Two other broad categories earn mentions by at least 10%. About one in ten use their one recommendation to express a desire to have police officers get to know, and work more closely with, the community, while another one in ten essentially explain that the level of safety in their neighborhood is satisfactory and they would therefore like to see whatever effort is being done in that regard to remain.

To gain a better understanding of sensitivities around police misconduct issues, comments that were specifically critical of officers' attitude or behavior (as opposed, for example, to criticizing community safety priority or emphasis) were grouped into a single location to gain additional insight into the current level of concern. On this issue, a significant difference by race occurs – African-Americans (15%) are more than twice as likely to offer these comments than are Latinos (7%) or the predominantly White-Caucasian citywide population (6%). However, as the following table indicates, the overall finding across all groups have more similarities than differences.

While there are differences among these data and the previous surveys, we cannot draw hard conclusions about them because of the qualitative nature of the question. Because of the necessarily subjective process of "coding" open-ended answers into selected categories, even relatively large differences should not be attributed to changes in opinion over time without other data to support such a finding.

RECOMMENDATIONS TO THE PORTLAND POLICE BUREAU

Q: If you could make one recommendation to the Portland Police Bureau about how they could improve services to your neighborhood, what would it be?

Recommendation	Citywide Feb 05 n=605	Hispanic/ Latino n=200	African American n=200
Be more visible, quickly available to deal with crime	24%	25%	24%
More patrolling	10%	16%	13%
More visibility in the neighborhood	8%	4%	6%
More officers	3%	1%	2%
More night patrolling	2%	3%	1%
Improve response time (often for lower priority calls)	1%	1%	4%
Do more to stop "non-emergency" crime problems	22%	25%	15%
Reduce traffic/speeding problems	8%	10%	4%
Stop drug houses, meth, drug dealers	6%	3%	3%
Do more about nuisances, car clouts, other disorder	5%	8%	6%
Do more about problems with transients	1%	1%	0%
Crack down on graffiti/vandalism	1%	1%	0%
More proactive/responsive	1%	0%	0%
Focus on kids/gangs	0%	3%	2%
Get to know/work more closely with community	10%	11%	11%
More officer/citizen communication	3%	3%	2%
Officers more involved in community	3%	2%	8%
More foot/bike patrols	2%	2%	1%
More information to aid, encourage community action	2%	4%	0%
Satisfied, keep doing the same	10%	6%	10%
Change attitude, reduce discrimination, disrespect	6%	7%	15%
Improve attitude/respect toward citizens	4%	2%	3%
Less discrimination/bias	1%	2%	6%
Reduce shooting incidents	1%	1%	4%
More diverse department	0%	1%	2%
More bilingual/cultural understanding	0%	2%	1%
Other responses	6%	6%	5%
Concentrate on serious crime only	1%	2%	1%
Keep criminals in jail	1%	1%	0%
Various others	4%	3%	4%
No recommendations to offer	22%	22%	23%

V. Awareness and Participation in Public Safety Activities

A. REPORTED NEIGHBORHOOD ASSOCIATION AWARENESS CONTINUES TO INCREASE. HOWEVER, AWARENESS BY BOTH LATINOS AND AFRICAN-AMERICANS IS LOWER.

In a question that was asked in its current format for the first time in the 2000 survey, respondents were asked if they know the name of the neighborhood association that represents the area where they live. Citywide, the percentage of respondents who say they can name their local neighborhood association has increased to the highest recorded to date – 48% – with all precincts showing gains except Northeast.

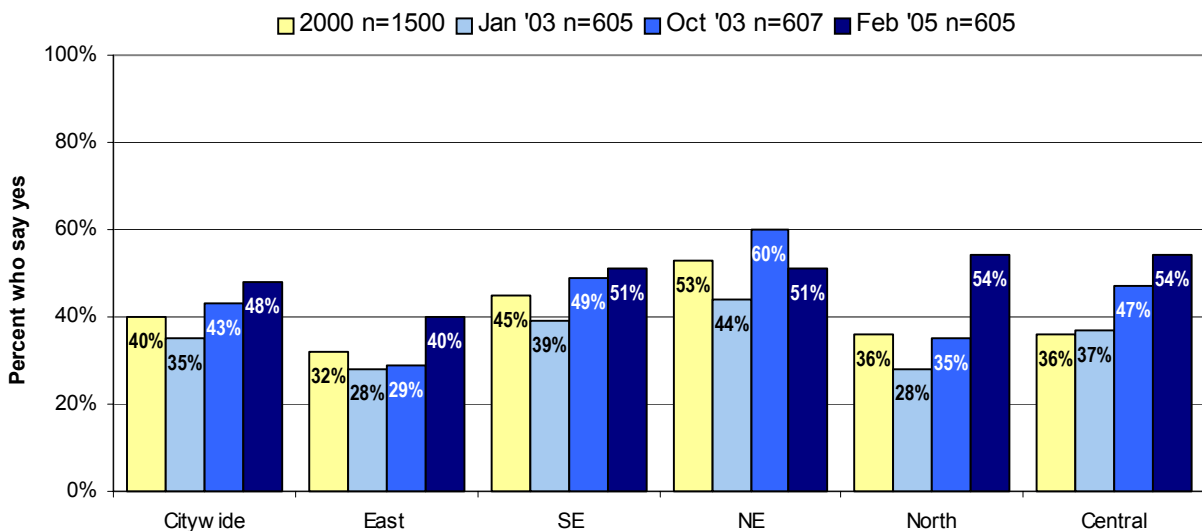
There are significant differences on this question when the results are analyzed by the two ethnic/racial over-samples. Latinos, who, on average, have lived in their neighborhoods for less than half the time of the overall population are also significantly less likely to know the name of their neighborhood association (30% compared to 48%). While a reasonable argument can be made suggesting that this disparity, for Latinos, may have some relation to length-of-time in the neighborhood, the reason for a similar disparity between African-Americans and the general population is not as easy to characterize. African-Americans in Portland, whose averages for length-of-time in the city are *higher* than the general population and are about *equal* to the general population for length-of-time in the neighborhood, are also much less likely to say they are familiar with the name of their neighborhood association (34% compared to 48%).

Neighborhood Association Awareness

Sample sizes for city-wide data are shown.

Sample sizes for precincts vary by precinct and benchmark year.

Q. Do you know the name of the neighborhood association that represents the area where you live?



B. THE LEVEL OF INVOLVEMENT IN PUBLIC SAFETY MEETINGS BY RESIDENTS APPEARS TO BE INCREASING.

All respondents were asked if they attended a block meeting, a neighborhood or business association meeting, or some other type of committee or organization meeting to discuss public safety issues. In addition, two new questions were added this year to assess whether respondents had communicated with multiple neighbors via e-mail or phone regarding a public safety issue. The new questions plainly have a skewing impact on the overall participation level (most of the apparent increase from 19% overall participation to 49% is a result of the difference in the way the question is asked and not due to a dramatic increase in participation). Nevertheless, even the other questions that have been asked in the past indicate some increase in participation, reversing a declining trend that had been in place for some time.

Regarding the new questions added this year, the findings underscore the results of other research conducted on the question of on-line organizing. Portland neighbors are six times more likely to have spoken by phone or in-person with other neighbors (37%) than to have corresponded with them via e-mail (6%).

In previous analyses we have noted the correlation between rising and falling police contact rates and rates of involvement overall. That correlation is holding up – contact rates are up and involvement indicators have risen as well.

Analysis of the question by the racial and ethnic over-samples indicates that both African-Americans and Latinos are somewhat less likely to have taken the steps asked about in the last year, with the exception of the criterion “Participated in any other type of committee or organization for the purpose of addressing crime or nuisance issues in Portland” on which African-Americans (11%) are somewhat more likely than the general population (7%) to say “Yes.”

INVOLVEMENT IN PUBLIC SAFETY ACTIVITIES

Q: Please tell me if, in the last 12 months, you have [see options in table below]...

IF YES TO ANY ACTIVITY: And have you taken a particularly active role in any of the activities we just discussed? For example, make organizing phone calls, serve on a subcommittee, walk in a foot patrol, write letters, run meetings, or other such activities?

Type of Activity	1994 n=1,500	2000 n=1,500	Jan '03 n=605	Oct '03 n=607	Feb '05 n=605
Attended a meeting of neighbors in your block to discuss crime or nuisance problems	12%	7%	7%	8%	13%
Attended a meeting of your local neighborhood or business association	12%	11%	11%	13%	17%
Spoke by phone or in person with neighbors from at least two other households regarding a crime or nuisance issue in your neighborhood	NA	NA	NA	NA	37%
Participated in email or other online communication with neighbors from at least two other households to address crime or nuisance issues in your neighborhood	NA	NA	NA	NA	6%
Participated in any other type of committee or organization for the purpose of addressing crime or nuisance issues in Portland	7%	5%	4%	6%	7%
Total participating in any manner:	22%	17%	16%	19%	49%*
Total who taking a particularly active role:	7%	4%	5%	6%	7%

* The difference between the 2005 results and the previous years, on the "Total participating..." line is primarily an artifact of the way the question was changed in 2005 and does not indicate the dramatic rise in involvement that it would otherwise suggest. As such, to warn the reader of the difference, we have shown the results for the preceding years in gray on that line in the chart.

C. TV AND *THE OREGONIAN* CONTINUE TO BE THE INFORMATION SOURCES RESIDENTS CONSULT MOST FOR INFORMATION ABOUT THE POLICE BUREAU.

Residents were asked which information sources they have consulted in the last year to receive information about the Portland Police Bureau. Respondents remain most likely to gather information from TV (74%) or *The Oregonian* (69%). Radio, along with information from “friends, neighbors, or acquaintances” form a second tier at 49% each, followed by a third tier that includes the *Portland Tribune*, *Willamette Week*, and community newspapers.

While there are differences by the two racial and ethnic over-samples on this question, the overall rankings are roughly similar, though use of cable public access channels would move up a few places, compared with the overall population, for both.

SOURCES OF INFORMATION ABOUT POLICE BUREAU

Q: *From which of the following sources have you received information specifically about the Portland Police Bureau in the last 12 months?*

Sources	1998 n=1,250	2000 n=1,500	Jan '03 n=605	Oct '03 n=607	Feb '05 n=605
Local television news	69%	60%	58%	76%	74%
<i>The Oregonian</i>	68%	59%	54%	73%	69%
Radio	43%	38%	30%	53%	49%
Friends, neighbors, acquaintances	40%	36%	23%	36%	49%
Community newspaper	30%	30%	23%	38%	39%
<i>The Portland Tribune</i>	NA	NA	28%	38%	36%
<i>Willamette Week</i>	23%	26%	25%	32%	33%
Neighborhood association newsletter	25%	24%	18%	29%	27%
Media websites	NA	NA	NA	NA	19%
Cable public access	NA	NA	11%	17%	16%
Police Bureau's web site	1%	2%	5%	4%	6%
Internet-only websites	NA	NA	NA	NA	4%
Others	2%	1%	2%	4%	2%
Don't know	7%	11%	13%	5%	1%

VI. Respondent Demographics

The purpose of asking demographic questions in each benchmark is to allow analysis of subsets of the data by demographic segment and, as a quality-control measure, to verify similarities among data sets in each benchmark. The following section compares the demographic profile of the baseline survey and the follow-up benchmarks.

A. LENGTH OF RESIDENCY IN PORTLAND HAS REMAINED STEADY OR LENGTHENED SLIGHTLY. NEIGHBORHOOD TURNOVER RATES REMAIN SIMILAR TO PREVIOUS SURVEYS BUT ALSO APPEAR TO HAVE SLOWED DOWN SOMEWHAT.

Overall, about one-fifth of all respondents (21%) have lived in Portland 5 years or fewer, while 45% have lived in their neighborhoods 5 years or fewer. While these turnover rates are slightly lower than those recorded in previous years, the findings continue to underscore the need to communicate messages repeatedly. On average, respondents have lived 24 years in Portland and 13 years in their current neighborhoods. African-Americans, on average, have been in Portland longer (31 years) and in their current neighborhood about the same amount of time (13 years). Latinos show much shorter lengths of time for both, with averages of 12 years in Portland and just 6 years in their current neighborhood.

LENGTH OF TIME IN PORTLAND

Q: *How long have you lived in the City of Portland?*

Length of Residency In Portland	1994 n=1,500	2000 n=1,500	Jan '03 n=605	Oct '03 n=607	Feb '05 n=605
Less than 1 year	4%	6%	3%	3%	4%
1-2 years	7%	8%	6%	6%	7%
3-5 years	13%	10%	15%	9%	10%
6-10 years	13%	12%	12%	15%	13%
11-20 years	18%	18%	20%	16%	21%
21-40 years	27%	26%	24%	29%	24%
41 years or more	19%	21%	20%	21%	21%

2005 Length of Residency In Portland	Citywide Feb '05 n=605	Hispanic/ Latino n=200	African- American n=200
Less than 1 year	4%	2%	1%
1-2 years	7%	13%	2%
3-5 years	10%	18%	4%
6-10 years	13%	25%	8%
11-20 years	21%	28%	18%
21-40 years	24%	14%	40%
41 years or more	21%	2%	28%
Mean years in city	24	12	31

LENGTH OF TIME IN NEIGHBORHOOD

Q: *And how long have you lived in your current neighborhood?*

Length of Residency In Neighborhood	1994 n=1,500	2000 n=1,500	Jan '03 n=605	Oct '03 n=607	Feb '05 n=605
Less than 1 year	13%	12%	10%	10%	9%
1-2 years	14%	16%	19%	14%	17%
3-5 years	21%	17%	19%	16%	19%
6-10 years	15%	17%	16%	17%	17%
11-20 years	17%	16%	16%	18%	19%
21-40 years	16%	15%	14%	17%	12%
41 years or more	4%	5%	5%	7%	7%

2005 Length of Residency In Neighborhood	Citywide Feb '05 n=605	Hispanic/ Latino n=200	African- American n=200
Less than 1 year	9%	10%	7%
1-2 years	17%	26%	17%
3-5 years	19%	29%	21%
6-10 years	17%	20%	17%
11-20 years	19%	12%	17%
21-40 years	12%	5%	16%
41 years or more	7%	0%	6%
Mean years in neighborhood	13	6	13

B. HOUSEHOLD INCOMES SHOW ONLY SLIGHT CHANGES SINCE 2000.

While income questions reveal significant increases in income during the second half of the 1990s, incomes have stayed relatively flat since then. Both African-Americans and Latinos show significantly lower incomes when compared with the overall population. However, this is another example where an apparent shared difference from the citywide population is probably not rooted in the same cause. As such, comparisons between the two groups should be done with considered care. For example, the age profiles of the two groups are very different, which can correlate with income in various ways. The Latino population, on average, is more than a decade younger than either the African-American or citywide populations (see page 39) and also has a much smaller portion that is in the 65 and older segment.

HOUSEHOLD INCOME

Q: *Was your total household income in 2004...?*

Income Range	1994 n=1,500	2000 n=1,500	Jan '03 n=605	Oct '03 n=607	Feb '05 n=605
Under \$25,000	31%	19%	19%	23%	22%
\$25,000-\$34,999	17%	13%	12%	11%	11%
\$35,000-\$49,999	22%	19%	17%	16%	16%
\$50,000 and over	19%	31%	30%	36%	34%
Refused	11%	19%	21%	15%	17%

2005 Income Range	Citywide Feb '05 n=605	Hispanic/ Latino n=200	African- American n=200
Under \$25,000	22%	23%	30%
\$25,000-\$34,999	11%	21%	18%
\$35,000-\$49,999	16%	19%	17%
\$50,000 and over	34%	22%	16%
Refused	17%	16%	20%

C. EDUCATION LEVELS SHOW CONTINUED IMPROVEMENT SINCE THE BASELINE SURVEY. LARGE DIFFERENCES BY RACE AND ETHNICITY ARE APPARENT.

Overall, the education level of city residents continues to increase from the rates first measured in the 1990s. However, while better than three-quarters of Portland residents have at least some college education today, that figure drops to just slightly more than half for both African-Americans and Latinos. Trend data are not available for the minority over-samples, as 2005 is the first year that those over-samples were added to ensure large enough subsamples for valid statistical analysis.

EDUCATION LEVELS

Q: *What is the last year of education you had the opportunity to complete?*

Education Level	1994 n=1,500	2000 n=1,500	Jan '03 n=605	Oct '03 n=607	Feb '05 n=605
High school or less	33%	26%	25%	23%	22%
Some college	32%	28%	27%	28%	26%
College graduate	24%	25%	29%	26%	27%
Some post-graduate	6%	7%	5%	6%	6%
Master's degree or higher	10%	13%	12%	16%	18%

2005 Education Level	Citywide Feb '05 n=605	Hispanic/ Latino n=200	African- American n=200
High school or less	22%	45%	43%
Some college	26%	23%	37%
College graduate	27%	19%	14%
Some post-graduate	6%	3%	1%
Master's degree or higher	18%	9%	4%

D. THE AGE PROFILE OF RESPONDENTS IS CONSISTENT WITH PREVIOUS SURVEYS. THE AGE PROFILE FOR LATINOS IS MUCH YOUNGER.

The 2005 survey shows a slightly older age profile for Portland overall, with a decidedly younger age profile for Latinos.

AGE OF RESPONDENTS

Q: *What is your age, please?*

Age Range	1994 n=1,500	2000 n=1,500	Jan '03 n=605	Oct '03 n=607	Feb '05 n=605
18-24	8%	8%	9%	6%	6%
25-34	22%	17%	20%	18%	17%
35-44	26%	21%	20%	17%	19%
45-54	16%	22%	20%	22%	21%
55-64	10%	11%	12%	17%	15%
65 or over	18%	17%	15%	18%	20%
Average adult age	46	47	44	49	50

2005 Age Range	Citywide Feb '05 n=605	Hispanic/ Latino n=200	African- American n=200
18-24	6%	16%	12%
25-34	17%	36%	15%
35-44	19%	26%	18%
45-54	21%	11%	18%
55-64	15%	7%	15%
65 or over	20%	4%	20%
Average adult age	50	37	49

E. THE CITYWIDE SAMPLE, AS CENSUS RESULTS WOULD PREDICT, IS PREDOMINATELY WHITE-CAUCASIAN.

The racial/ethnic makeup of the respondent base has remained relatively consistent, with only small changes since the sample began in 1994.

RACIAL OR ETHNIC BACKGROUND

Q: *For classification purposes, with what racial or ethnic group do you most closely identify?*

Racial or Ethnic Background	1994 n=1,500	2000 n=1,500	Jan '03 n=605	Oct '03 n=607	Feb '05 n=605
White Caucasian	88%	83%	83%	86%	85%
Hispanic	1%	2%	4%	3%	3%
Asian-Pacific	2%	3%	2%	2%	3%
African-American	4%	4%	2%	4%	2%
Multiracial	2%	3%	3%	3%	2%
Native American	1%	1%	1%	1%	1%
Other/Refused	1%	5%	5%	4%	4%

F. AS SEEN IN PREVIOUS SURVEYS, TWO-THIRDS OF RESPONDENTS OWN THEIR HOMES.

Similar to all previous surveys, two-thirds of respondents own their homes and one-third rent. In contrast, African-Americans show an almost exact 50/50 split on owning versus renting, while Latinos in the sample are slightly more likely to own than rent (57% compared to 43%).

V. Perceptions of Stop Decisions

Many measurements are used to collection information that may shed light on the fairness of police officers, including tracking the number and nature of fairness complaints made over time and documenting the race and ethnicity of persons stopped by police. Studies have also been conducted where persons who were stopped were asked if they thought the stop was fair and police officers doing the stop were asked whether they did so for appropriate reasons.

Obviously, these methodologies all rely on the *perception* of someone – either the officer or the person stopped. Equally obvious, the two parties closest to a stop event – the person who is stopped and the officer who initiates it – are the *least* likely to give objective answers to a researcher. For this reason, common ground about the meaning of the resulting data can be hard to find. The natural human biases in such approaches compromise the odds of citizens, policy makers, and managers agreeing on the meaning of data derived through these methodologies.

The perception measurement used in this survey is designed to give managers and policy makers a clean measure of the one aspect of the police profiling debate that should rest on solid, common ground. That is, regardless of *why* there are strained relations between minority communities and the Police Bureau, all parties can agree that tensions do exist and that reducing the size of *that* problem will benefit all. Regardless of the cause of whatever level of perceived unfairness is recorded, it provides all concerned with a common measurement against which to evaluate progress or retreat over time with the communities in question.

Because perceptions do change over time, we also designed the research to measure the perception of whether police fairness levels have improved, grown worse, or stayed the same. If unfairness increases significantly, then over time an increasing number of respondents will begin to note that in this type of survey. As such, this survey can give a good initial reading on the trend on this issue in Portland today. In addition, it can serve as a benchmark to be used to evaluate changes in such perspectives over time.

A. THE REPORTED RATE OF PERSONALLY BEING STOPPED IS STATISTICALLY SIMILAR, REGARDLESS OF RACE OR ETHNICITY. BUT WHEN THE QUESTION IS EXPANDED TO HOUSEHOLD EXPERIENCE IN THE LAST YEAR, A SIGNIFICANT DIFFERENCE APPEARS.

To gain perspective on stop information, we first asked respondents if they or any member of their household had been stopped and questioned by a Portland police officer in the past 12 months. Overall, 12% of Portland's population, citywide, indicate having personally been stopped by a Portland police officer. While this percentage is slightly lower than the 14% rate reported by both Latinos and African-Americans, the difference is not statistically significant.

Comparing these data on personal stop rates to other data sets, again, may help set some context but will not allow for direct comparability:

- ▶ Nationally, the April 2005 report by the Bureau of Justice Statistics, *Contacts between Police and the Public: Findings from the 2002 National Survey* indicates that the reported rate for being in a traffic stop in the last year is essentially identical for white, black, and Hispanic drivers – at about 9% for each group nationally.¹ Although this is a more narrow statistic than the one collected in the Portland survey (which also includes less-frequent non-traffic-related stops), it may suggest that drivers in Portland are perhaps slightly more likely to be stopped than drivers are, on average, nationally.
- ▶ The last time this question was asked in the Portland area, as part of a statewide survey conducted by Campbell DeLong Resources, Inc. in 1999, African-Americans reported a personal stop rate of 19% compared to 17% for non-African-Americans living in the same geographic areas. While this may suggest a decline in the overall stop rate, the 1999 survey counted stops by any Oregon police officer, not just members of the Portland Police Bureau.

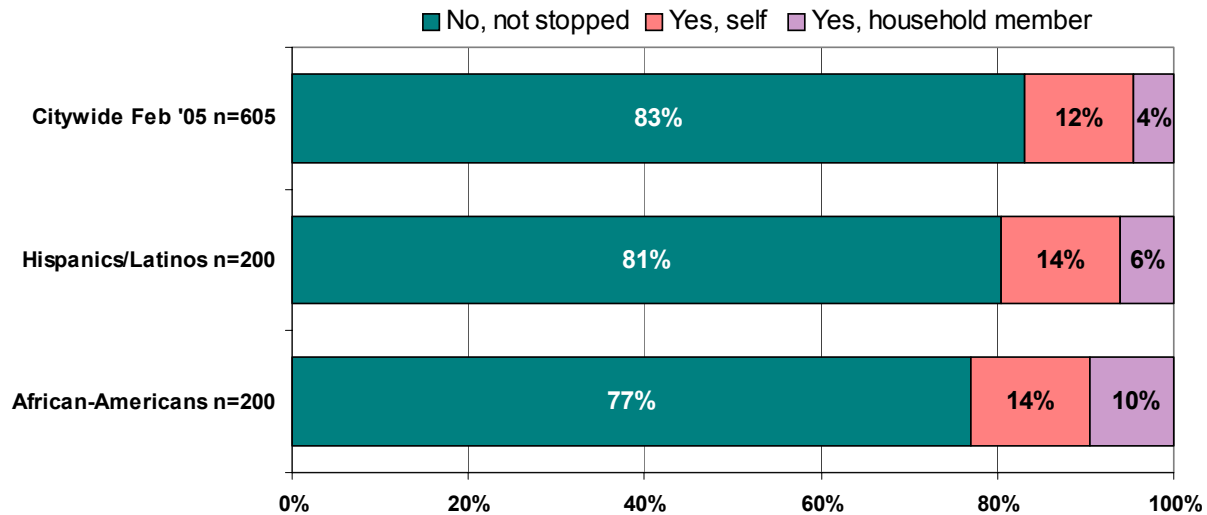
The current survey for the City of Portland also goes beyond measurements of personal stops and provides potentially important findings on overall household stop rates as well. While only insignificant differences appear when personal stop rates are asked about, when the question encompasses the experience of the *household*, a significant difference does appear: African-Americans are significantly more likely to say that another member of the household has been stopped than is the general population as a whole. As has been seen in other questions in this survey as well, the responses of Latinos also show a difference from the overall population when household stop rate is included. However, the difference from the general population reported by Latinos does not meet the same test for validity. It is valid at the 85% confidence level, but not the industry-standard 95% confidence level. This certainly suggests that the difference is likely real, but we cannot report it at the same level of confidence.

¹ Although the BJS national study found no difference by race in the likelihood of being stopped, significantly it *did* find that blacks and Hispanics who were stopped reported a significantly greater frequency of adverse action being taken during the stop – e.g. being ticketed, arrested, searched, or handcuffed more often than their white counterparts.

HOUSEHOLD STOPS IN PAST YEAR

Q: In the past 12 months have you or any member of your household been stopped and questioned by a Portland police officer for any reason, including a possible traffic violation?¹

IF NECESSARY: This would include any situation where a person is stopped and questioned in connection with a possible violation of a traffic law or because the officer believes the person may have committed, or is about to commit, a crime.



¹ Note: While the question permitted respondents to answer *yes* twice, once for personally having been stopped and once for another household member having been stopped, the chart shown treats the data as a single response question, showing all who indicated personally having been stopped and then adding those who were not stopped themselves but had others in the household stopped. This allows for a cleaner analysis, while the difference in percentages is small in all cases and the resulting conclusion is unchanged.

B. THE MOST COMMON REASON REPORTED FOR HAVING BEEN STOPPED IS A TRAFFIC VIOLATION.

Respondents who reported a household stop were asked the reason provided by the officer for the stop. Most indicated some type of vehicle or traffic issue. Other answers have been categorized and displayed in the table below. When reviewing the following information keep in mind that interviewers had the option of either checking a box indicting “traffic violation” or filling in a different, verbatim answer. As such, additional detail on the nature of the traffic violation is not available in these data.

RECALL OF REASON GIVEN BY OFFICER FOR MAKING THE STOP

Asked only of those who reported having been stopped

Q: *In general, what reason was given by the officer for making the [most recent] stop?*

Reason for Stop	Citywide Feb '05 n=102	Hispanic/ Latino n=39	African- American n=46
Traffic & vehicle issues	75%	69%	67%
Traffic violation, generally	68%	67%	62%
Tinted windows	0%	0%	4%
Expired tags, lights	8%	3%	0%
Investigating/suspicious circumstances	15%	23%	24%
Suspicious activity or circumstances	8%	5%	4%
Curfew/late night activity	3%	8%	7%
Investigation suspicious acts of others	2%	8%	11%
Matched description of a suspect	2%	3%	2%
Jaywalking and other acts	5%	5%	4%
Jaywalking	4%	0%	0%
Committing violation or other act	1%	5%	4%
Do not recall a valid reason given	2%	3%	2%
Thought I was profiled	1%	0%	2%
No, or insufficient, reason given	1%	3%	0%
Other or not related to a stop	3%	0%	2%

C. AFRICAN-AMERICANS AND LATINOS ARE MUCH MORE LIKELY TO PERCEIVE UNFAIR TREATMENT REGARDING RACE, SKIN COLOR, OR NATIONAL ORIGIN.

The difference by race and ethnicity reported earlier in this report are often ones of relatively small degree. However, as we have seen in other research, the differences found among the sampled groups, when respondents were asked about their opinions of the level of police fairness, are stark, substantial, and statistically very significant.

Interviewers first asked respondents for an overall assessment of the level of fairness exhibited by Portland police officers. After answering this question, respondents were asked to rate Portland police officers' level of fairness regarding a number of specific issues. The questions are reproduced here, for clarity of understanding:

8. Whether or not you, yourself, have been stopped recently, please tell me your opinion of how often, if at all, Portland police allow unfair reasons to influence their decision to stop a person.

Please answer using a scale from 0 to 10 where 0 means you believe Portland police today *virtually never* stop people for unfair reasons and 10 means that Portland police today *routinely* stop people for unfair reasons.

VIRTUALLY NEVER UNFAIR	ROUTINELY UNFAIR
0.....1.....2.....3.....4.....5.....6.....7.....8.....9.....10	

9. Now I'll read you some reasons others have given when discussing the fairness of stop decisions and ask your opinion of whether Portland police use the reason unfairly to stop people. Please answer using the same 0 to 10 scale, *again* where 0 means you believe Portland police *virtually never use the reason to stop a person unfairly* and a 10 means you believe Portland police *routinely stop people unfairly for that reason*. The first reason I'd like you to rate is...

THE FOLLOWING LIST IS THEN READ, WITH THE ORDER OF ITEMS RANDOMIZED FOR EACH INTERVIEW:

- a. The person's race, color, or national origin
- b. The person's gender, that is whether the person is male or female
- c. The person's age
- d. The time of day that a vehicle is on the road
- e. The color of the car
- f. The condition of the car
- g. The make or model of the car

The results plainly show that, while the general population does perceive a problem, both African-Americans and Latinos in Portland are much more likely to rate Portland police officers as unfair on the range of issues researched. Key findings include the following:

- ▶ **The citywide population perceives a problem.** Before discussing the very significant differences seen by race and ethnicity, it is important to point out that there is a tendency of the general population in Portland to perceive unfairness at the Portland Police Bureau on the issue of race, color, and national origin as well. Overall, the citywide population gives the Portland Police Bureau fairness ratings that tilt toward the more fair end of the spectrum on all criteria with the exception of the issue of “race, color, or national origin.” On that criterion, they provide an overall rating of 5.3 with about a quarter providing a rating at the very highest end of the scale – an 8, 9, or 10.
- ▶ **African-Americans, in particular, provide average ratings that are almost exclusively on the “routinely unfair” half of the scale.** This includes providing an average rating of 7.1 on the issue of “race, color, or national origin” – a rating indicating very strong and widely held perceptions that Portland police officers are frequently unfair regarding this issue. In fact, *over half* of African-Americans surveyed – 54% – provide a rating at the very highest end of the scale – an 8, 9, or 10 – while more than one-quarter (28%) provide the highest possible rating of 10 – telling researchers they believe Portland police officers *routinely* stop people unfairly due to the person’s race, color, or national origin.

It is also important to note that when similar questions were asked in a 1999 survey conducted for the State of Oregon (Oregon Governor’s Public Safety Planning and Policy Council), similar results were found for the African-American sample. Although the previous study was conducted statewide, in the case of African-Americans it is valid to consider a comparison of the two as the great majority of African-Americans in the state, and in that previous study, live in Portland.

- ▶ **Latinos also provide ratings that are considerably more negative than the city population as a whole.** However, Latino ratings are not as negative as the ratings provided by African-Americans. Latinos’ average rating on the issue of race, color, or national origin is 5.8, higher than the 5.3 provided by the general population. However, it is also significantly lower than the 7.1 cited above for African-Americans. In addition, 37% provide a rating of 8, 9, or 10, and 16% give a rating of 10. (While these figures do appear similar to ratings tracked statewide in 1999, comparisons are more difficult to make in the case of Latinos, as the geographic distribution of the earlier sample is dispersed well beyond the Portland area.)
- ▶ **Those who have been in contact with the Police Bureau in the last year give *worse* ratings.** Those who have been in contact with the Portland Police Bureau about a crime or public safety problem in the last year give the Portland Police Bureau *worse* fairness ratings than do those who have not been in contact in the last year. In other words, residents who are in contact with the Bureau – typically seeking assistance from police – are less likely to have a positive impression about the Bureau’s level of fairness than are those who haven’t made contact. The *overall* unfairness rating is 4.9 for those who have had contact compared with 3.9 for those who have not. On the issue of race

specifically, the ratings are 5.8 and 5.0, respectively. Among African-Americans the same type of difference is apparent on the issue of perceived racial unfairness, with an average of 8.3 for those who have had contact, compared to 6.8 for those without contact. Interestingly, while the Latino subset also shows the same type of difference in perception, the difference is far less pronounced than it is in the citywide or African-American populations.

Additional analysis was done to confirm this finding by sorting the data to look at those who have had contact with the Bureau and were not stopped in the last year – that is, those whose contact was very likely initiated by the respondent (which is the majority of those with contact). Even among those specific subgroups, the finding remains that, in the citywide population and among African-Americans, even such voluntary contact with the Bureau is more closely associated with *increased* perceptions of unfairness than *decreased* perceptions of unfairness.

Various factors may be contributory to this finding. First, unlike the performance ratings examined earlier in this report, these ratings are provided by both those who had contact with the Portland Police Bureau in the past year *and* by those who did not – so the opportunity to look at that difference exists on this question where it does not on some others. Second, more information would be needed to determine the degree to which, for example, those with contact are more negative on this question out of a general sense of disappointment regarding the resolution of their contact-causing problem or as a result of a more narrowly defined disappointment associated with issues specifically related to fairness alone. Either way, however, the finding raises serious concerns about why citizens' self-initiated contacts with police should correlate with viewing issues of police-community trust in a worse light.

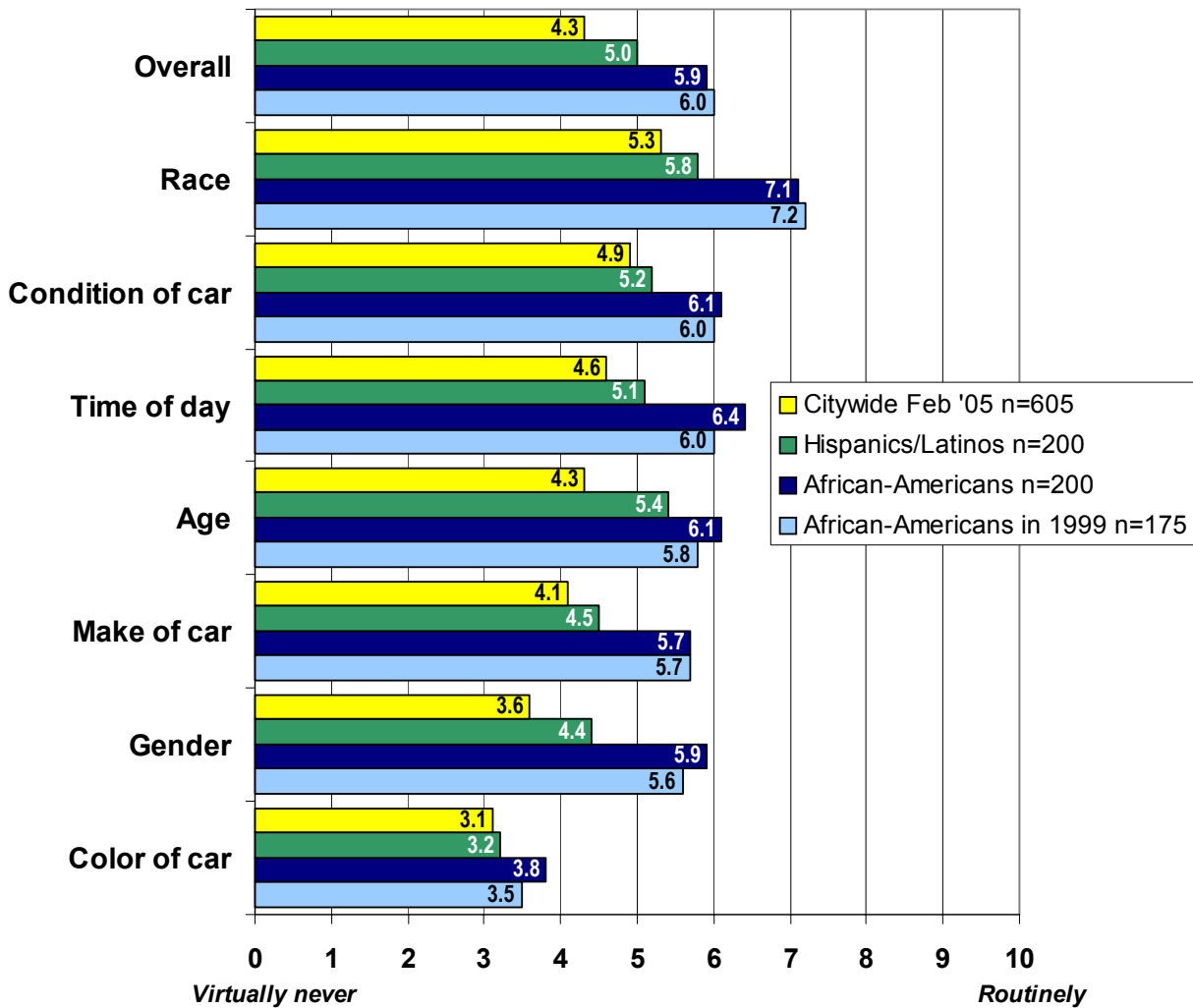
- ▶ **When asked for other types of unfairness, various ideas are offered, but none are widely mentioned.** When asked in a follow-up question to name *any other reasons* the respondent believes police sometimes use to stop a person unfairly, most respondents don't offer reasons beyond those read to them by the interviewer. A few repeat one of the issues already discussed. The most common "other" response, provided by 4% overall is *area of town*, followed by a few mentions of various issues including *appearance*, *ticket quotas*, *number of people in car*, *driving "behavior,"* and a few who suggest that officers stop people unfairly when the officer is in a bad mood.

PERCEIVED LEVEL OF UNFAIR TREATMENT BY PORTLAND POLICE OFFICERS

Q: *Whether or not you, yourself, have been stopped recently, please tell me your opinion of how often, if at all, Portland police allow unfair reasons to influence their decision of when to stop a person.*

Please answer using a scale from 0 to 10 where 0 means you believe Portland police today virtually never stop people for unfair reasons and 10 means that Portland police today routinely stop people for unfair reasons

For complete text of the questions asked, see discussion on page 45.

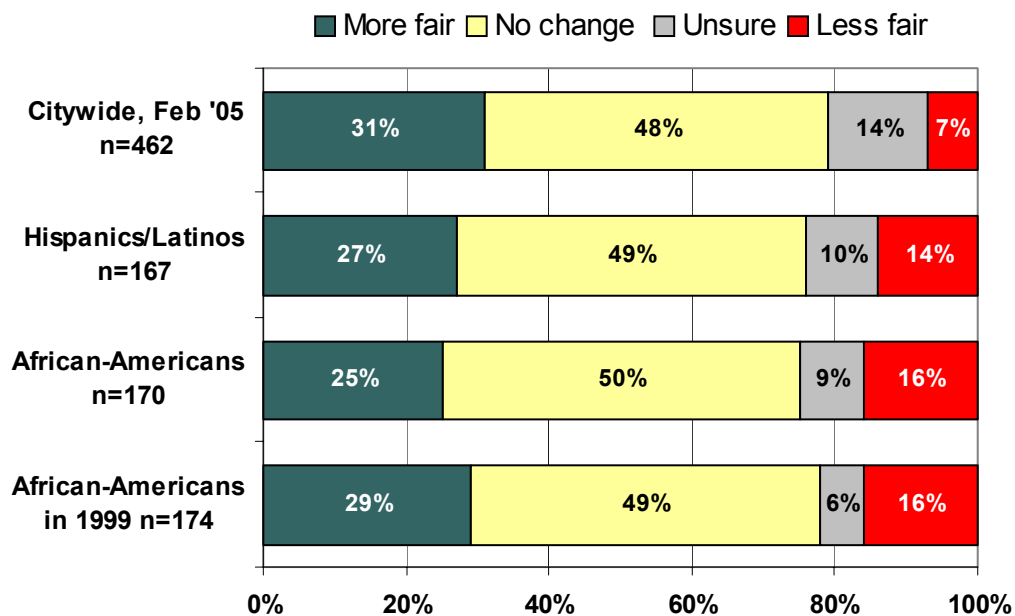


D. WHILE MOST SAY THERE HAS BEEN NO CHANGE IN FAIRNESS LEVELS, AMONG THOSE WHO PERCEIVE A RECENT DIFFERENCE, RESPONDENTS ARE MORE LIKELY TO SEE A CHANGE FOR THE BETTER. VARIATION BY RACE, ETHNICITY REMAIN SIGNIFICANT.

As the chart below indicates, the citywide population is more likely to see a change for the better in the last year on the issue of race, color, or national origin by a margin of better than 4 to 1 (31% to 7%). In contrast, Latinos perceive improvement by a margin of 2 to 1 (27% to 14%) and African-Americans by just 3 to 2 (25% to 16%). Regardless of race or ethnicity, those who say police have become more fair tend to give reasons based on personal experience or impressions gained from the media. Those who say police have become less fair give reasons associated with the news of recent shootings, the experience of acquaintances or friends, and their own personal experience in approximately equal portions.

PERCEIVED TREND IN RACIAL FAIRNESS OF STOP DECISIONS BY PORTLAND POLICE OFFICERS

Q: *Based on anything you have heard or experienced regarding the issue of Portland police officers allowing perceptions of race, color, or national origin to unfairly influence stop decisions, would you say that, in the last 12 months, Portland police have been more fair than they had been in previous years, less fair than in previous years, or that there has been no change – that the level of fairness in the last year has been about as good, or as bad, as it had been in previous years?*



E. THOSE WHO BELIEVE POLICE HAVE BEEN MORE FAIR RECENTLY CITE THE PRESSURE OF PUBLICITY ABOUT RECENT ISSUES AND PERSONAL EXPERIENCES OR OBSERVATIONS FOR THE BASIS OF THEIR PERCEPTION.

In general, the most frequent mention for why Police may have become more fair is the publicity of recent issues and the resulting pressure that may have had on the Bureau. Some also relate personal stories, the stories of others, or note that they have heard about changes in the Bureau. For others, it is simply that they have not heard as much bad publicity lately that drives their impressions that the Bureau may be improving on the issue of fairness. Sample sizes are small, and as such, it is important not to read too much significance into variations between one subsample and another.

REASONS SOME PARTICIPANTS SEE IMPROVED FAIRNESS IN THE LAST YEAR REGARDING THE ISSUE OF RACE

Multiple responses accepted, so columns add to over 100%

Q: ASKED ONLY OF THOSE INDICATING POLICE HAD BECOME MORE FAIR: *What have you heard or experienced that indicates to you that Portland police officers have become more fair in their stop decisions regarding the issues of race, color, or national origin in the past year?*

Reason for becoming <i>more</i> fair	Citywide Feb '05 n=142	Hispanic/Latino n=45	African-American n=42
Media and publicity	48%	18%	26%
Public awareness & pressure from media	21%	2%	14%
Less news about problems	19%	11%	7%
News stories, heard or read	8%	4%	5%
Experience and word of mouth	28%	44%	29%
Personal experience/observation	14%	20%	14%
Heard police are improving	10%	20%	10%
Experience of others	4%	4%	5%
Specifics about the Bureau	11%	4%	7%
New police chief	8%	4%	7%
More training	4%	0%	0%
Others	16%	36%	43%
Just think police are always fair	3%	0%	2%
Other	7%	13%	12%
Don't know	6%	22%	29%

F. REGARDING WHY SOME BELIEVE THAT PORTLAND POLICE ARE *LESS* FAIR REGARDING RACE, IT IS PLAIN THAT COMPARATIVELY RECENT SHOOTINGS OF MINORITIES AT STOPS HAVE CONTRIBUTED TO THE CURRENT REASONS FOR THE PERCEPTION.

Even though more minorities see police fairness around the issue of race *improving* in the last 12 months, a critical question is why each person who rated police as performing worse in the past 12 months did so. Many of the respondents who characterize the Portland Police Bureau as having become less fair on the issue of race in the past year do so, in part, because of awareness of recent police shootings. When specific incidents are singled out, the most commonly refer to are the May 2, 2003 shooting of Kendra James and the March 28, 2004 shooting of James Perez.

A review of the other comments certainly indicate that strong distrust, and even fear, of police is held by some Portlanders and certainly at a higher incident rate among African-Americans and Latinos. This further validates the finding that, regardless of the source of the problem, there remain measurable and significant issues to overcome in the area of Police-minority relations and partnerships.

However, when these responses are compared with the answers to a similar question asked in a 1999 study, it is possible that a small, silver lining can be discerned: compared to the earlier study's findings on this question, there are few descriptions of recent, direct, personal experiences – a statement we could not make in 1999. Instead, the statements are more likely to be based on what one has heard or read about recently, or based on more generalize statements about the past.

A summary of responses is shown in the following table. Note that sample sizes are very small.

**REASONS SOME PARTICIPANTS PERCEIVE DECLINING FAIRNESS
IN THE LAST YEAR REGARDING THE ISSUE OF RACE**

Small sample size caution: The sample sizes in the table are particularly small (for example, 4% equals just one respondent in the Latino and African-American columns). It is therefore particularly important to avoid drawing hard conclusions about differences between samples.

Q: ASKED ONLY OF THOSE INDICATING POLICE HAD BECOME *LESS* FAIR: *What have you heard or experienced that indicates to you that Portland police officers have become less fair in their stop decisions regarding the issues of race, color, or national origin in the past year?*

Reason for becoming <i>less</i> fair	Citywide Feb '05 n=34	Hispanic/ Latino n=23	African- American n=28
Media and publicity	65%	26%	32%
News about recent shootings	50%	22%	29%
Heard police more aggressive, shoot sooner	15%	4%	4%
Experience and word of mouth	21%	39%	39%
Experience of family or friends	15%	22%	18%
Personal experience	6%	17%	21%
Others	24%	35%	36%
Just think police are unfair/still profile	12%	26%	25%
Unrelated issue	3%	0%	4%
Don't know	9%	9%	7%

CONCLUSIONS & RECOMMENDATIONS

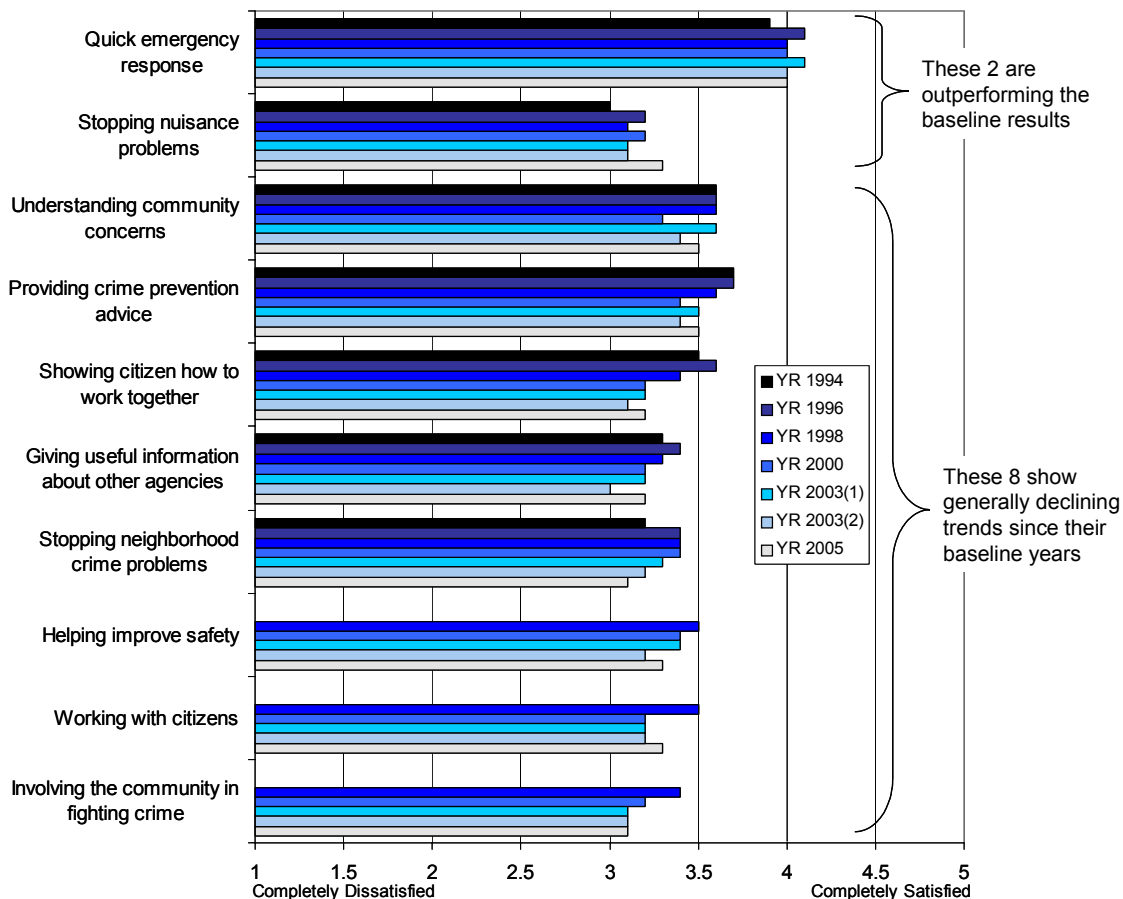
In a departure from previous reports developed for this series of benchmarks, the Portland Police Bureau has asked Campbell DeLong Resources, Inc. to provide, in addition to a summary of the research results, a discussion of our conclusions and suggested next steps based on the findings. The following section therefore provides Campbell DeLong Resources' conclusions and recommendations based on the current research as well as past experiences. This section is intended to provide both a summary of the key recommendations that grow directly from the research and to introduce our further judgments and recommendations based on a comparison of these findings with previous research.

1. DEVELOP AND IMPLEMENT STRATEGIES TO MOVE THE COMMUNITY POLICING PERFORMANCE INDICATORS, WHICH HAVE NOT SHOWN SIGNIFICANT IMPROVEMENT IN A DECADE.

Ten community policing performance indicators are now tested with each benchmark. Seven were developed for the original 1994 baseline and three additional factors were added in 1998 to provide better comparability to the Police Bureau's internal survey. The original intent of these indicators was to provide a measure of the degree to which Portland's transition to community policing had taken hold. Note that these indicators are evaluated only by those who have had recent contact with the Bureau – almost always voluntarily – and, as such, offer a straight-forward measure of recent perceived performance on these 10 community policing indicators. In 1994, with the transition to community policing still in its assumed infancy, the thinking was that if the right things are happening, the indicators should go up. On the whole, that hasn't happened.

What the indicators show, instead, is that for 8 out of 10 of the criteria, the early years constituted the clear high watermark. Only two indicators show evidence of perceived improvement sustained over time: emergency response speed (the consistently highest rated criterion) and the ability to stop neighborhood nuisance problems (one of the lower rated factors). All of the remaining criteria show generally declining trends with most earning ratings today that are only a few tenths of a point toward the "satisfied" side of the scale.

Performance measures should be used as feedback to drive strategic change and improve effectiveness. Using research in this manner can be a highly efficient means to achieve improvement. It is our frank opinion that it is past time to begin a more concerted effort to use the research findings on these criteria to drive changes in practices. If performance on these criteria remains a significant value to the City of Portland, it is incumbent on both civilian and sworn leadership to ask tougher questions about these results and raise much higher expectations regarding the need to implement new strategies, if even experimental ones, to find ways to begin moving the ratings on these criteria in a positive direction.



2. TO IMPROVE COMMUNITY TRUST AND PARTNERSHIPS, REMEMBER THAT MANY CONCERNS ARE SHARED AND THAT HELPING TO IMPROVE THE PERCEPTION OF FAIRNESS, REGARDLESS OF THE CAUSE, CAN MATTER A GREAT DEAL.

The additional information in this survey regarding the opinions of two racial/ethnic minorities has shed important light on the findings and helped to answer questions long asked about the survey, but never adequately answered until now – the manner in which opinions might vary if a sufficient sample of African-Americans and Latinos were taken to make valid comparisons. Given previous related research findings, the picture that the new data paint is not surprising, but the image revealed raises serious questions, nevertheless.

The difference in rating of perceived police fairness, particularly between African-Americans and the citywide population, is one of the more dramatic differences we have observed between demographic groups in any survey. Reducing that difference, through steps that improve those ratings, could pay tremendous dividends in public safety, simply because the opportunity for more effective police-community partnerships would increase. However, while improving trust with the African-American population in Portland should certainly be a high priority, remember that this isn't just about one group's perception: While the ratings provided by African-Americans on the issue of racial fairness are more severe, both Latinos

and Portland's predominantly-white citywide population share in the concern and also rate the Portland Police Bureau toward the unfair side of the scale on the issue of fairness regarding race, color, or national origin.

In making decisions regarding next steps to take as a result of these findings, it may be worth taking into account the following:

- **Remember the similarities, as well as the differences.** Because a variety of differences of opinion exist, it is possible to fall into a pattern of thinking wherein one assumes that each group is different from each other in the same manner on any given point, but that isn't the case. For example, while it is true that African-Americans are more likely than Latinos or the overall population to recommend that police make changes in conduct, attitude, or demeanor (see page 29), the larger finding is that, compared to the citywide population, Latinos and African-Americans offer suggestions that are mostly shared throughout the population, regardless of race. For example, all groups make frequent mention of issues having to do with wanting more police patrolling, having police do more to address chronic crime and nuisance issues, and police working more closely with the community. Yes, there are significant differences by race and ethnicity on a number of issues, but they should be considered in the context of the many commonalities that are consistently shared. Therefore, while the research certainly points out some significant differences, it may be important to keep in mind, first and foremost, that working to achieve a desirable level of neighborhood safety in response to, and in partnership with, the impacted citizens who live in that neighborhood is a reliable cornerstone of the formula, regardless of the neighborhood's mix of races, colors, or national origins.
- **Regardless of the cause, agree that even the perception alone is a major problem.** It is very difficult to build deeply effective community partnerships with a community that includes a significant portion of members who don't trust the fairness of its police department, *regardless* of the degree of truth behind those perceptions. As such, working to reach agreement about the degree to which negative perceptions of the fairness of Portland Police officers are currently valid may not be as constructive as simply working on changing the perception itself.

Unfortunately, it is easy to become mired in a debate about whether the underlying causes predominantly spring from historical issues and everyday misunderstandings; periodically rude, insensitive, or aggressive behavior – by one or both parties; or direct racial profiling and disparate treatment. Our point is simply that this debate need not be settled to commit to new approaches to move the perceptions – new strategies to build stronger neighbor and community partnerships, different methods to communicate about police practices and approaches, trying new supervisory and adult-learning training strategies to increase the percentage of officers with very advanced skills in what has come to be called “verbal judo,” and, of course, vigilance on both individual and institutional indicators that ensure early warning of potential problems.

In short, it is less important to figure out whose perception is accurate than it is to work on every strategy that may help change the perception. On the one hand, it can certainly be argued that responsibility for solving the problem rests with the whole community. On the other hand, to echo Sir Robert Peel's principles of policing, we would argue that it rests

foremost with those who are paid to give it their full-time attention. Therefore, we recommend that the Portland Police Bureau consider the results of the stop-decision perceptions in this report and develop additional innovations, from the minor to the bold, to move these numbers as well.

3. ACT ON THE FINDINGS THAT THE POLICE BUREAU INFLUENCES MORE THAN A QUARTER OF THE POPULATION EVERY YEAR AND THAT MANY PORTLANDERS ARE NEW TO THEIR NEIGHBORHOODS OR EVEN TO THE CITY.

As we have reported in previous benchmark reports, while the rate of contact has varied over time, a dominant finding remains the fact that the Police Bureau is in contact with a large portion of the Portland population every year. Any agency that is in verbal contact every single year with one-quarter to one-third of the entire city population has a tremendous opportunity to impact its relationship with that population (for better or worse) in a relatively short period of time. This is one of the reasons it seems likely that a concerted effort to move the perception ratings on police performance and fairness in stop decisions can achieve results quickly – in time, for example, to register in the findings of the next benchmark.

Coupled with this finding is, of course, the finding that Portland’s population has large components of relative newcomers in any given year – just under a quarter of the population has been in the city for five years or fewer and almost half have been in their neighborhoods for no more than five years. As is common in most cities, many established leaders and managers at the Portland Police Bureau, and throughout City Government, are likely to have a much longer history with the City than these brief time periods. While such history and perspective is highly valuable, it is nevertheless incumbent on all to keep in mind that programs, ideas, training, neighborhood history, and news stories that were commonly known to many a decade ago are probably unknown by a large percentage of the population today. In short, given the resident turnover rates in our community, it is difficult to over-emphasize the importance of repeating messages and constantly working to renew neighborhood and community relationships regardless of how well established they seemed, just a short time ago.

APPENDIX

METHODS

STUDY DESIGN

A total of 1008 interviews were conducted with selected population samples in Portland. First, a citywide random sample of 605 adult residents of the City of Portland was conducted. Then this core sample was supplemented with additional interviews to allow more accurate analysis by precinct, race, and ethnicity. The oversamples were conducted with additional residents of North Precinct and oversampling was conducted to ensure the database would include at least 200 African-Americans and 200 Hispanics/Latinos living in Portland.

Since the January 2003 survey, the sample size for this survey has been 605 in the base sample, supplemented with 45 additional interviews in North Precinct to ensure sufficient sample size for precinct analysis. In the 1994, 1996, and 2000 surveys, the sample size was 1,500 and in 1998 the sample size was 1,250. In addition to the sample of 650 (including an oversample of 45 for North Precinct), this survey included an oversample of 200 African Americans and 200 Hispanics/Latinos.

While the research is intended to provide benchmark information for the Portland Police Bureau's Community Assessment survey that has been conducted periodically since 1994, the survey was also modified in 2005 to make room for questions that explore the perceived fairness of police stop decisions as those decisions relate to the race or ethnicity of African Americans and Latinos living in Portland.

The survey questionnaire was designed by Campbell DeLong Resources, Inc. in partnership with the Portland Police Bureau. A copy of the final questionnaire can be found in the appendix of this report.

INTERVIEWING

A computer-aided telephone system (CATI) was used for interviewing. Research Data Design, a data collection firm headquartered in Portland, conducted all interviews. Interviewing for the 2005 benchmark began on February 16 and concluded on March 8, 2005.

RESPONDENT CRITERIA

All respondents were located by asking for the person in the household who is 18 years of age or older and will be having the next birthday. (The next-birthday requirement is a simple

method for randomizing respondents within households.) In addition, respondents were screened to ensure they met the following criteria:

- ▶ Neither the respondent, nor anyone in the household, works for a public law enforcement agency or private security company.
- ▶ A 50/50 gender split was maintained.
- ▶ The respondent lives inside the Portland city limits.
- ▶ Quotas were established for each precinct to ensure an appropriate distribution based on population figures, resulting in a subsample size of at least 100 for each precinct, except for North Precinct, which would have had a subsample size of 55. In order to best collect reliable data in a study of this size, an “oversample” of 45 was done for North Precinct to bring the subsample size to 100. This oversample does not skew the overall data because the oversample is not included for analysis in data except when the specific subsample of North Precinct resident opinions are analyzed. For the African-American and Latino oversamples, respondents self-identify as belonging to the appropriate racial/ethnic group. Quotas were established so that we interviewed 200 respondents from each group. The following distribution was achieved:

Precinct	Quota — Sample Size
East	169
Southeast	167
Northeast	100
North (with 45 oversample for precinct analysis)	55 (100)
Central	114
Total sample for citywide analysis	605
African Americans (includes 15 from the base sample and 185 in the oversample)	200
Latinos (includes 19 in the base sample and 181 in the oversample)	200
Total surveys conducted	1008

SAMPLE DESIGN

As noted above, a random sample of 605 City of Portland residents was conducted. These residents were selected by taking all of the phone number prefixes in the City of Portland (the first three numbers of the phone number) and then randomly generating the last four numbers.

For the African American and Hispanic/Latino oversamples, however, different approaches were taken. The sample design is described below:

- ▶ **Individuals who consider themselves African-Americans.** Current population figures (2000 U.S. Census) estimate that 7% of Portland residents are African-Americans. Because of the overall low incidence of African-Americans in the general population, a true random sample is cost prohibitive. As a result, a targeted sample was designed. To develop the target sample the ZIP Codes with the largest number of African-Americans were first determined. These ZIP Codes are 97203, 97204, 97211, 97212, 97217, 97218, and 97227. All of these ZIP Codes have at least 7% of the population that are African American. It is estimated that 69% of Portland's African-Americans live within these seven ZIP Codes.
- ▶ **Individuals who consider themselves Hispanic or Latino.** Hispanics or Latinos also make up about 7% of Portland's population, based on 2000 U.S. Census figures. As with the African-American sample, this incidence makes it cost prohibitive to conduct a simple random sample. As a result, the Latino sample was drawn by taking a random sample of telephone numbers assigned to households with Hispanic/Latino surnames in the City of Portland.

SAMPLE SIZE/RELIABILITY

The total sample size is 605 residents of Portland over the age of 18. The worst-case theoretic reliability of a random sample of 605 is $\pm 4.0\%$. This "worst-case reliability" figure is based on the following assumptions:

- ▶ The sample is drawn from a large population universe, which Portland has.
- ▶ Reliability is calculated at the 95% confidence level. This means that, if a large number of samples of 605 were taken, in 95% of the samples the survey results will not vary from the mean sample results by more than $\pm 4.0\%$ for a specific type of variable (see next bullet).
- ▶ The calculation applies to a dichotomous variable with results distributed 50/50. For example, a question with two possible answers – e.g., yes or no – where half say "yes" and half say "no."

As the following table shows, reliability improves as the distribution of responses moves away from a 50/50 split. That is, the sampling error will be much less for a 90/10 distribution. The following table shows the sampling error for different proportions for a sample of 605.

Proportion	Reliability of Random Sample of 605
50/50	±4.0%
40/60	±3.9%
30/70	±3.7%
20/80	±3.2%
10/90	±2.4%
5/95	±1.7%

Reliability for subsamples will depend on the sample size and type of variable. Eight subsamples are of particular importance to this survey: the 174 respondents who have had contact with the Portland Police Bureau in the last 12 months, the geographic subsets defined by the five precinct boundaries, the African-American oversample, and the Hispanic/Latino oversample. The worst-case error for each of these subsamples is shown below, using the same assumptions described previously. To give some indication of the reliability range in a sample, figures are shown for both a 50/50 distribution and a 10/90 split:

Sample	Reliability for 50/50 Distribution	Reliability for 10/90 Distribution
605 residents of the City of Portland	±4.0%	±2.4%
174 residents who have had contact with the Portland Police in the last year	±7.4%	±4.5%
169 East Precinct residents	±7.5%	±4.5%
167 Southeast Precinct residents	±7.6%	±4.6%
100 Northeast Precinct residents	±9.8%	±5.9%
100 North Precinct residents	±9.8%	±5.9%
114 Central Precinct residents	±9.2%	±5.5%
200 African American residents	±6.9%	±4.2%
200 Hispanic/Latino residents	±6.9%	±4.2%

COMPUTER PROCESSING

A cross-tabulation program was used to sort data into 81 segments. The following is a list of the segments provided in the printouts, along with the number of respondents in each segment. In the printouts, the total, as well as segment sizes, will vary in the tables that correspond to questions that not all respondents were asked. The actual printouts are bound in a separate volume.

SET ONE: ATTITUDES

▶ Total, City of Portland residents	605
▶ Race/ethnicity	
• African American	200
• Hispanic/Latino	200
▶ Precinct	
• East	169
• Southeast.....	167
• Northeast	100
• North (including oversample of 45)	100
• Central.....	114
▶ Police contact	
• Had contact with the Portland Police Bureau in the last 12 months	174
• Did not have contact with the Portland Police Bureau in the last 12 months	422
▶ Interaction with Portland police officers	
• Self or member of the household stopped by a Portland police officer in the last year.....	102
• Self or member of household not stopped by a Portland police officer in the last year.....	502
▶ Ratings indicate a concern over the level of fairness of stop decision.....	
• Rates Portland police officers at the <i>routinely unfair</i> end of the scale (7, 8, 9, or 10) for “ <i>allowing unfair reasons to influence their decision of when to stop a person</i> ”	113
• Rates Portland police officers at the <i>routinely unfair</i> end of the scale (7, 8, 9, or 10) for “ <i>the person’s race, color, or national origin</i> ”	178
▶ Change in attitudes of police based on <i>race, color, or national origin</i>	

• Believe that Portland police officers have become more fair in making stops based on race, color, or national origin in the last year	142
• Believe that Portland police officers have become less fair in making stops based on race, color, or national origin in the last year	34
▶ Victimization	
• Victim of a crime – respondent or someone in the household was a victim of some type of crime in the past year.....	157
• No report of victimization – respondent or someone in the household was a victim of some type of crime in the past year and did not report the crime to the Police	68
▶ Level of crime prevention activity	
• Attended some type of crime prevention meeting or other activity in the past year.....	296
• Took an active role in a public safety meeting.....	45
• Know the name of their neighborhood association.....	293
 SET TWO: DEMOGRAPHICS	
▶ Total, City of Portland residents	605
▶ Race/ethnicity	
• African American	200
• African American geo-match.....	103
• Hispanic/Latino	200
▶ Gender	
• Male.....	302
• Female	303
▶ Age	
• 18 - 24.....	34
• 25 - 34.....	104
• 35 - 49.....	178
• 50 - 64.....	155
• 65 +	118
▶ Length of residency	
• Lived in Portland for fewer than 10 years	187
• Lived in Portland for 10 years or more	418

- Lived in current neighborhood fewer than 10 years 347
- Lived in current neighborhood 10 years or more 258
- ▶ Home ownership
 - Own home 414
 - Rent home..... 187
- ▶ Education
 - Does not have a college degree 290
 - Has a college degree or more..... 310
- ▶ Household income
 - Less than \$35,000 200
 - \$35,000 or more 302

SET THREE: AFRICAN-AMERICAN OVERSAMPLE

- ▶ Total, African-American oversample 200
- ▶ Police contact
 - Had contact with the Portland Police Bureau
in the last 12 months 41
 - Did not have contact with the Portland Police Bureau
in the last 12 months 154
- ▶ Interaction with Portland police officers
 - Self or member of the household stopped by a Portland police
officer in the last year..... 46
 - Self or member of household not stopped by a Portland police
officer in the last year..... 154
- ▶ Ratings indicate a concern over the level of fairness of stop decision
 - Rates Portland police officers at the routinely unfair end of the scale
(7, 8, 9, or 10) for “allowing unfair reasons to influence their decision of
when to stop a person” 81
 - Rates Portland police officers at the routinely unfair end of the scale
(7, 8, 9, or 10) for “the person’s race, color, or national origin” 120
- ▶ Change in attitudes of police based on *race, color, or national origin*
 - Believe that Portland police officers have become more fair in making
stops based on race, color, or national origin in the last year 42
 - Believe that Portland police officers have become less fair in making
stops based on race, color, or national origin in the last year 28

▶ Victimization	
• Victim of a crime – respondent or someone in the household was a victim of some type of crime in the past year.....	36
• No report of victimization – respondent or someone in the household was a victim of some type of crime in the past year and did not report the crime to the Police	12
▶ Gender	
• Male.....	100
• Female.....	100
▶ Home ownership	
• Own home.....	95
• Rent home.....	99
▶ Education	
• Does not have a college degree	158
• Has a college degree or more.....	38
▶ Household income	
• Less than \$35,000.....	94
• \$35,000 or more.....	66

SET FOUR: HISPANIC/LATINO OVERSAMPLE

▶ Total, Hispanic/Latino oversample	200
▶ Police contact	
• Had contact with the Portland Police Bureau in the last 12 months	47
• Did not have contact with the Portland Police Bureau in the last 12 months	147
▶ Interaction with Portland police officers	
• Self or member of the household stopped by a Portland police officer in the last year.....	39
• Self or member of household not stopped by a Portland police officer in the last year.....	161

- ▶ Ratings indicate a concern over the level of fairness of stop decision
 - Rates Portland police officers at the routinely unfair end of the scale (7, 8, 9, or 10) for “allowing unfair reasons to influence their decision of when to stop a person” 55
 - Rates Portland police officers at the routinely unfair end of the scale (7, 8, 9, or 10) for “the person’s race, color, or national origin” 77
- ▶ Change in attitudes of police based on *race, color, or national origin*
 - Believe that Portland police officers have become more fair in making stops based on race, color, or national origin in the last year 45
 - Believe that Portland police officers have become less fair in making stops based on race, color, or national origin in the last year 23
- ▶ Victimization
 - Victim of a crime – respondent or someone in the household was a victim of some type of crime in the past year..... 55
 - No report of victimization – respondent or someone in the household was a victim of some type of crime in the past year and did not report the crime to the Police 19
- ▶ Gender
 - Male 100
 - Female 100
- ▶ Home ownership
 - Own home 112
 - Rent home..... 84
- ▶ Education
 - Does not have a college degree 135
 - Has a college degree or more..... 62
- ▶ Household income
 - Less than \$35,000 87
 - \$35,000 or more..... 81

QUESTIONNAIRE

**2005 COMMUNITY POLICING
COMMUNITY ASSESSMENT**

DATE _____

PHONE NUMBER _____

RESPONDENT NAME _____

INTERVIEWER'S INITIALS _____

CALL RECORD MATRIX		
No answer/busy/disconnect (3 attempts).....	_____	_____
Employment screen.....	_____	_____
Under age of 18.....	_____	_____
Gender quota.....	_____	_____
Not City of Portland resident.....	_____	_____
Area of town quotas.....	_____	_____

INTRODUCTION

(TO RANDOM HOUSEHOLD RESPONDENT:) Hello, I'm (FIRST AND LAST NAME) from Campbell DeLong Resources, Inc. calling on behalf of the City of Portland. We are conducting a brief study about the services provided by the City. May I please speak with a (male/female) household member who is 18 years of age or older *and* who will be having the next birthday? **IF NOT AVAILABLE, MAKE CALLBACK APPOINTMENT FOR FIRST POSSIBLE TIME.**

(TO NEW HOUSEHOLD RESPONDENT:) Hello, I'm (FIRST AND LAST NAME) from Campbell DeLong Resources, Inc. calling on behalf of the City of Portland. We are conducting a brief study about the services provided by the City. Let me confirm that you are 18 years of age or older *and* the person in the household who will be having the next birthday?

SCREENING

1 Do you, or does anyone in your household, work for a public law enforcement agency or a private security company?

Yes	1	POLITELY DISCONTINUE
No	2	CONTINUE

2. GENDER. RECORD. DO NOT ASK. CHECK QUOTAS.

Male	1
Female	2
Unknown	3

3. Do you live within the Portland city limits?

Yes	1	CONTINUE
No	2	POLITELY DISCONTINUE
UNSURE.....	3	POLITELY DISCONTINUE

32. **DURING OVERSAMPLE ONLY ASK Q32 HERE:** For demographic purposes only, with what racial or ethnic group do you most closely identify? **RECORD. READ LIST ONLY IF NECESSARY.**

African American.....	1	SAMPLE: 200
Asian or Pacific Islander	2	
Hispanic or Latino	3	SAMPLE: 200
Native American Indian.....	4	
White-Caucasian American.....	5	
Multi-racial.....	6	
Other (SPECIFY) _____		

IF RESPONDENT INDICATES ANOTHER RACE, RECORD AND CHECK WITH SUPERVISOR UPON COMPLETION.

IF RESPONDENT INDICATES HE/SHE IS "MULTI-RACIAL" OR "MULTI-ETHNIC" CLARIFY: Please tell me with which *two* groups you most closely identify? **RECORD HERE AND CHECK WITH SUPERVISOR UPON COMPLETION OF SURVEY:**

IF RESPONDENT REFUSES DURING OVERSAMPLE SAY: It is common for people we survey to prefer not to provide their race or ethnicity. However, this survey is, in part, intended to determine whether individuals of different backgrounds have differing experiences or perceptions of the way public safety services are provided. Therefore, to include your responses in the survey, I do need to know the racial or ethnic group most appropriate for categorizing your answers. Would you be willing to provide this information in this special instance, or would you still prefer not to? As I said before, all of your responses are confidential. **IF YES, RECORD ABOVE. IF NO, VERY POLITELY DISCONTINUE WITH WORDS SUCH AS:** I certainly understand your position and very much appreciate your taking the time to speak with me.

4. DURING INITIAL SAMPLE, ASK HERE: I need to determine the general area of Portland you live in. What is your ZIP code? **IF ZIP CODE IS NOT ON THE FOLLOWING LIST, POLITELY DISCONTINUE.**

A. RECORD ZIP CODE _____

B. THEN CLARIFY LOCATION AND RECORD PRECINCT CODE:

97201.....	Central Precinct.....	1
97202.....	Southeast Precinct.....	4
97203.....	North Precinct.....	2
97204.....	Central Precinct.....	1
97205.....	Central Precinct.....	1
97206.....	Southeast Precinct.....	4
97209.....	Central Precinct.....	1
97210.....	Central Precinct.....	1
97211.....	Northeast Precinct.....	3

97212: BRIDGE STATEMENT: Okay, your ZIP code crosses several districts, so I need to ask you a few more questions.

Do you live east or west of NE 37th?

East: North or south of Tillamook?

North of Tillamook Northeast Precinct3

South of Tillamook..... East Precinct5

West: Northeast Precinct3

97213: BRIDGE STATEMENT: Okay, your ZIP code crosses several districts, so I need to ask you a few more questions.

Do you live north or south of I-84 (the Banfield)?

North: East or west of NE 47th?

East: North or south of Fremont?

South East Precinct5

North: East or west of NE 63rd?

East East Precinct5

West..... Northeast Precinct3

West: North or south of Tillamook [near Sandy]?

North:..... Northeast Precinct3

South: East Precinct 5

South:..... Southeast Precinct.....4

97214..... Southeast Precinct.....4

97215..... Southeast Precinct.....4

97216: BRIDGE STATEMENT: Okay, your ZIP code crosses several districts, so I need to ask you a few more questions.

Do you live east or west of I-205?

East:..... East Precinct5

West: Southeast Precinct.....4

97217: BRIDGE STATEMENT: Okay, your ZIP code crosses several districts, so I need to ask you a few more questions.

Do you live east or west of I-5?

East:..... Northeast Precinct3

West: North Precinct2

97218: BRIDGE STATEMENT: Okay, your ZIP code crosses several districts, so I need to ask you a few more questions.	
Do you live north or south of Prescott?	
North	Northeast Precinct3
South: East or west of NE 62 nd Avenue?	
East:	East Precinct5
West.....	Northeast Precinct3
97219.....	Central Precinct.....1
97220: BRIDGE STATEMENT: Okay, your ZIP code crosses several districts, so I need to ask you a few more questions.	
Do you live in Maywood Park?	
Yes.....	9 POLITELY DISCONTINUE
No: Do you live east or west of I-205?	
East:.....	East Precinct5
West: North or south of Skidmore [near Prescott]?	
North.....	Northeast Precinct3
South: North or south of I-84 (the Banfield)?	
North:.....	East Precinct5
South:	Southeast Precinct.....4
97221.....	Central Precinct.....1
97223.....	Central Precinct.....1
97227: BRIDGE STATEMENT: Okay, your ZIP code crosses several districts, so I need to ask you a few more questions.	
Do you live east or west of I-5?	
East:.....	Northeast Precinct3
West:	North Precinct2
97229: BRIDGE STATEMENT: Okay, your ZIP code crosses several districts, so I need to ask you a few more questions.	
Do you live north or south of Saltzman Road?	
North:	North Precinct2
South:.....	Central Precinct.....1
97230.....	East Precinct5
97231.....	North Precinct2
97232: BRIDGE STATEMENT: Okay, your ZIP code crosses several districts, so I need to ask you a few more questions.	
Do you live north or south of I-84 (the Banfield)?	
North: East or west of NE 37 th ?	
East: North or south or Tillamook?	
North:	Northeast Precinct3
South:.....	East Precinct5
West:.....	Northeast Precinct3
South:.....	Southeast Precinct.....4
97233.....	East Precinct5
97236.....	East Precinct5
97266.....	East Precinct5
Other, SPECIFY:_____	

CHECK QUOTAS:	
<i>(650 TOTAL, INCLUDES 45 OVERSAMPLE IN NORTH PRECINCT)</i>	
CENTRAL PRECINCT (1).....	114
NORTH PRECINCT (2).....	100
NORTHEAST PRECINCT (3).....	100
SOUTHEAST PRECINCT (4).....	167
EAST PRECINCT (5).....	169

NEIGHBORHOOD LIVABILITY & CRIME – ALL RESPONDENTS

Now I have some questions about your opinion of your neighborhood.

- First, please rate your neighborhood by how well you and your neighbors know each other using a scale of 1 to 5, where 5 indicates that you believe most people in your immediate neighborhood know each other by name and often get together to socialize or discuss concerns, while 1 indicates that neighbors generally do *not* know each other by name, and rarely, if ever, speak with each other.

[IF NECESSARY: By “immediate neighborhood” we mean within 100 yards of your home – generally this includes neighbors within one block of your home or fellow tenants in an apartment complex.]

NEIGHBORS DON'T KNOW EACH OTHER		NEIGHBORS KNOW EACH OTHER WELL	DK
1	2	3	4
		5	9

- Now we’d like your impression of how safe you feel your neighborhood is *when compared to other neighborhoods in the city*. For this question, 5 means that you feel your neighborhood is one of the safest in the city, and 1 means that you feel your neighborhood is one of the most dangerous in the city. **IF UNSURE, PROMPT WITH: “If you had to guess?”**

ONE OF THE MOST DANGEROUS		ONE OF THE SAFEST	DK
1	2	3	4
		5	9

- In the past 12 months, would you say the level of crime in your neighborhood has... **READ LIST IN ORDER.**

Increased significantly.....	1
Increased somewhat	2
Stayed about the same.....	3
Decreased somewhat.....	4
Decreased significantly	5
DO NOT READ: Don’t know or has not lived in neighborhood long enough to form an opinion	6

8. Please rate the level of *nuisance activity* in your neighborhood. By *neighborhood nuisance activity* we mean such problems as abandoned cars, garbage, graffiti, vandalism, loud parties, speeding cars, harassment, or other activities that can be irritating or harmful but are generally *not* felony-level crimes. For this question, 1 means that you feel such activity is an extremely serious problem – a major concern for you and your neighbors, while 5 indicates that such activity does not seem to be a problem at all in your neighborhood.

NEIGHBORHOOD NUISANCE ACTIVITY

A MAJOR PROBLEM	NOT A PROBLEM AT ALL	DK
1	2	3
4	5	9

9. Please rate the level of *dangerous criminal activity* in your neighborhood. By *dangerous criminal activity* we mean such problems as car theft, assaults, burglary, drug sales, domestic violence, shootings, and other serious, felony-level crime. For this question, 1 indicates that you feel such activity is an extremely serious problem – a major concern for you and your neighbors, while 5 indicates that such activity does not seem to be a problem at all in your neighborhood.

DANGEROUS CRIMINAL ACTIVITY IN NEIGHBORHOOD

A MAJOR PROBLEM	NOT A PROBLEM AT ALL	DK
1	2	3
4	5	9

- 10a. In the past 12 months, have you or any member of your household been a victim of any crime committed anywhere in the City of Portland where the criminal confronts or physically harms the victim – for example, an assault, mugging, rape, carjacking, or armed robbery? **IF YES:** clarify if one or multiple victimizations?

Yes, one victimization in last year	1
Yes, multiple victimizations in last year	2
No	3 SKIP QB
Don't know	9 SKIP QB

- 10b. To the best of your knowledge, was the (most recent) crime reported to the Portland Police Bureau?

Yes	1
No	3
Unsure	9

11a. In the past 12 months, have you or any member of your household been a victim of a crime committed anywhere in the City of Portland that occurred *without* the criminal confronting the victim – for example, vandalism, theft, auto theft, or a burglary of a home? **IF YES: clarify if one or multiple victimizations.**

- Yes, one victimization in last year 1
- Yes, multiple victimizations in last year 2
- No 3 **SKIP B**
- Don't know 9 **SKIP B**

11b. To the best of your knowledge, was the (most recent) crime reported to the Portland Police Bureau?

- Yes 1
- No 3
- Unsure 9

12. Whether or not you were a victim yourself, at any time during the last 12 months have you had contact with the Portland Police Bureau about a crime or public safety problem?

We are interested here only in your contact with the Portland Police – not police from other jurisdictions.

[**IF NECESSARY:** This could be a call to 9-1-1, speaking with a police officer in person or by phone, calling the police non-emergency number, or any number of other ways that you may have been in contact with the Portland Police Bureau regarding a public safety issue.]

- Yes 1 **CONTINUE**
- No 2 **GO TO Q16**
- Don't recall 3 **GO TO Q16**

ASSESSMENT OF POLICE – THOSE WITH CONTACT ONLY

13. What types of crime or public safety problems have you been in contact with the Portland Police about in the last year? **RECORD UP TO FIVE. IF NECESSARY, PROBE AND CLARIFY NATURE OF PROBLEM(S).**

Abandoned cars	01
Alcohol abuse	02
Assaults on individuals.....	03
Attempted kidnapping	04
Bike theft	05
Burglary, that is theft from <i>property</i> – a break-in to a house or business	06
Car prowls – theft <i>from</i> cars.....	07
Car theft.....	08
Disruptive street behavior, such as fighting or intimidation.....	09
Domestic violence	10
Drug dealing on the streets or in parks	11
Drug houses.....	12
Gang activity	13
Graffiti	14
Intimidation/threats	15
Juvenile problems, including curfew violations.....	16
Loud parties, loud music, or other disruptive behavior on private property	17
Nuisance property (abandoned cars, deteriorating housing, junk or garbage in yards).....	18
Parking problems.....	19
Problem liquor outlets.....	20
Prostitution.....	21
Prowlers/suspicious persons.....	22
Reckless, drunk driving	23
Robbery, that is forcible theft from people – a hold-up or mugging.....	24
Sexual assaults, including rape and attempted rape	25
Shooting, including random gunshots and drive-by shootings.....	26
Shoplifting	27
Stolen cars – theft <i>of</i> cars	28
Theft, other than car	29
Traffic accidents	30
Traffic problem, such as speeding cars or cruising.....	31
Vandalism, cars.....	32
Vandalism, <i>other</i> than cars or graffiti	33
Other (SPECIFY) _____	

14a. Now I am going to read a list of contacts you may have had with the Portland Police. Tell me which you personally have had in the past 12 months. Again, we are interested only in contact with *Portland Police*. **READ, ROTATE, ENTIRE LIST.**

14b. For each type of contact you had, rate the overall quality of assistance you received on a scale of one to five, where *five* is excellent – you are completely satisfied with the assistance you received, and *one* is poor – the assistance you received was completely *unsatisfactory*. Let’s start with... **READ EACH CONTACT NOTED IN THE PREVIOUS QUESTION, IN THE SAME ORDER AS PREVIOUS ROTATION.**

CONTACT	POOR	EXCELLENT	DK
Called 9-1-1 for police assistance.....	1.....	2.....3	456
Called the police <i>non-emergency</i> number.....	2.....	1.....2.....3	456
Called the Police Information number	15.....	1.....2.....3	456
Called the police precinct that serves your area	3.....	1.....2.....3	456
Spoke with an officer who responded to your call in person.....	4.....	1.....2.....3	456
Spoke with an officer who responded to your call by taking a report by phone	5.....	1.....2.....3	456
Spoke with an officer at a community meeting	6.....	1.....2.....3	456
Spoke with an officer at your place of business.....	7.....	1.....2.....3	456
Spoke with any person on the Gang Enforcement Team	8.....	1.....2.....3	456
Spoke with any person in the Drug and Vice Division	9.....	1.....2.....3	456
Requested information or assistance from the Records Division	10.....	1.....2.....3	456
Spoke with any person from the Detective Division	11.....	1.....2.....3	456
Spoke with a fingerprint investigator who came to your home	12.....	1.....2.....3	456
Spoke with a member of your precinct’s Neighborhood Response Team	13.....	1.....2.....3	456
Visited one of the Police Bureau’s neighborhood contact offices	14.....	1.....2.....3	456

READ LAST: What other types of contact with the Portland Police Bureau have you had that I did not name? **CLARIFY AND RECORD:** _____

15. I'm going to read you a list of ways that Portland Police Officers and other Police Bureau personnel try to serve the community. Using a scale of 1 to 5 where a 5 is excellent, you are *completely satisfied* with how the police are doing in this area and 1 is poor, you are *completely dissatisfied* with how the police are doing, how do you rate Portland Police Officers and other Police Bureau personnel on ...? **READ AND ROTATE A-J. READ K LAST.**

	COMPLETELY DISSATISFIED	COMPLETELY SATISFIED	DK			
a. Providing quick response to emergency and life-threatening situations.....	1	2	3	4	5	6
b. Stopping crime problems in your neighborhood	1	2	3	4	5	6
c. Helping stop neighborhood nuisance problems.....	1	2	3	4	5	6
d. Providing advice on preventing crime.....	1	2	3	4	5	6
e. Showing citizens how they can work together to make neighborhoods safer.....	1	2	3	4	5	6
f. Giving useful information about other agencies that may also be able to help.....	1	2	3	4	5	6
g. Understanding the concerns of your community	1	2	3	4	5	6
h. Involving the community in fighting crime	1	2	3	4	5	6
i. Working with citizens to solve problems.....	1	2	3	4	5	6
j. Helping people to improve community safety	1	2	3	4	5	6

GENERAL INFORMATION – ALL RESPONDENTS
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16. Please tell me if, in the last 12 months, you have... **READ LIST, MAINTAIN ORDER.**

	<u>YES</u>	<u>NO</u>
a. Attended a meeting of neighbors in your immediate block to discuss crime or nuisance problems	1	2
b. Attended a meeting of your local neighborhood or business association	1	2
c. Communicated by phone or in person with neighbors from at least two other households on your block regarding a crime or nuisance issue in your neighborhood.....	1	2
d. Participated in e-mail or other types of online communication with neighbors from at least two other households to address crime or nuisance issues in your neighborhood	1	2
e. Participated in any other type of committee or organization for the purpose of addressing crime or nuisance issues in Portland	1	2

IF NO ACTIVITIES MENTIONED, SKIP Q17, OTHERWISE CONTINUE.

17. IF PARTICIPATED IN ONE OR MORE IN Q16a-e: And have you taken a particularly active role in any of the activities we just discussed? For example, make organizing phone calls, serve on a subcommittee, walk in a foot patrol, write letters, run meetings, or other such activities?

Yes 1

No..... 2

18. If you could make *one* recommendation to the Portland Police Bureau about how they could improve services to your neighborhood, what would it be? **RECORD VERBATIM; CLARIFY, IF NECESSARY. RECORD AND CODE ONE RESPONSE ONLY.**

POLICE STOP DECISIONS: ALL RESPONDENTS

19a. In the past 12 months have you or any member of your household been stopped and questioned by a Portland police officer for any reason, including a possible traffic violation? **MULTIPLE YES ANSWERS ARE ACCEPTABLE**

IF NECESSARY: This would include any situation where a person is stopped and questioned in connection with a possible violation of a traffic law, or because the officer believes the person may have committed, or is about to commit, a crime.

Yes, self 1

Yes, another household member 2

No..... 3 **SKIP QB**

Don't know 4 **SKIP QB**

19b. **IF YES:** In general, what reason was given by the officer for making the [most recent] stop? **IF MORE THAN ONE STOP IN LAST 12 MONTHS, ASK ABOUT MOST RECENT STOP.**

Traffic violation 1

OTHER, SPECIFY _____

Don't know 9

SAY: For the next set of questions, even if you have had experience with police officers outside of Portland, please limit your responses to those opinions you have about *Portland* police officers *only*.

20. Whether or not you, yourself, have been stopped recently, please tell me your opinion of how often, if at all, *Portland* police allow unfair reasons to influence their decision to stop a person.

Please answer using a scale from 0 to 10 where 0 means you believe Portland police today *virtually never* stop people for unfair reasons and 10 means that Portland police today *routinely* stop people for unfair reasons.

VIRTUALLY NEVER UNFAIR	ROUTINELY UNFAIR	NO OPN DK
012345678910..... 99		

IF NO OPINION OR DON'T KNOW, SKIP TO Q24 – DEMOGRAPHICS

21. Now I'll read you some reasons others have given when discussing the fairness of stop decisions and ask your opinion of whether Portland police use the reason unfairly to stop people. Please answer using the same 0 to 10 scale, *again* where 0 means you believe Portland police *virtually never use the reason to stop a person unfairly* and a 10 means you believe Portland police *routinely stop people unfairly for that reason*. The first reason I'd like you to rate is...

READ AND RANDOMIZE ENTIRE LIST, EXCEPT KEEP E, F, AND G GROUPED IN ORDER SHOWN.

- a. The person's race, color, or national origin..... _____
- b. The person's gender, that is whether the person is male or female _____
- c. The person's age..... _____
- d. The time of day that a vehicle is on the road _____

READ THE FOLLOWING IN THE EXACT SEQUENCE.

- e. The color of the car _____
- f. The condition of the car..... _____
- g. The make or model of the car..... _____

22. [ASK ALL EXCEPT THOSE WHOSE RATINGS ARE 0 FOR ALL PREVIOUS FAIRNESS QUESTIONS.] That concludes the list we have. Were there other reasons, different from those I just read you, that you feel are sometimes used by Portland police to make unfair stop decisions? IF YES, Which other reasons come to mind? **PROBE AND CLARIFY. RECORD VERBATIM.**

IF RESPONDENT HAD NO OPINION ON QUESTION 21A, SKIP TO QUESTION 24.

IF RESPONDENT PROVIDED A "0" RATING ON QUESTION 21A, USE ALTERNATE QUESTION FORMAT IN QUESTION 23A

23a. Based on anything you have heard or experienced regarding the issue of police officers allowing perceptions of race, color, or national origin to unfairly influence stop decisions, would you say that, in the last 12 months, officers in Portland have been *more* fair than they had been in previous years, *less* fair than in previous years, or that there has been no change – that the level of fairness in the last year has been about as good, or as bad, as it had been in previous years?

IF NECESSARY: By "previous years" we mean in the preceding 10 years.

ALTERNATE QUESTION FOR THOSE WHO PROVIDE A RATING OF "0" ON QUESTION 21A: You indicated earlier your opinion that Portland police officers today virtually never allow perceptions of race, color, or national origin to unfairly influence stop decisions. Overall, would you say that, in the last 12 months, officers in Portland have been *more* fair on this issue than they had been in previous years or that there has been no change – that the level of fairness on this issue was equally as good as it had been in previous years?

- More fair 1 Ask QB
- Less fair 2 Ask QC
- No change 3 Skip B & C
- Unsure 9 Skip B & C

23b. **MORE FAIR IN QA:** What have you heard or experienced that indicates to you that Portland police officers have become *more* fair in their stop decisions regarding the issues of race, color, or national origin in the past year? **PROBE AND CLARIFY. CLARIFY INFORMATION SOURCE. RECORD VERBATIM.**

23c. **LESS FAIR IN QA:** What have you heard or experienced that indicates to you that Portland police officers have become *less* fair in their stop decisions regarding the issues of race, color, or national origin in the past year? **PROBE AND CLARIFY. CLARIFY INFORMATION SOURCE. RECORD VERBATIM.**

DEMOGRAPHICS

24. How long have you lived in the City of Portland? **RECORD IN YEARS. (IF LESS THAN ONE YEAR, RECORD IN MONTHS)**

_____ YEARS (MONTHS)

25. And how long have you lived in your current neighborhood? **RECORD IN YEARS. (IF LESS THAN ONE YEAR, RECORD IN MONTHS)**

_____ YEARS (MONTHS)

26. From which of the following sources have you receive information specifically about the Portland Police Bureau in the last 12 months? **READ AND ROTATE LIST. MULTIPLES ACCEPTED.**

Sources

- Neighborhood association newsletter..... 01
- Community newspaper 02
- The Oregonian newspaper 03
- Local television news..... 04
- Friends, neighbors, or acquaintances 05
- The Portland Tribune 06
- Cable public access channel programs 07
- Portland Police Bureau/City of Portland website 08
- Radio 09
- Willamette Week 10
- Web sites by TV, radio, or newspaper publishers..... 11
- Internet-only web sites such as web logs 12
- DO NOT READ: Other, SPECIFY _____**
- DO NOT READ: Don't know 99**

27. Do you know the name of the neighborhood association that represents the area where you live?

- Yes 1
- No or unsure 2

28. Do you own or rent your current home?

- Own 1
- Rent 2
- Don't know/refused 3

29. What is your age, please? **RECORD.**

_____ YEARS

30. And what is the last year of education you had the opportunity to complete? **RECORD. READ LIST ONLY IF NECESSARY.**

- Less than 12th grade (not a high school graduate) ... 1
- High school graduate 2
- Some college or other post-secondary education 3
- College graduate 4
- Some post-graduate 5
- Master's degree or higher 6
- Refused 7

31. Was your total *household* income in 2004 over or under \$35,000?

IF UNDER ASK: Was it over or under \$25,000?

IF UNDER ASK: Was it over or under \$15,000?

IF OVER ASK: Was it over or under \$50,000?

IF OVER ASK: Was it over or under \$75,000?

- Under \$15,000 1
- \$15,000 - \$24,999 2
- \$25,000 - \$34,999 3
- \$35,000 - \$49,999 4
- \$50,000 - \$74,999 5
- \$75,000 or over 6
- Refused 7

32. **DURING INITIAL SURVEY SAMPLE, ASK HERE:** For classification purposes, with what racial or ethnic group do you most closely identify? **RECORD. READ LIST ONLY IF NECESSARY.**

African American..... 1
 Asian-Pacific American..... 2
 Hispanic American 3
 Native American Indian..... 4
 White-Caucasian American..... 5
 Multi-racial..... 6
 Other (SPECIFY) _____

IF RESPONDENT INDICATES HE/SHE IS "MULTI-RACIAL" OR "MULTI-ETHNIC" CLARIFY: Please tell me with which *two* groups you most closely identify? **RECORD HERE AND CHECK WITH SUPERVISOR UPON COMPLETION OF SURVEY:**

IF RESPONDENT REFUSES, DURING INITIAL SURVEY, SAY: It is common for people we survey to prefer not to provide their race or ethnicity. However, this survey is, in part, intended to determine whether individuals of different backgrounds have differing experiences or perceptions of the way public safety services are provided in the state. Therefore, it would really help us to know the racial or ethnic group most appropriate for categorizing your answers. Would you be willing to provide this information in this special instance, or would you still prefer not to? As I said before, all of your responses are confidential. **IF YES, RECORD ABOVE. IF NO, CONTINUE WITH WORDS SUCH AS:** I certainly understand your position and very much appreciate your taking the time to speak with me.

4. **DURING OVERSAMPLE, ASK HERE:** I need to determine the general area of Portland you live in.... **CONTINUE WITH QUESTIONS TO DEFINE PRECINCT.**

VERIFY AND RECORD RESPONDENT FIRST NAME AND PHONE NUMBER. Thank you very much for participating in this survey. Your responses will be combined with those of other Portland residents and will provide valuable input to the City of Portland.