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City of Salem, Oregon

An Independent Assessment of the Salem Police Department's Policies, Procedures and Operations

FINAL DRAFT REPORT

March 8, 2021

Confidential and Proprietary

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Mr. Steve Powers
City Manager
555 Liberty Street
SE RM 220
Salem, Oregon 97301

Dear Mr. Powers:

Please find attached our final draft report detailing our independent assessment of the Salem Police Department's policies, procedures and operations. We commend the City of Salem for proactively requesting an independent perspective in response to the growing national spotlight on the relationship between police departments and the communities they serve.

Our assessment recognizes the Salem Police Department's areas of strength and identifies opportunities to adopt best practices. We focused on the Department's interactions with unsheltered individuals and individuals experiencing behavioral health crises, as well as its engagement with the community with particular attention to those who are Black, Indigenous or People of Color. We also assessed the Department's response to assemblies and crowds, its use of force policies and procedures and officer accountability processes.

Please let me know if you have any questions on this report – in part or in whole. We place enormous value on the trust that you have extended to us in this matter and look forward to supporting your requirements in the future.

Sincerely,
Hillard Heintze, a Jensen Hughes Company

Robert L. Davis

Robert L. Davis
Senior Vice President + Practice Lead
Law Enforcement Consulting

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Executive Summary

Strategic Context and Assignment

The City of Salem identified several community concerns involving the Salem Police Department (SPD). The City and the community want to understand how the SPD prepares for and interacts with unsheltered individuals and individuals experiencing behavioral health crises. Additionally, the City sought more information about the SPD's plans and responses to assemblies, permitted protests and demonstrations, and impromptu crowds.

To address these concerns, the City and the community asked the following questions:

+ Do the SPD's policies and tactics align with City Council's and the community's values and expectations?

+ What is the Department's capacity for engaging in effective community policing during its unobligated patrol time?

+ Do SPD officers engage with all Salem residents?

+ Are the Department's engagement efforts with youth effective?

+ Are the Department's policies, tactics or training biased or discriminatory?

+ Are the Department's and City's systems, policies and procedures for officer accountability effective?

In partnership with the City Manager's Office, the City sought assistance in developing recommendations to help drive new SPD policing strategies to ensure they align with best practices to produce better outcomes, especially for communities comprised primarily of those who are Black, Indigenous and People of Color (BIPOC); unsheltered; or experiencing behavioral health crises. The City sought to help the SPD and Salem community develop a proactive partnership and determine how the Department can deliver policing services under a strategy that prioritizes the policing tactics that best reflect communities' insights and voices.

The City of Salem engaged Hillard Heintze to assess the SPD's operations and prepare a report detailing our observations, findings and recommendations regarding the Department's policies and procedures. We solicited input from historically underserved groups and evaluated how the SPD focuses on and is accountable to those groups. Within this report, we suggest structural changes to the SPD to ensure the Department adheres to best practices.

Methodology and Approach

Six Key Principles

Emerging from our experiences as leaders in a variety of law enforcement-related fields, the Hillard Heintze methodology is based on the following six strategic principles.

1. Independent and objective analysis

2. Solicitation of multiple perspectives and viewpoints

3. An acute focus on collaboration and partnership

4. An information-driven, decision-making mindset

5. A structured and highly disciplined engagement approach

6. Clear and open lines of communication.

An Intensive and Collaborative Approach

During this engagement, the Hillard Heintze assessment team performed the following tasks.

+ Conducted a kick-off meeting with key City of Salem officials, SPD staff and community stakeholders.

+ Developed an understanding of the SPD's mission, vision and values, as well as its history, organization and cultural environment.

+ Designed, disseminated and analyzed an internal survey of SPD employees.

+ Requested, received and reviewed the SPD's policies relating to use of force; handling complaints; managing crowd control incidents; interacting with unsheltered individuals and those experiencing behavioral health crises, engaging in community-oriented policing efforts, particularly in Salem's BIPOC communities; and planning and providing training to SPD personnel.

+ Assessed the SPD's training, documentation and reviews regarding members' use of force; the reception and handling of complaints; community-oriented policing and community engagement; cultural awareness; and bias-free policing.

+ Analyzed the social, political, cultural and economic environment in Salem and the SPD.

+ Interviewed key personnel and stakeholders, including elected officials; the SPD Chief; representative members of all ranks within the SPD; the SPD's Collective Bargaining Unit officials; community leaders from organizations that provide services to those who are unsheltered and/or those experiencing mental health crises; and representatives from faith-based organizations, school districts, nonprofit organizations and social service organizations.

+ Hosted and facilitated multiple community group discussions regarding the Salem community's concerns about policing issues, with a particular focus on engaging with individuals from Salem's BIPOC communities.

+ Worked with the City Manager's Office and others to identity community members willing to actively participate in partnership efforts to create a new SPD vision, mission, goals and guiding principles.

+ Participated in meetings with the Community Police Performance Audit Steering Committee to keep the members appraised of the assessment's progress.

+ Evaluated the SPD's technology and equipment that sworn and nonsworn personnel use to conduct daily policing operations, with a focus on evaluating how the equipment and technology impact use of force and community policing effectiveness.

+ Researched other cities' approaches to community policing and community engagement, with a focus on BIPOC communities; interacting with unsheltered individuals and those experiencing mental health crises; and protecting protests and managing crowd control incidents.

To support Hillard Heintze's assessment, the City of Salem assembled the Salem Community Policing Performance Audit Steering Committee, an advisory group of community leaders and others with expertise in our assessment's areas of focus. In February 2021, the group renamed itself the Salem Community Engagement Audit Steering Committee. The Chair of the Salem Community Police Review Board, Jodi Sherwood, served as the Chair of the committee.

Salem Community Engagement Audit Steering Committee Members

Committee Members

+ Jodi Sherwood, Community Police Review Board Chair

+ Ann-Marie Bandfield, Marion County Public Safety Coordinating Council

+ George Burke, Deputy Chief of Police

+ Ashley Hamilton, ARCHES

+ Levi Herrera, Mano a Mano

+ Kathleen Jonathan, Salem-Keizer School District

+ Casey Kopcho, Oregon Secretary of State Audits Division

+ Cyndi Leinassar, Salem Health and Salem Police Foundation

+ Scotty Nowning, Salem Police Employees Union

+ Oni, Salem Human Rights Commission

City Staff

+ Debra Aguilar, Lieutenant

+ Gretchen Bennett, Manager

+ Courtney Knox Busch, Manager

+ Kirstin Madigan, Senior Human Resources Manager

+ Marc Weinstein, Assistant City Attorney

The committee served as a sounding board at key milestones and decision points during our assessment. As we began to develop our preliminary findings and observations, we presented them to the committee for its insight and consideration.

Based on our interviews with City employees, elected officials, community stakeholders and partners, community members, and sworn and non-sworn SPD personnel from all ranks, we developed our initial key findings, which we provided in our report "Key Themes and Concepts."[1] Following our review of SPD policies, procedures, directives, and other supporting organizational and operational documents, we further refined our findings, which we present in the Key Findings section below.

Our team then prepared our report, which provides our key findings and recommendations for enhancing the SPD's community policing and engagement efforts to ensure a community of trust and mutual respect with then all Salem communities.

Background for the SPD's Organizational Structure

The Salem Police Department (SPD) has 242 employees, of which 189 are authorized positions for sworn officers. The Chief of Police is responsible for the day-to-day operations of the Department.[1] Directive 1.01, revised October 20, 2017, describes the Department's organizational structure. Three Deputy Chiefs report to the Chief, and each is responsible for one of the divisions within the Department:

+ **Field Operations**: Patrol duties, including Traffic, Canine, Community Service Officers and Youth Services, as well as the Downtown Enforcement, Behavioral Health, Domestic Violence Response and Problem Oriented Policing teams.

+ **Investigative Services**: Criminal investigative units, the Crime Lab and the Street Crimes Unit, which is an investigative special operations unit that works in tandem with the local Drug Enforcement Agency (DEA) Task Force.

+ **Support Services**: Internal Affairs, Personnel and Training, Volunteer Coordinator, Property and Evidence, police records, crime analysis, and public relations and social media platforms.

Lieutenants represent the next level of supervision. They report directly to the Deputy Chief of the division to which they are assigned. The eight lieutenants oversee the 24 sergeants, who represent the first line of supervision. The SPD has a corporal level generally composed of senior patrol officers or investigators who step in as acting supervisors when sergeants are absent due to time off or training. Eighteen corporals augment the 136 officers. The SPD does not have an official organizational chart to provide a more detailed breakdown by division, unit or collateral assignments, although the Chief is leading an effort to update the organizational structure, including creating an organizational chart to reflect the new organizational responsibilities. The organizational structure

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1 Key Themes and Concepts: Phase 1 and 2 (see appendices).

may change due to the potential need to add staffing or other support services based upon the recommendations in this report.

Staffing Levels

Although a formal, detailed staffing analysis was not part of the scope of our assessment, we noted the number of sworn officers and the total number of SPD employees has not kept up with the growth of the city's population. In 2011, SPD had 194 authorized positions for sworn officers and 234 total employees to serve a population of approximately 155,100 people (1.25 officers per 1,000 people). The SPD's 2021 reflects 189 sworn officers and 242 total employees for a population of approximately 169,580 people (1.11 officers per 1,000 people). Calls for service have similarly increased from 97,692 calls for service in 2010 to 118,344 in 2019. While the City's population increased by 10 percent and calls for service by 21 percent in the last 10 years, the SPD's sworn staffing level has decreased over this period.

Of note, in 2018, the average ratio of sworn officers to 1,000 residents in the Pacific Northwest for populations of 100,000 to 249,999 was 1.6 officers. In the same year, the SPD had 1.14 officers and the ratio has since fallen to 1.11 in 2021.

This stagnation of the SPD's staffing levels has resulted in patrol officers performing key police functions as collateral duties such as domestic violence investigations, juvenile investigations and recruiting activities. Typically, these are standalone functions that belong in investigative and support service divisions rather than patrol. Patrol personnel's time spent on these responsibilities diminishes their unobligated patrol time during which they could be engaging in robust community policing interactions and collaborations with community stakeholders. The SPD has required its school resource officers (SRO) to handle the investigations of some crimes involving juveniles, which has negatively impacted these officers' abilities to adhere to widely recognized approaches for effective SRO programs such as mentoring and providing support.

Span of Control

The SPD has not aligned its supervisory spans of control equitably. Interviewees at all levels frequently used the word "silos" to describe the way the three divisions operated. Many described the Department as having no formalized or consistent personal exchange of information between investigative units and patrol units or even among patrol specialized units and the patrol officers.

However, this lack of communication does not appear to be an intentional effort or a lack of camaraderie among Department personnel, but rather is the byproduct of officers' increased workload constraints and a lack of clarity regarding the organizational structure. However, many law enforcement agencies are short-staffed for a variety of reasons, including due to budgetary and recruiting challenges, yet they manage to establish the critical communication link between relevant investigators and patrol personnel. This exchange is of critical importance in policing operations, especially when the agency is short-staffed. This lack of communication has become a major

obstacle toward the SPD achieving its goal of its members participating in meaningful and ongoing community engagement, internal procedural justice, and problem-solving crime and quality of life issues within the Salem community. The SPD must have internal discussions about the challenges the Department faces and how to address them to develop a coordinated community policing effort.

To address these issues the Department must establish formal work time allocations and encourage staff to interact proactively with each other and with community stakeholders such as residents, nonprofit organizations, social service agencies, and other government agency partners. Many of these stakeholders stated they are not experiencing the robust level of communication with Department members that is necessary to facilitate successful collaboration. We recommend the SPD conduct a comprehensive organizational structure analysis and a staffing needs projection and budgetary analysis to determine solutions within the context of the City's budget and available resources. The staffing study should include an analysis of calls for service, the nature of those calls for service, how long the types of calls take and, most importantly, the Department's operational priorities. A staffing study reviews the noted data, but it is only effective if the department clearly understands and articulates its expectations for how much time it wants its officers to spend responding to calls for service and other proactive activities, such as collaborative community policing activities with community stakeholders.

Key Findings

1. **We commend the City of Salem and the SPD for taking steps to enhance the Department's relationship with the community and ensure the services it provides align with best practices.**

    By all accounts, the civil unrest and protests that occurred in Salem in the weeks and months leading up to our assessment were of a magnitude not previously seen. Additionally, the pandemic and economic crisis in our nation have exacerbated the community's struggles with aiding the increasing number of unsheltered individuals and individuals facing with behavioral crises. However, we believe the City of Salem and the SPD will work collaboratively with the community to address these issues and identify creative solutions.

2. **If the City of Salem and SPD chooses to address this report's recommendations, the Department must increase its staffing level to succeed.**

    It has been several years since the SPD has had an authorized increase in its staffing levels. This staffing issue has already impacted the SPD's operations. For example, community members have criticized how the SPD tasks its school resource officers with investigating crimes associated with students on school campuses.

    To develop a multidisciplinary approach to addressing the issues associated with unsheltered individuals or those experiencing behavioral health crises would require the Department to conduct a detailed staffing analysis. The results of the analysis would identify the demands for police services and explain the level of staffing support needed to address the operational recommendations made in this report.

3. **The SPD does not have a formal community policing plan, nor an overarching strategic plan.**

    These plans are key components needed to align the Department's mission with the pillars of 21st century policing[2] and the principles of community policing.[3] It is important for the SPD to have a strategic plan to guide its many operations and help Department members understand the overall mission, goals and objectives that drive the delivery of all policing services in Salem, including the formal community policing effort.

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2 President's Task Force on 21st Century Policing, May 2015. https://cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf
3 Hassan Aden, "Inviting the Community into the Police Strategic Planning Process," The Police Chief 80 (October 2013): 28–31. https://www.policechiefmagazine.org/inviting-the-community-into-the-police-strategic-planning-process/?ref=0df0a48284f2c6eac1fa2150a107524a

Subsequently, the SPD should develop a formal community policing strategic plan to guide the community policing and engagement efforts of the SPD personnel responsible for identifying and developing proactive and collaborative responses to repetitive calls for service involving Salem's unsheltered and at-risk populations. Such a plan would address the Department's current inconsistent and uncoordinated efforts.

4. **Although the SPD engages in some promising operational activities, the Salem community does not have robust, proactive strategies for addressing unsheltered populations and individuals experiencing behavioral health crises.**

The SPD must enhance its work with its community partners and stakeholders to improve its proactive and multidisciplinary approaches to aid individuals and families experiencing homelessness and/or behavioral health crises. The SPD cannot do this alone and succeed. The City of Salem should lead the effort to develop a community-wide strategy to address these issues, with community stakeholders, the SPD and other city agencies playing key roles.

This must be a formal collaborative process that includes residents, nonprofit organizations, social services agencies, faith-based groups and other government agencies committed to tackling the root social issues that drive crime and can contribute to a diminished quality of life for everyone in Salem. In particular, additional support from government agencies and community organizations is necessary for the City to succeed in developing alternative approaches to address these social issues.

5. **The City has a need for youth-based outreach and programs provided by the SPD.**

Engagement of youth is a critical component of any police department's community policing efforts.[4] Although the SPD participates in several nationally recognized youth programs, the Department must expand its youth-focused outreach efforts by collaborating with other service providers and organizations to create additional, ongoing opportunities for youth engagement and problem-solving efforts focused on youth-related issues specific to the City.

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4   Michael Sullivan, "Implementing a Youth Engagement Strategy," Police Chief 87, no. 8 (August 2020): 30-35. https://www.policechiefmagazine.org/implementing-a-youth-engagement-strategy/?ref=98f6fb88c00e998a0a88f2b477b9124d

6. **The SPD does not operate its school resource officer (SPD) program in a way that engenders the support of many students and parents, which in turn creates a barrier between these families and the SPD.**

   One main issue is that the SROs often conduct criminal and child-abuse investigations on school campuses rather than having detectives focus on this work, due to staffing shortages. Consequently, students and parents view SROs as enforcement-oriented police personnel who do not necessarily have students' best interests in mind, rather than being seen as officers who have a presence on campus focused primarily on school safety and mentoring students.

7. **The SPD must substantially increase its outreach to members of BIPOC communities and provide additional training to its personnel to help facilitate collaborative community engagement.**

   Although the SPD has made a number of efforts to increase its community engagement with members of BIPOC communities, community members we interviewed indicated a significant need for the SPD to do more. Gaining the trust of Salem's BIPOC communities is important if SPD wants to enact new community engagement efforts that will address these communities' important concerns.

8. **The Department must increase its capacity to recruit, test and hire diverse officers, while promoting diverse candidates to serve as supervisors and command officers.[5]**

   The SPD must recruit and hire candidates who are reflective of the demographics of Salem's population and its many diverse communities. All SPD candidates must be sensitive to the needs of the communities they will serve and embody the Department's commitment to community engagement and problem-solving strategies.[6] This requires the Department reassess the knowledge, skills and abilities (KSAs) it looks for in officer candidates as it reimagines the police services it would like these new officers to provide. The SPD must also mentor current employees as it seeks to provide promotional opportunities that lead to greater diversity among the Department's sergeants and command officers.

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5   Morison, Kevin P. 2017. Hiring for the 21st Century Law Enforcement Officer: Challenges, Opportunities, and Strategies for Success. Washington, DC: Office of Community Oriented Policing Services. https://cops.usdoj.gov/RIC/Publications/cops-w0831-pub.pdf

6   Cassi L. Fields, "Recruiting a Diverse Law Enforcement Workforce," The Police Chief 82 (June 2015): 26–29. https://www.policechiefmagazine.org/recruiting-a-diverse-law-enforcement-workforce/?ref=405de605a086ecc63d2d089f561eb9fc

9. **To succeed in its community engagement and outreach efforts, the SPD must undergo an organizational transformation, one that incorporates community policing into all aspects of SPD's services.[7]**

   Such a transformation is a critical step toward enhancing the SPD's approach to community engagement and outreach because currently, not all SPD work efforts embrace the principles of community policing. The Department must fully explain the importance of and embrace these principles to inform, shape and guide the SPD's delivery of every aspect of its police service model. Every Department member, no matter their assignment, must embrace a philosophy that encourages and requires community collaboration to better inform their community policing efforts. All Department members must understand the core tenets of community policing and the important role they play in incorporating this philosophy into their daily work efforts.

10. **The SPD does not have a robust process for collecting and analyzing data to guide its collaborative efforts to address crime, the social causes of disorder and quality-of-life issues.**

    The SPD must expand and enhance its analytical and data collection capabilities to assist in allocating internal and external resources and to develop proactive problem-solving approaches to addressing complex public safety and quality-of-life issues. It is critical that the SPD collect, analyze and share important data.[8] For example, the Department could share aggregate data about where child abuse crimes most frequently occur with nonprofit agencies committed to ending child abuse. This would allow these agencies to better allocate their resources, which in turn helps the SPD. The Department must have the information necessary to collaborate with external community partners to address social issues that help drive crime and quality of life issues. Additionally, the SPD must develop mechanisms to facilitate sharing key data with its community partners so they can work collaboratively to address the community's concerns.

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7 Edward Connors and Barbara Webster, "Transforming the Law Enforcement Organization to Community Policing," Institute for Law and Justice – Prepared for National Institute of Justice. January 2001. http://ilj.org/publications/docs/Organization_Transformation_Final_Report.pdf
8 Jonas Baughman, "The Case for Crime Analysis: A Necessity in Modern Policing," Police Chief 87, no.12 (December 2020): 34–39. https://www.policechiefmagazine.org/case-for-crime-analysis/?ref=9a2f9a55a7cdd940dfb56ee79bcbb8c9

11. **The SPD experienced significant challenges during its response to the protests in May and June 2020, but it has since improved its planning and implemented accepted principles and best practices.**

Our review revealed that some of the command staff assigned to the early protests had varying perceptions regarding how they were to engage with protestors, which resulted in isolated instances in which they issued conflicting orders to personnel handling crowd control. Additionally, many community members expressed concern that the SPD officers who respond to protests appear to treat protest groups differently based on their ideologies. Although the SPD has improved its response to protests, it still needs to improve its policies, procedures and training to respond more effectively.

Community Insights

City of Salem Community Satisfaction Survey

To provide additional context and background information, we reviewed the City of Salem's 2020 Community Satisfaction Survey results. From September 1 to 19, 2020, DHM Research surveyed 400 Salem residents. The survey covered many topics across all City services, including the SPD, public safety and top issues of concern.

The survey results[9] indicate that the community's concern about homelessness has increased steadily. In 2016, seven percent of individuals said it was their top concern, compared to 49 percent in 2020. Crime and drugs were the second most common concern, with six percent of respondents noting them as their top concern. Three percent of respondents identified police reform as their most important issue.

From 2016 through 2019, the survey questions did not distinguish between fire, ambulance, 911 and police services. In 2020, the survey made a distinction between the SPD and these other public safety services. As seen in the table below, in 2020, 72 percent of respondents indicated they were very satisfied or somewhat satisfied with the SPD. This compares to 87 percent of respondents who indicated they were very satisfied or somewhat satisfied with the fire, ambulance and 911 services. Although these results indicate the community is not as satisfied with the SPD's services as it is with the fire, ambulance and 911 services, overall, the majority of surveyed residents view the SPD positively.

2020 City of Salem Community Satisfaction Survey					
Response Category **n=400**	**Very Satisfied**	**Somewhat satisfied**	**Not too satisfied**	**Not at all satisfied**	**Do Not Know**
Police	40%	32%	14%	8%	6%
Fire, Ambulance and 911 Services	58%	29%	3%	2%	7%

The survey results reveal significant differences in levels of satisfaction among different demographic groups.

> "White residents (77%) are more satisfied than people of color (54%). Residents ages 55+ (83%) are more satisfied than residents ages 35–54 (76%) and ages 18–34 (55%). Those who have resided in Salem 11+ years (77%) are more satisfied than those who have lived in the City for 0–5 years (57%) or 6–10 years (51%)."

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9 The complete survey results are on the City's website: https://www.cityofsalem.net/citydocuments/community-satisfaction-survey-2020.pdf.

Gallup polls ask respondents a slightly different question about their confidence in the police. In a recent national Gallup poll, respondents' confidence in the police is on a decline and "confidence in the police fell five points to 48%, marking the first time in the 27-year trend that this reading fell below the majority level." In the past, the public's confidence level in the police has been as high as 64 percent.[10] Compared to these national baselines, it appears the Salem community has more confidence in the SPD than the nation as a whole has in the police.

'Share Your Story' Community Survey

On November 10, 2020, the City of Salem launched a "Share Your Story" survey on its website to augment this report. The last "story" was shared on January 2, 2021. The City of Salem originally indicated that it received 140 stories; however, we cleaned the data further to eliminate entries that did not contain substantive information or contained information that was not relevant to the SPD (e.g., a story about a traffic stop in another town.) Once the City removed these entries from the data, we analyzed 119 responses.

Sentiment Analysis

We began our sentiment analysis of the "Share Your Story" responses by categorizing each response as positive, negative or both positive and negative. The breakdown is as follows.

Response Type	Number
Positive Response	18
Negative Responses	98
Both Positive and Negative Response	3
Total	119

We analyzed each response to categorize its nature. We disaggregated the positive responses from the negative responses. For some responses, the story included multiple sentiments and therefore, fit into multiple categories.

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10 https://news.gallup.com/poll/317135/amid-pandemic-confidence-key-institutions-surges.aspx

Negative

We provided our categorization of negative responses below.

Topic of Response	Number
Protests	49
Profiling, inequitable service and harassment	25
Service	19
Illegal search	11
Unsheltered individuals	5
Police not wearing masks	3
General	13

The overwhelming number of negative sentiments were associated with the protests and demonstrations in 2020. Most comments focused on what respondents perceived as SPD personnel treating left-leaning groups and right-leaning groups differently. Many respondents indicated that the officers showed force and dressed in riot gear in the presence of Black Lives Matters protestors, but they showed camaraderie and protected Proud Boys and other right-wing groups and let those other groups engage in illegal behaviors and protests without permits.

The second largest category of responses related to profiling, inequitable service and harassment. In this category, we included stories involving individuals who witnessed or experienced a stop by police officers for no apparent reason or a stop because of the individual's race. This also included individuals who witnessed or experienced harassment from the police.

Service complaints includes stories about officers reportedly not responding to an incident or an officer who was in some way rude, inappropriate or lacked empathy when interacting with a victim. Several of the lack-of-service complaints were associated with calls related to the response, or lack of response, to issues with unsheltered individuals.

Positive

We provided our categorization of positive responses below.

Topic of Response	Number
Professionalism	12
Unsheltered individuals	6
Responsiveness	2
De-escalation	2
General	6

The data included significantly fewer positive responses than negative responses. The positive responses were complimentary of the SPD and mentioned specific circumstances wherein the respondent observed SPD officers acting in a professional manner, displaying compassion for a person's circumstances or appropriately de-escalating a situation where an individual was having a behavioral health crisis.

Regarding issues with unsheltered individuals, respondents told stories of officers who appropriately interacted with unsheltered individuals who were behaving in a disruptive manner. One respondent noted appreciation for the work the SPD was doing but thought that interacting with and responding to unsheltered individuals should not be SPD's responsibility.

Internal Survey of SPD Personnel

We conducted a survey of SPD employees between December 8 and 25, 2020. The survey was composed of 44 questions regarding topics including diversity and inclusiveness, morale, supervision and command, community relationships and trust, fairness, and other factors. One-hundred eleven sworn members and 22 civilian staff members responded to the survey. Our summary reflects the combined responses of sworn and civilian personnel, but when the answers differ by the employees' statuses, we discuss the difference. We provide additional information in **Appendix B**.

Treatment of Employees

Most respondents agreed that personnel in their area or division treat them with respect (92.36 percent), the Department promotes diversity for all employees (93.95 percent) and the Department promotes inclusiveness for employees (83.62 percent). Overall, 80.62 percent agreed that their supervisor gives them regular feedback on the quality of their work. Specifically, 81.82 percent of sworn personnel agreed with that statement and 73.69 percent of civilians agreed. Despite these factors, only 26.16 percent overall and 20 percent of sworn personnel agreed that the Department's morale is high. This contrasts with 60 percent of civilians who agreed that the Department's morale is high.

Community Engagement

More sworn personnel (89.91 percent) than civilian personnel (77.78 percent) agreed that their supervisors frequently encourage them to have positive engagements with the community. Conversely, fewer sworn personnel (82.41 percent) than civilian personnel (100 percent) agreed that their supervisors are open to innovative ways of working with the community. We noted 93.65 percent of all respondents agreed that their supervisors actively encourage them to promote positive community relations. While these respondents noted this encouragement from supervisors, only 53.27 percent of sworn personnel and 33.33 percent of civilian personnel agreed that their direct supervisor actively monitors their community contacts. Overall, 69.73 of respondents agreed that the SPD incorporates community policing competencies into performance evaluations (69.73) and promotional determinations (58.59 percent sworn and 87.5 percent civilians).

Respondents agree that the SPD works with community members to solve local problems (80.37 percent sworn and 100 percent civilian) and that the SPD should have an active role in building and sustaining collaborative community relationships (98.41 percent). Of sworn personnel, 79.81 percent responded that they actively incorporate community policing strategies into their daily activities, while 90.91 percent of civilian personnel agreed.

In questions directed only at civilian employees, 88.89 percent said they have an active role in promoting positive community relations and 61.11 percent said they are encouraged to engage in proactive activities to help with community engagement efforts.

While the respondents indicated that they understand the importance of the Department collaborating with the community, only 55.84 percent of sworn personnel and 78.57 percent of civilian personnel reported that the SPD supports them in working with community members by allowing them time to solve local problems. This response may be indicative of the Department members' increased workloads and calls for service without concurrent increases in staffing.

Regarding community relations, respondents agreed that the majority of the officers with whom they work treat all members of the community fairly and impartially (99.20 percent), and that SPD officers are approachable and make it easy for community members to provide input (e.g., comments, suggestions, concerns) (97.6 percent). All respondents indicated that the officers in their area and division treat people of all racial and ethnic groups fairly all or most of the time and agree that how they engage with all members of the community influences the way the community perceives the SPD. Finally, while 97.24 percent of sworn respondents agree that residents trust them as individual officers, only 88.89 agreed that residents trust the SPD as an organization. Of sworn respondents, 98.16 percent agreed that the community trusts them as police officers.

Training

Respondents felt that the training they have received provides them with the skills needed to perform their job always or most of the time (97.25 of sworn personnel and 88.89 of civilian personnel). They noted that they feel very or somewhat prepared to communicate courteously and respectfully (99.21 percent), de-escalate situations (98.4 percent), meet community expectations (99.08 percent) and meet the Department's expectations with respect to community policing (94.07 percent). In addition, 98.17 of sworn employees agreed that they feel very or somewhat prepared to work through use of force decision making.

Additional Perceptions of the Department

Our assessment identified opportunities for improvements or changes, but it is also important to note the SPD's practices that represent its professionalism, progressiveness and willingness to implement change. Based on the community surveys, it is clear the SPD is generally well-liked and respected. Based on our interviews and an internal SPD survey, the Department members demonstrate a respect and appreciation for the community they serve, have a sense of pride in the SPD and are willing to do better as an organization. Department personnel revealed little trepidation about the possible findings of our assessment, and many stated our findings would only serve to make the Department better.

Assessment of the SPD's Community Engagement Activities

1. Mission and Value Statements

Law enforcement agencies leverage their mission and value statements in policies to foster a more efficient and goal driven environment and policing strategy and provide clarity of purpose. Agencies strive to align their annual goals with the agency's overall mission and values statements and processes to measure the implementation or integration of those goals into their daily operations.

As stated in the policy manual, the SPD's mission is to keep "Salem safe by providing superior police service." Its vision is "to be the recognized leader of police practices through innovation, equipment, technology and training in order to fight crime, enhance trust and protect our community." Its values are "honor, integrity, service, and compassion."

In 2019, the then-Chief developed guiding principles for all members focused on the following topics:

+ Community Oriented – Embrace the Culture of Policing

+ Empower People/Recognize Good Work

+ Teamwork

+ Mentoring

+ Work/Life Balance

+ Communication/Consistent Police and Oversight

+ Timely Decisions and Response

+ Law Enforcement Leadership

+ Fair and Impartial Policing

+ Diversity and Building Community Trust

These principles focus on creating partnerships and developing trust in the community, internal and external accountability, officer wellness, recognizing diversity, and treating people with respect and courtesy. These principles provide a basis for strong community policing programs, as well as internal and external procedural justice. We commend the Department for its focus on the importance of connecting with the community and addressing bias-based policing. However, we find the Department's written directives fall short as they do not establish strategic programs and metrics to address specific crime or quality of life issues. The SPD must ensure Department personnel adhere to the concepts and philosophies contained in these principles once it implements such strategic efforts.

Although the SPD's vision is appropriate and the principles are laudable, the Department should review them as part of a Department-wide strategic planning process and adopt the mission, values statement and associated principles into a more cohesive document. The Department should develop specific strategic goals to help to define its priorities more clearly and include them in its policies, operational objectives and actions.

Recommendations

Rec. #	Recommendation
1.1	Review the vision and principles as part of a Department-wide strategic planning process and adopt the mission, values statement and associated principles into a more cohesive document.
1.2	Develop specific strategic goals to help to define the Department's priorities more clearly and include them in its policies, operational objectives and actions.

2. Community-Policing Strategy

The SPD does not have a formal written strategic plan. Instead, the Department relies on formal and informal operational directives to guide police services. Although the project did not task us with identifying key findings and making specific recommendations to the SPD's overall strategic plan, leadership must develop a community-policing strategic plan[11] to create a clear path toward community policing and engagement efforts as the SPD moves forward. Such a plan will guide the Department's efforts to work with the community to address issues associated with unsheltered individuals and those experiencing behavioral health crises, as well as improve its collaborative relationships with members of BIPOC and LGBTQ+ communities.

Without a community-policing strategic plan to guide its related efforts, the SPD might not be taking full advantage of the strategies, resources and partners available to them in the community. As such, the Department might not achieve the same success as other police departments that apply community-policing best practices by leveraging the resources of local non-profit agencies, social service organizations, school districts, and other organizations.[12]

Although the SPD integrates community-policing philosophies[13] into some daily operations, personnel do not consistently apply the core community-policing components in all operations. Additionally, they do not problem solve by using the partnerships available to them to aid in organizational transformation.[14] The SPD must understand how to apply community policing in its daily operations before leadership can create a community-policing-based department with meaningful and lasting partnerships. The Department must first build its internal capacities and capabilities and incorporate the following three key components of community policing into its operations as recommended by the U.S. Department of Justice COPS Office.[15]

Community Partnerships

+   Identify key community stakeholders, conduct outreach and establish formal written agreements to create collaborative partnerships.[16]

+   Build mutual trust and respect with the community.

+   Engage in fair and impartial policing practices.

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11 Hassan Aden, "Inviting the Community into the Police Strategic Planning Process," The Police Chief 80 (October 2013): 28–31. https://www.policechiefmagazine.org/inviting-the-community-into-the-police-strategic-planning-process/?ref=0df0a48284f2c6eac1fa2150a107524a

12 USDOJ COPS Office. Grantee Success Stories for Community Policing: https://cops.usdoj.gov/granteesuccessstories

13 USDOJ COPS Office – "Community Policing Defined." Revised 2017: https://cops.usdoj.gov/RIC/Publications/cops-p157-pub.pdf

14 U.S. Bureau of Justice Assistance. "Understanding Community Policing: A Framework for Action." January 1994: . https://bja.ojp.gov/library/publications/understanding-community-policing-framework-action

15 U.S. Department of Justice, Office of Community Oriented Policing Services, *Community Policing Defined*, https://cops.usdoj.gov/RIC/Publications/cops-p157-pub.pdf

16 An example of a working model to achieve this goal is the City of San Jose, California's *Mayor's Gang Prevention Task Force*: https://www.sanjoseca.gov/your-government/departments-offices/mayor-and-city-council/mayor-s-office/our-work/public-safety/mayor-s-gang-prevention-task-force

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+ Use effective community-engagement techniques.

+ Nurture and sustain collaborative partnerships.

+ Establish clear external communication networks with community stakeholders.

Organizational Transformation

+ Understand and support community-policing philosophies.

+ Transition the internal and external organizational culture.

+ Reimagine the Department (i.e., marketing, media, equipment).

+ Reorient the purpose and practices.

+ Align operational units and the supporting components.

+ Establish clear internal communication networks.

+ Develop policies and procedures that embody the Department's core values.

+ Train personnel on community policing and problem-solving strategies.

+ Adopt best practices and lessons learned.

+ Review reward and recognition practices.

+ Update measurements and evaluation matrices (e.g., provide ongoing feedback systems and processes).

Problem Solving

+ Develop standard proactive problem-solving methodologies and strategies and encourage personnel to use them.

+ Engage community stakeholders in the problem-solving process.

+ Strategically use data to allocate internal and external resources.

+ Align goals, objectives and outcome measures with community policing efforts.

When the SPD develops a community-policing strategic plan, it is imperative that all supervisory and command-level personnel study and understand the plan in detail and work with those tasked with the coordination and implementation. Each unit supervisor should develop and submit a supporting operational plan for their unit that incorporates the Department's revised mission and the fundamental principles of community policing. These support plans should provide clarity and unify the Department around a shared vision regarding its overall community policing strategic plan.

Once the chain of command reviews and approves the supporting plans, the unit supervisors should implement the plan and provide regular progress reports to their supervisors that describe the barriers officers have encountered. Through this coordinated process, the Chief can align the organization and ensure the SPD works together to support and coordinate community-policing efforts.

As described elsewhere in this report, because the SPD has become short staffed as the population of Salem has grown, City leaders should consider conducting a formal staffing analysis to determine precisely how many staff members the SPD needs to implement the recommendations in this report. To engage in the level of strategic community engagement needed to implement our community policing recommendations, the SPD must increase patrol officers' unobligated patrol time and reduce the detectives' caseloads.

Recommendations

Rec. #	Recommendation
2.1	Develop a community-policing strategic plan to augment the Department's strategic plan.
2.2	Ensure the community-policing strategic plan supports and aligns its policies, procedures and written directives. Embrace a guardian mindset to build public trust and legitimacy and adopt procedural justice as the guiding principle for its strategic plan. Explicitly support the pillars of 21st-century policing and a community-policing paradigm that embraces the constructs of police legitimacy, rather than a more traditional policing model, which does not traditionally stress the need for proactive collaboration with community stakeholders.
2.3	When writing the strategic plan, use online resources about community policing and problem-oriented policing from Department of Justice's Office of Community Oriented Policing Services (COPS) Office, International Association of Chiefs of Police (IACP), Police Executive Research Forum (PERF) and other policing organizations.
2.4	Create a community-policing strategic plan working group open to Salem community members and organizations, City officials, public and private partners, SPD staff, and other representatives. This group should review research, analyze results and aggregate input from various sources and develop a guiding community-policing strategic plan for the Department.
2.5	Clearly state in the community-policing strategic plan that all SPD operational units of the SPD must work with and support one another.
2.6	Conduct a formal staffing study to determine the number of SPD personnel required to implement the recommendations identified in this report.

3. Organizational Transformation

As discussed, refocusing the Department's efforts to partner with the community is key to its organizational transformation. The new leadership has a fresh perspective on how the Department should approach unsheltered individuals and individuals experiencing behavioral health crises, addressing crowd control challenges, and interacting with members of BIPOC communities. This is an opportune time for the Department to commit to becoming an organization based on community policing.[17]

To transform the organization, leadership must overhaul how Department personnel delivers policing services. A well-managed strategic planning process can play a key role in this organizational transformation. Additionally, SPD leadership personnel must communicate their revised fundamental mission, vision and values with the community and the SPD. The community should be involved in key decision making and in determining Department priorities. The Department, community stakeholders and other partners should be part of the transformation process and should collaboratively identify how the Department can best inform the public of the new policing efforts. We met with community members and found that many are willing to partner with the SPD to help them develop new approaches. We recommend the Department take the following steps to advance organizational transformation:

+ Inform the community about the Department's new direction. Solicit community collaboration to develop a safer and healthier community.

+ Gather regular evidence that shows the Department's progress, and make it available to the community.

+ As the Department starts to transform, leadership should ask themselves:

  − What is the Department now?

  − Where is the Department going?

  − How will the Department get there?

The answers to these questions should, in part, inform how the SPD revises its mission, values, principles and strategies.

When leadership announces the redesign of key policing operations, they must communicate their long-term vision, how they plan to get there and how these changes will benefit the Department and the community. They should also relate how the Department practices will change and how personnel should use the new practices to achieve the Department's mission.

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17 Drew Diamond and Deirdre Mead Weiss, "Advancing Community Policing Through Community Governance: A Framework Document." USDOJ COPS Office. June 26, 2009. https://cops.usdoj.gov/RIC/Publications/cops-p161-pub.pdf

Recommendations

Rec. #	Recommendation
3.1	Engage in organizational transformation to enhance community engagement and outreach efforts.
3.2	Identify the agencies that the Department will collaborate with and that have the ability to help the SPD address citywide challenges, including working with unsheltered populations and those experiencing behavioral health crises.
3.3	Ensure lieutenants have active working relationships with the relevant leaders of City agencies. Supervisors should also maintain an agency point of contact list for their districts, which they can offer to frontline patrol officers via rollcall trainings, resource guides or pocket cards.
3.4	Schedule regular in-person or virtual forums and meetings, where community members can interact with the police and discuss programs and policy.
3.5	Re-establish outreach and engagement efforts with neighborhood watch groups. This will help develop ongoing proactive crime-prevention strategies for the watch groups and provide current information on policing and community issues.
3.6	Regularly work with community residents to identify problems and implement solutions that produce meaningful results for the community.
3.7	Try to understand the City's and the community's expectations about how the Department should address crime issues at the neighborhood level. Solutions might include nuisance-abatement laws, code enforcement and local ordinances.
3.8	Collaborate with community members to assist the City of Salem in developing a comprehensive plan to address the complexities of helping Salem's unsheltered populations.
3.9	Create a community advisory board to assist in creating the written strategic plan for community policing. The Department should also discuss community safety, police response, and building trust with the community. The advisory board members should include those of different races and backgrounds and with varying ideas and opinions. Ensure the board has representatives from neighborhood associations, faith leaders, business leaders, youth leaders, social service providers, nonprofit organization leaders and SPD personnel from every rank.
3.10	Assess the SPD's community engagement and outreach. Ensure the Department employs a comprehensive and coordinated effort to achieve community engagement that informs and shapes overall police service.

4. Data Collection and Analysis Capability

Collecting and analyzing data is key to successful community policing. However, the SPD does not regularly analyze all its crime and calls-for-service data to help it make decisions about where, when and how to use its resources. As one interviewee stated, "Salem Police Department is an excellent 20th Century police department in the 21st Century." More effective use of data analysis and tools would help SPD move beyond such a sentiment.

For example, the SPD could more effectively use the data collected in the Computer Aided Dispatch (CAD) system used to dispatch and log the calls for service it receives. This effort could help the SPD be more effective at:

+ Placing its personnel in areas identified as being hot spots for crime,

+ Documenting the amount of unobligated time personnel spend engaging directly with community stakeholders, and

+ Documenting data that could be used to determine whether there are any disparate outcomes in enforcement for Salem's diverse community members.

The SPD could capture the latter type of data using new, innovative case clearance codes that SPD personnel could use when clearing a call for service with radio dispatchers or via a mobile computer terminal. These new codes would represent a variety of data points, such as the race and ethnicity of a driver or pedestrian. Coupled with the CAD data indicating where the call was handled within Salem, data analysts could identify, mix and match data points that indicate precisely where certain types of police-community interactions most frequently take place, as well as at what time and under what circumstances.

We cannot overstate the importance of using proper data collection and analyses to achieve efficiency in the Department. Collecting and analyzing data would help the Department enhance safety for law enforcement personnel and community members who work collaboratively with SPD personnel, as well as contribute to improved decision making, situational awareness, productivity, efficiency, transparency and collaboration with partner agencies.[18] Data can also help leadership make more cost-effective decisions for the department. The Department can share this information with the public and other stakeholders, which communities now expect. This transparency is key to developing trust with the community.

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18 U.S. Department of Justice. 2019. *Law Enforcement Best Practices: Lessons Learned From the Field*. Washington, DC: Office of Community Oriented Policing Services. 2019. Pages 111-123.

The SPD can immediately strengthen the following programs with data analysis:

+ **Problem-Oriented Policing Team**: This team focuses on geographical areas with high volumes of service requests. The team eases the burden on patrol and helps them problem solve. They use the Scanning, Analysis, Response and Assessment (SARA) Model to identify and address problems. We spoke with some of the team members and found that they do not perform much data analysis beyond analyzing the calls for service to identify, respond or assess recurring issues. Although the team is reasonably effective, enhanced data analysis would increase their efficiency.

+ **Overall patrol operations**: Patrol officers problem solve moment to moment in the field. However, if they had access to relevant data on the identified problems in their districts, they could spend their unobligated patrol time working toward solutions and evaluating the impact of current solutions.

+ **Criminal Investigations**: When conducting a thorough investigation, the investigators must mine and analyze every datapoint relevant to potential suspects, witnesses, evidence and more. Having solid crime analysis capabilities allows investigators to develop timely leads and to act on them before they go stale. Additionally, conducting link analyses[19] helps establish crime patterns for lone suspects or among groups of suspects. The SPD can also share the aggregate data with community stakeholders working with the Department to address the root social causes driving crime. For example, a domestic violence nonprofit or social service agency would likely welcome additional information on areas of Salem experiencing increases in domestic violence.

Developing more robust data gathering and analysis systems and protocols would also allow the SPD to research any disparate enforcement outcomes on members of BIPOC communities. The Department could then determine if bias on the part of officers contributed in any way to the disparities.

As public safety challenges increase and budgets and staffing decrease, the SPD must prioritize data collection and analysis. Without an effective and coordinated data collection and analysis process, the SPD will continue struggling to counter rising crime rates and criminal activity and to meet community expectations. The SPD dedicates many of its personnel to the core law enforcement functions, so they must find a way to incorporate data collection.

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19 Link analyses involve connecting various data that may seem disparate to identify relationships that could reveal investigative clues.

Recommendations

Rec. #	Recommendation
4.1	Develop enhanced analytics and data collection methods.
4.2	Increase the crime analysis staff to improve the SPD's ability to be a data-driven department. For example, the SPD should more effectively use the data collected in the Computer Aided Dispatch (CAD) system used to dispatch and log the calls for service it receives. This would help the SPD more effectively place its personnel in areas identified as being hot spots for crime, document the amount of unobligated time personnel spend engaging directly with community stakeholders, and document data that could be used to determine whether there are any disparate outcomes in enforcement for Salem's diverse community members.
4.3	Develop a system to report crime data in real time, strengthen crime analysis and assign personnel to crime hotspots and chronic offenders.
4.4	Include community-policing strategies and associated responses in the formal data collection and analysis processes. This will assist in managing performance and enhancing the operation of each Department unit as they implement community policing strategies.
4.5	Create a multi-agency data advisory group to explore the full capabilities of data collection and analysis efforts internally and externally. Encourage a detail-driven dialogue on the best use of data analysis for SPD and partner agencies.
4.6	Use data analysis and continuous information-sharing to support policing and problem-solving efforts. When appropriate, share information, such as crime trends, in aggregate form with collaborating community stakeholders who are also dedicating resources to addressing social issues that drive crime.
4.7	Broaden the SPD's data collection and analysis coordination efforts to reach across the districts and the Department and to create a centralized data analysis process.
4.8	Train the appropriate SPD members to use the Department's data collection capabilities on a routine and ongoing basis to provide timely information for patrol officers on crime and quality of life in their districts.
4.9	Use data analytics to direct current and future staffing needs, including staff to engage in community policing and engagement. Do not solely rely on calls for service to determine staffing levels.
4.10	Ensure SPD technology gathers detailed information on offenders, victims, crime locations, and the community's quality-of-life concerns. This information will -support crime and problem-solving analysis functions and decentralized decision-making.

4.11	Provide regularly updated data to the public on the Department website and other social media platforms. The Department and community stakeholders should agree on what data to share. Be sure to share data on citizen complaints, officer-involved shootings, criminal investigation clearance and more.
4.12	Once more robust data gathering and analysis systems are in place, research to identify any disparate enforcement outcomes on members of BIPOC communities, then determine if any bias on the part of officers contributed to the disparities.

5. Interactions with Individuals Who Are Unsheltered or Experiencing Behavioral Health Crises

Like many cities across the country, Salem is home to an ever-expanding population of unsheltered individuals, as well as those individuals experiencing behavioral crises. The pandemic and economic fall-out created by it have increased and exacerbated concerns about law enforcement officers' ability to respond to individuals experiencing homelessness and behavioral crises. In many instances, these issues overlap, creating the need for a multi-dimensional response that is inclusive of police, City, health, social and nonprofit services.

Overview of City Resources

The City of Salem is fortunate to have a vast array of service providers that include county, nonprofit, and healthcare agencies. Funding for the individual programs vary from grants to individual and collaborative funding through the City of Salem and Marion and Polk Counties. With their partners, the City of Salem offers the following programs and resource to unsheltered individuals and individuals dealing with behavioral health crises.[20]

+ Triage and connection services

+ Health and mental healthcare

+ Basic needs such as food, clothing and storage

+ Temporary emergency and warming shelters

+ Transitional housing

+ Affordable housing

Additionally, the City is actively exploring additional options to increase its capacity to provide services, which include:

+ A Sobering Center

+ 24-hour managed tent sites

+ Managed care sites

+ Low-barrier shelters

+ Emergency and time-limited shelter with case management and a pathway to housing

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20 https://www.cityofsalem.net/Pages/meeting-housing-needs.aspx

Multidisciplinary Responses

The SPD primarily uses its Behavioral Health Unit, Downtown Enforcement Team and Problem-Oriented Policing Team to partner with City entities responsible for the services noted above. Although these SPD teams do a good job of interacting and partnering with the providers, those relationships and partnerships do not generally extend to the patrol teams, leading to inconsistencies in the Department's response, as some of Salem's community service providers described to us.

Similarly, although the City of Salem and Marion and Polk Counties have worked to provide funding to support services for the individuals in their community who are unsheltered and/or experiencing behavioral health crises, they must address some basic infrastructure issues if they decide to move forward with having multidisciplinary responses to calls for service involving these community members. For example, we learned that City leadership is leading an effort to establish a sobering center where individuals could receive treatment rather than go to jail.

Such sobering centers play a key role in other communities' responses to similar challenges, such as in Eugene, Oregon.[21] The lack of a sobering center becomes even more acute when county jail and other detention facilities, as have many across the country, create policies stating they do not accept inebriated or individuals under the influence of a drug into their facilities. Given this reality, officers and other community stakeholders often must determine their own responses to provide services to those individuals without being able to count on other agencies' assistance, and individuals experiencing substance abuse often require a vast array of social services.

Other costs associated with a multidisciplinary approach include those incurred by healthcare providers and/or social service professionals who could respond to some SPD calls for service involving unsheltered individuals or those experiencing behavioral health crises. If the Salem community desires to implement such multidisciplinary responses, it would be imperative to establish the necessary patrol personnel staffing to allow continued response to such calls, albeit with other social service or health providers joining them.

We recognize that developing these additional resources, within the community and within the SPD, is not a simple task. It would require the City and other community stakeholders to come together and prioritize how they will develop a strategic plan to create such additional resources and address the costs associated with them. However, other law enforcement departments and their communities have succeeded in leveraging resources to help address these issues, such as the HOST program that began in Salt Lake City in April 2011.[22]

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21 https://wfts.org/sobering.htm
22 Worwood, Erin B., Jessica Seawright, and Robert P. Butters. 2016. Evaluation of the Homeless Outreach Service Team (HOST) Program. Washington, DC: Office of Community Oriented Policing Services. https://cops.usdoj.gov/RIC/Publications/cops-w0814-pub.pdf

Non-Violent Calls and Alternative Response Units

The City of Salem has been exploring different approaches beyond traditional police response for non-violent calls involving individuals in crises. Currently, the SPD has three officers, two serving Marion County and one serving Polk County, and a sergeant assigned to the Behavioral Health Unit (BHU), a program that pairs a crisis intervention trained officer with a qualified mental health expert (QMHE) to respond to calls for service involving individuals experiencing behavioral crises. The BHU also includes a Woodburn, Oregon police officer and two deputies from the sheriffs' offices in Polk and Marion Counties.

Although it has been a successful program, it has not been enough. This unit is not available on a 24-hour basis. Interviewees shared with us that the BHU's response time is lengthy enough that the patrol teams just take care of the issues themselves and go to the next call. Patrol officers wait for the BHU if a custodial issue exists, but if it is not a situation in which a person is a danger to themselves or others and the BHU is unavailable, the patrol officer clears the call and moves the person along. These are lost opportunities to get someone needed help and to potentially reduce further calls for service if officers are unable to address the individuals' needs during the first interaction. As previously noted, improved data identification, capturing and analysis could help in the effort to support the operations of BHU, as well.

The City of Salem has been evaluating the viability of a mobile crisis team similar to the successful program used in Eugene, Oregon known as CAHOOTS (Crisis Assistance Helping Out on The Streets).[23] The program is a joint effort between the City of Eugene and White Bird Medical Clinic.[24] It pairs a nurse or emergency medical technician (EMT) with an experienced mental health worker who respond to non-violent and non-criminal calls for service involving individuals in behavioral crises. The team stabilizes the situation and determines the appropriate next steps, including providing transportation to services. As noted, the City of Eugene also has a sobering center, which is a key component as it offers a place to take those who are inebriated in public to the point of not being able to take care of themselves rather than to jail.

The United Way of Mid-Willamette Valley submitted a proposal for Community Response United, a mobile crisis response team that uses an EMT and a QMHP to respond to individuals experiencing health crises. It is similar to the programs described above and is intended to serve Marion, Polk and Yamhill Counties, which include the City of Salem.

The City of Salem must consider infrastructure, cost, available services and need when deciding which type of model is best suited for Salem. All stakeholders, including the SPD, need to be part of the process. The City should review the mobile crisis team models that have been effective in other cities, including the following.

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[23] Eugene, Oregon's CAHOOTS Program: https://www.eugene-or.gov/4508/CAHOOTS
[24] White Bird Clinic website: https://whitebirdclinic.org/cahoots/

Community Assessment and Transport Team in Alameda County, California

This model pairs a behavioral health clinician with an EMT to assist law enforcement in evaluations and transporting individuals to services absent any criminal charges.[25] The Community Assessment and Transport Team (CATT) was a three-year pilot program funded as part of a ballot measure in 2004 to support county mental health programs. The County rebooted the program in 2020[26] in tandem with the Bonita House nonprofit mental health agency.[27] Various law enforcement agencies in the county use the program, including those in San Leandro, Hayward, Oakland and Fremont.

Crisis Response Unit in Olympia, Washington

A partnership between the Olympia Police Department and Recovery Innovations International,[28] the Crisis Response Unit (CRU) aids police through peer navigators for individuals in crisis. The peer navigators can aid in identifying circumstances and need, and they can provide voluntary crisis response assistance.

Policy and Training Review

Regarding community outreach, Directive 2.21 Profiling and Bias-Based Policing states that "to maintain public confidence, the Salem Police Department expects its members to provide equitable law enforcement services to the community with due regard to the protected class status of those served. Members will provide equal protection under the law to all people contacted, fairly and without discrimination toward any individual or group."

Directive 3.01 Community Relations states that "community relations are based upon the principle that in a democratic society the police are an integral and indivisible element of the public they serve. Community relations are manifested by positive interaction between the people and the police and represent their unity and community purpose."

We did not identify any formal, written policies that address the methodologies SPD personnel should use when interacting with unsheltered individuals or individuals experiencing behavioral health crises. It is critical that the SPD research, design, train on and implement such policies once the Department identifies what those policies and procedures should be after working with its community stakeholders.

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25 Community Assessment and Transport Team (CATT) in Alameda County California: https://mhsoac.ca.gov/sites/default/files/documents/2018-10/Alameda_INN%20Project%20Plan_Community%20Assessment%20and%20Transport%20Team_8.6.2018_Final.pdf
26 East Bay Times. "Alameda County Mobile Teams to Help People in Mental Crisis." June 15, 2020. https://www.eastbaytimes.com/2020/06/15/alameda-county-mobile-teams-to-help-people-in-mental-crisis/
27 Bonita House, Inc.: https://bonitahouse.org/
28 Recovery Innovations International. Crisis Response Unit in Pierce County, Washington: https://riinternational.com/listing/crisis-response-unit-cru-pierce-county-wa/

We found that the SPD offers limited or no formal training for most Department personnel specific to how they should interact with unsheltered persons or individuals experiencing behavioral crises. The SPD should consider mandating that all officers participate in Crisis Intervention Team (CIT) training, That said, a nexus exists between de-escalation training and that for individuals experiencing behavioral crises, and the SPD incorporates de-escalation training into its scenario-based and firearms training.

Community Perspectives

We conducted virtual focus group interviews with most of the local service providers for unsheltered individuals and individuals experiencing behavioral crises, as well as community members in general, to seek their input, ideas and insights. These providers included the following.

+ Northwest Human Services[29]

+ ARCHES Program[30]

+ City of Salem Public Works – Community Development (Street Outreach Providers)[31]

+ Salem Health System[32]

+ Center for Hope and Safety[33]

+ Ending Youth Homelessness Groups

+ State Youth Homeless Program

+ Health/Outreach/Shelter/Transitions (HOST) Program[34]

+ City of Salem Fire Department

+ Willamette Valley Communications Center

+ African American Pastors Focus Group

+ Mano a Mano[35]

+ National Association for the Advancement of Colored People (NAACP)

+ Members of the LGBTQ+ Communities

+ School District Officials

+ Humans Rights Commission Members

+ Civilian Police Review Board Members

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29 http://www.northwesthumanservices.org/West-Salem---Total-Health-Community-Clinics.html
30 https://mwvcaa.org/programs/the-arches-project/
31 https://www.cityofsalem.net/Pages/community-development-department.aspx
32 https://salemhealth.org/services/adult-psychiatric-medicine-center
33 https://hopeandsafety.org/
34 http://www.northwesthumanservices.org/HOST.html
35 https://manoamanofc.org/

+ Chairs of Neighborhood Associations

+ Salem's Public Works and Parks Representatives

+ Community Services Department Representatives

+ Local Business Community Representatives

    − Salem Chamber of Commerce[36]

    − Salem Main Street Association[37]

    − Strategic Economic Development Corporation (SEDCOR)[38]

    − Homebuilders Association of Marion and Polk Counties[39]

    − Realtors Association

In the following sections, we discuss some of the key issues the stakeholders from these groups shared with us. In later sections, we discuss the specific programs and issues in greater detail.

Resources

Some representatives from the community groups and healthcare providers working to provide services to those in need of care indicated that they never thought they would "intersect with legal issues in policing" as much as they have. Many have realized how difficult it is to provide resources and services to those experiencing homelessness and behavioral health crises given the shortage of resources in the SPD and greater Salem community and Marion and Polk counties.

Although these group members widely recognized that a multidisciplinary approach to handling incidents involving unsheltered individuals and those experiencing behavioral health crises would provide benefits to all stakeholders, some expressed concern that the City lacks a Crisis Intervention Team (CIT) composed of healthcare workers capable of responding to handle calls involving individuals experiencing behavioral health crises. They noted that under some circumstances, the CIT may be able to fully address a call and the SPD may not need to respond.

Police Response and Training

All representatives with whom we spoke expressed a common desire to achieve community-based healthcare services for those experiencing behavioral health crises. However, while some shared successes they have had in the past through collaboration with the SPD, they also advised that members of the Department have not been "at the table enough" lately to discuss how they can continue moving forward with new and innovative ideas for implementing multidisciplinary approaches in response to the mental health crises within the community.

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36 https://salemchamber.org/
37 https://salemmainstreetassociation.org/
38 https://www.sedcor.com/page/1
39 https://www.homebuildersassociation.org/

Some representatives noted that they assisted in the past to provide training to SPD officers regarding mental health issues and responses. However, none currently do so. Representatives believe that new SPD personnel need to undergo robust training regarding mental health issues and how they should respond, as well receive updated information regarding the community resources available to assist them in their work with those who are experiencing behavioral health crises. It was apparent that these representatives were willing and wanted to collaborate proactively with the SPD to address their mutual concerns regarding the most effective ways to interact with those experiencing behavioral health crises.

Although the providers stated they generally work well with the Downtown Enforcement and Problem Oriented Policing Teams, they stated it is dependent on the officers assigned. This indicates that the SPD must provide ongoing training that addresses how officers should respond to calls involving unsheltered individuals and those experiencing behavioral health crises. SPD leadership, particularly first-line supervisors, need to understand that having officers handle these types of calls for service effectively and professionally is a priority for both the Department and the community.

Black community members expressed a concern over the interactions between police and those who are experiencing behavioral health crises. They would like to see more transparency in the Department's policies and procedures for handling calls for service involving these individuals, with an emphasis on ensuring that mental health professionals are somehow involved in the response and follow-up. They also wished to ensure that the SPD is taking the steps necessary to implement de-escalation tactics whenever possible when officers are interacting with people who are less than cooperative.

Although the majority of providers' comments were favorable of the SPD, they expressed some frustrations primarily around inconsistencies in the way patrol officers often respond to calls rather than members of the SPD's specialized units. Some cited a lack of consistency around with whom they interact at the SPD when issues occur. Most said they would call the downtown sergeant when problems occurred, but the SPD has not shared clear direction as to who community members should contact to address specific issues of concern.

Service providers and police personnel also expressed frustration about the City of Salem's ordinances intended to combat issues in the downtown business area. Several commenters noted that the City cannot "arrest our way out of homelessness" as it is not a crime to experience homelessness and absent a crime or dangerous behavior, the SPD should not respond to these calls for service. The service providers want to achieve a good partnership rather than requiring ordinances that outline every action that the entities should take when addressing these issues.

Recommendations

Rec. #	Recommendation
5.1	Work with the City of Salem and community partners to develop proactive strategies for addressing unsheltered individuals and those individuals experiencing behavioral health crises. Empower SPD personnel and community partners to work together.
5.2	Establish ongoing and regular meetings between specialized patrol units and all community partners and stakeholders with whom they collaborate and interact. Ensure timely conversations regarding issues surrounding unsheltered individuals and those individuals experiencing emotional crises. All members of the patrol team should be in attendance, not just a supervisor.
5.3	Ensure the SPD continues to maintain a command-level officer to serve as a proactive and fully engaged liaison between the SPD and service providers in the City of Salem for unsheltered individuals and those individuals dealing with behavioral crises.
5.4	Encourage and formally recognize SPD staff who have developed and used proactive strategies and responses to situations involving unsheltered individuals.
5.5	Collect and document SPD initiatives and programs that have successfully addressed reoccurring problems. Instruct all SPD staff to use these model approaches to respond to citywide challenges, such as those associated with unsheltered individuals.
5.6	Determine new approaches to the interactions SPD personnel have with unsheltered individuals and those experiencing behavioral health crises. Create formal policies that reflect these new approaches in tandem with community stakeholders.
5.7	Design and implement training for SPD personnel about the new policies regarding interactions with unsheltered individuals and those experiencing behavioral health crises. Involve community stakeholders and subject-matter experts to assist in providing instruction during these courses.
5.8	Require all SPD officers to complete Crisis Intervention Team (CIT) training.

6. Interactions with BIPOC and LGBTQ+ Communities

To gain a sense of how communities of color, particularly the Black and Latino communities, and members of the LGBTQ+ community interact with and perceive the SPD, we interviewed representatives from the following organizations, as well as numerous other members of the BIPOC communities during our interviews with other associations, groups and individuals.

+ Pastors from local churches with predominantly Black congregations
+ Mano a Mano program[40]
+ Local Salem-Keizer chapter of the NAACP

We also interviewed individuals from these communities and conducted focus groups. We describe their feedback and experiences below.

Relationship Building and Taking the Next Steps

SPD leaders and representatives have reached out over the years and visited some of the churches in Salem with predominantly Black congregations. However, Black stakeholders felt that although the effort to establish mutual understanding between the police and the Black community is generally positive, it often felt like follow-up effort was minimal regarding the opportunities discussed to improve relationships. Representatives stressed that what is most important are the steps the SPD needs to take if serious collaboration is to occur between the SPD and Black community.

Black community members expressed a desire to bring the SPD into their community. What they described seeking most is a partnership with the SPD and being involved in a community policing strategy. Stakeholders were concerned about the limited number of community events specifically for the Black community that an SPD officer would attend. Some advised that this engagement process has a lot of "starts and stops" in that for a while, they would see officers at their meetings and then a lull would occur before any renewed SPD efforts. This leaves the Black community members feeling that no partnership exists between them and the SPD. Initiatives are underway to assist law enforcement agencies accomplish racial reconciliation, such as that provided by the National Initiative for Building Community Trust and Justice[41]

A leader of a local organization dedicated to the Black community described the relationship he had had with the former Chief of Police in Salem as being a "fruitful" and he expressed hope that the relationship with the new Chief would be as productive.

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40 The Mano a Mano organization helped facilitate a meeting between youth and parents from Salem's Latino community, and these individuals shared experiences and concerns that affect children in schools, the greater Latino community in the Salem area and members of the LGBTQ community. https://manoamanofc.org/
41 https://trustandjustice.org/resources/intervention/reconciliation

Overall, it was clear that a number of Black community members are serious about establishing a working partnership with the SPD to address issues of concern. Many feel that because of the current national focus on racism, this is the perfect time to finally make such a partnership a reality. One interviewee stated, "If people are serious about making change, I'm serious about working with you [SPD]."

Interactions with the Police

One stakeholder expressed concern that during a recent protest, some SPD officers told some protesters of color that they needed to leave the area but allowed protestors from alt-right movements to stay. They believe the police treated them differently because of their identity.

Latino community members echoed these concerns and expressed that SPD officers treat protesters from the Proud Boys and other white supremacist groups differently than protesters of color. We did not investigate these claims as part of our assessment; however, even the perception of this being true should concern the SPD. Some community members believed that the Chief should publicly articulate where the SPD stands regarding alt-right and white supremacist groups. After we completed our interviews, the SPD Chief issued a statement on December 18, 2020 denouncing racism and reiterating that in its response to protests, the SPD's "priorities for any protest are to protect the rights of citizens to freely express themselves and peaceably assemble, while preventing violence and destruction of property.[42]

Some interviewees were supportive of SPD personnel engaging in more proactive community policing efforts and outreach. That said, one individual acknowledged that after going a ride-along with an officer, they believe officers spend most of their time going from call to call and do not have a lot of time to engage with the community. Another concern expressed was the issue of "mission creep," by which the lack of an established or communicated SPD mission regarding day-to-day police operations contributes to less-than-ideal police-community relations.

Latino youth and parents expressed concerns over the perception that the SPD has a working relationship with representatives of Immigration and Customs Enforcement (ICE). They told us of incidents in which they believe SPD members supported ICE agents to take Latino community members into custody.

A member of the LGBTQ+ community stated that a couple of years ago, their friend had an interaction with the SPD during which when the man said he was bisexual, the officer responded with what the man described as an eye-roll, which was rude and disrespectful. However, the interviewee also described a situation in which the interviewee had direct contact with an SPD officer while medical personnel treated them during a behavioral health crisis. The interviewee said the SPD officer was kind and thoughtful, and helped the interviewee get through the experience. The interviewee stated they personally were not aware of any major issues between members of the Salem LGBTQ+ community and the SPD.

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42 https://www.cityofsalem.net/a-statement-from-chief-womack-regarding-pprotests-aspx

Youth Outreach and School Resource Officers

One community member stated that it was very important for Black youth and the SPD to engage with each other in circumstances not involving law enforcement activity. For example, one individual mentioned a program that once existed in Salem called Voice to Men, in which youth in the community and members of the SPD have breakfast together and talk. This individual thought it was extremely beneficial to have a young person sit at the table and speak with police officers. However, the representative stressed that this effort should be broader, and the Department should take steps to develop opportunities for all youth to have such an opportunity, particularly if the SPD's focus is to make youth see police officers as "for them" rather than "against them."

As discussed in depth in the section addressing concerns with the SPD's School Resource Officers (SRO) program, many of the Latino youth with whom we spoke shared personal experiences that illustrated their concerns that they are quite frequently treated differently than others. For example, they shared experiences in which they believed SPD officers singled them out for interviews because of the way they were dressed, which they described as being distinct from what their white counterparts wore.

Latino youth and parents also expressed concern that some of their children are bullied at school because of their Mexican heritage. When some parents bring these bullying incidents up to school officials or an SRO, these individuals downplayed the incidents. This left many parents to not have trust and confidence in the police. The Latino youth with whom we spoke were concerned that the SROs in schools were not there simply to provide for school safety; instead, they felt the SROs' focus was to take proactive law enforcement action against students whenever it was possible, which they described as contributing to the reported school-to-prison pipeline for youth of color.

Some youth described how they would see SPD vehicles cruising around the neighborhood all the time in the Latino neighborhoods in Northeast Salem, but that when one of the youth interviewees moved to South Salem, the individual did not see that level of activity in the new neighborhood. They believed this demonstrated concerning disproportionate levels of policing in minority neighborhoods.

Diversity and Recruitment

Stakeholders expressed concern about a lack of diversity within the SPD, advising that it is difficult to encourage people to join the SPD when the officers seen patrolling the streets and those engaged in recruiting efforts do not "look like you." A stakeholder suggested that the SPD should focus its recruiting efforts on advertisements targeting individuals from historically Black colleges and universities (HBCU), although stakeholders recognized that travel may be expensive to initiate such efforts. Some Black community members said they would be willing to work with the SPD on its recruiting efforts if the Department reached out to them. In fact, an individual suggested the SPD should have community members help SPD recruiters write some of the questions posed to candidates during hiring interviews. An individual also recommended that members of the BIPOC community serve on the hiring boards that interview candidates. A stakeholder suggested the SPD focus on candidates who would be willing to live in the City of Salem.

We heard commentary from Latino youth who were members of the LGBTQ community regarding the lack of SPD officers who look like them or represent their communities. They expressed concerns that because of the lack of diversity, SPD officers do not understand their culture, which leads to more Latino individuals being singled out for attention and treated differently. They believed a lack of diversity at the SPD contributes to systemic racism.

Training

Interviewees noted they would like to see the SPD provide advanced training to help officers become more culturally competent, noting that while the Department cannot necessarily train bias out of an individual, officers should understand what the SPD expects of officers in terms of its policies and procedures and the Department should hold officers accountable to those standards. One interviewee stated, "Culture eats policy for breakfast" to express the concern that the SPD must provide appropriate training regarding cultural competency and bias-free policing, along with the establishing appropriate measurement data to ensure that the SPD's culture reflects the success of the training.

Recommendations

Rec. #	Recommendation
6.1	Clarify the mission and values statement to ensure officers treat all people in Salem with equity and fairness. Ensure all SPD personnel uphold this commitment.
6.2	Engage in a strategic effort to formalize the future initiatives intended to achieve a collaborative collaboration between communities of color and the SPD and ensure follow up.
6.3	Develop a formal recruiting and hiring program focused on increasing the diversity in the Department. Collaborate with the City of Salem's Human Resources Department, communities of color and specific organizations willing to assist the SPD recruit candidates of color, which could include outreach to HBCUs. Reach out to stakeholders of color to collaborate on interview questions. Include stakeholders of color on SPD hiring panels.
6.4	Develop formal protocols and training addressing the concerns that during protests, officers treated some individuals differently based on their race or perceived ideology. Ensure officers adhere to these protocols during any future protests.
6.5	Consider inviting members of the Salem BIPOC community to the Department's training sessions when teaching topics, such as cultural diversity, bias-free policing and de-escalation, as many members of the Salem BIPOC community offered to assist during the presentation of these trainings.

7. Youth Engagement

The SPD has a long history of working with youth in the community. This work has included the following current engagement efforts.

+ Cadet Program

+ School Resource Officer (SRO) Program

+ The SPD Gladiator Program

+ Police participation in various youth camps

+ Bike rodeos

+ Shop with a Cop

+ Law Enforcement Torch Run for Special Olympics

+ West Salem Dream Center[43]

+ Teen Court[44]

Staffing and Resources

Police departments nationwide engage in most of these programs.[45] Some, like youth camps, bike rodeos, 'Shop with a Cop' and Special Olympics, occur once or twice each year and rarely impact staffing on any long-term basis.

During our assessment, it became clear that SPD officers wanted more involvement and opportunities to work with youth. Several officers expressed during interviews that they wanted to spend more time and have positive interactions with youth. Many officers interviewed shared stories of how they used to be able to spend time playing sports and engaging in more activities with young people.

The pandemic has caused SPD officers to reduce their interaction with the public, which has consequently impacted their ability to have ongoing positive interactions with Salem's youth. Staffing shortages have also impacted SPD officers' discretionary time and reduced the amount of time officers have to spend on youth interactions and other collaborative community efforts. Based on our assessment and these realities we suggest the Department conduct a staffing analysis that accounts for SPD personnel's need for unobligated patrol time during which they can engage in community efforts.

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43 https://salemdreamcenter.org/

44 Teen Court is a Marion and Polk Counties Boys and Girls Club program in which the District Attorney's Office and the Juvenile Department forward some lower-level offences cases to the Teen Court. It is a peer court program in which the defendants are tried and adjudicated by a group of their peers. Lawyers act as the judge, but the jury is made up of their peers. At the conclusion of the trial, the defendant is must participate as a peer on a Teen Court jury.

45 USDOJ COPS Office – Community Policing Dispatch: "Much More than Fun And Games." March 2020, Volume 13, Issue 3. https://cops.usdoj.gov/html/dispatch/03-2020/youth_programs.html

Notable Programs

Two youth-related programs emerged as being particularly significant for the City and Department: the School Resource Officer (SRO) program and the Gladiator Program.

School Resource Officers

The SPD and Keizer Police Department partner with the Salem-Keizer School District to provide school resource officers (SROs) on middle and high school campuses. Currently, the school district is deciding whether it will renew their contracts with the departments and continue the program. As is the case in other cities across the country, the Salem-Keizer School District is evaluating the program's effectiveness and whether the presence of an SRO on a school campus disproportionately affects youth of color and youth with disabilities. As noted, Latino community members with whom we spoke questioned the efficacy of the program and if SROs treat students of color fairly.

One factor hindering the program's effectiveness and SPD personnel's satisfaction with the program is the SROs' collateral capacity as juvenile detectives who are responsible for investigative follow-up on child abuse incidents and some criminal cases involving juveniles. In interviews with school district leaders and current SROs, interviewees estimated SROs spent more than 40 percent of their time on collateral investigative work, which required them to be in their office writing or making phone calls. Additionally, some SROs have other collateral assignments, such as with the Special Weapons and Tactics (SWAT) teams, which require regular training that often takes them away from being available to the schools.

SROs being so intertwined with juvenile investigations adds an inherent conflict: some view them as enforcers first, rather than representing the triad model of an SRO being a mentor, educator and law enforcer. The SPD explicitly provides its SROs this model through the National Association of School Resource Officers' training course.[46]

Many current and past SROs interviewed expressed a need for the Department to create a Child Abuse Unit in the Criminal Investigations Division to remove this collateral duty and "allow us to focus on relationships and mentorship as opposed to investigations." They stated that the existence of such a unit would allow SROs more time to educate students on issues such as drugs and alcohol, domestic violence, and driving under the influence.

Based on numerous comments made during our interviews with community members, SPD officers need more juvenile diversionary programs to recommend in lieu of arrests, especially on school campuses. One example of such a program that the SPD and Salem community stakeholders may want to consider is the Safe Alternatives and Violence Education (SAVE) project in Sacramento County.[47]

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46 https://www.nasro.org/
47 https://www.scoe.net/divisions/ed_services/prevention/project_save/

Project SAVE is a program for adolescent first-time offenders aged 10 to 17 who have been involved in violence or weapons possession on or near a school campus. SAVE offers alternatives for youth who act without thinking or in response to peer pressure, and who are not yet intimately involved in the juvenile justice system. SAVE requires parent participation. Youth and their parents or guardians attend a six-hour Saturday class that addresses weapons and violence and provides information and skills related to effective anger management, refusal, choices and consequences, and parenting.[48]

The Gladiator Program

The Gladiator Program[49] is SPD's only youth-specific program. Officers from the Downtown Enforcement Team developed this successful program in collaboration with Taylor's House, a 24-hour shelter for unsheltered youth between 11 and 18. United Way of the Mid-Willamette Valley[50] and the Mid-Valley Community Action Agency[51] also partnered to sponsor the program.

The officers saw an opportunity to forge positive engagement with a vulnerable part of the community who often distrusted the police. The officers consulted with staff and asked if they could start "hanging out" with the youth in an effort to get to know them better. Through sports, video games and other shared activities, the officers began developing mentoring relationships that have since led to an annual camping trip, Gladiator Camp, and assistance and guidance with applications for employment, college and the military.

SPD personnel and social service partners lauded the Gladiator Program repeatedly in interviews as an example of positive community engagement by the SPD. It will be important for the Department to develop mechanisms to measure the success of such programs as it develops a formal community oriented strategic plan.

Policy Review

The only SPD youth program that has a specific written policy is the Cadet Program with Policy 2.14, last revised on September 30, 2020. No written policies or procedures exist related to SROs or the Gladiator Program. The local school district and the SPD have a memorandum of understanding (MOU) for SRO services; however, the SPD and Taylor's House do not have a MOU.

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48 https://www.scoe.net/divisions/ed_services/prevention/project_save/
49 https://www.youtube.com/watch?v=fUlhQoR9IJU
50 https://www.unitedwaymwv.org/home-for-unsheltered-teens.html
51 https://mwvcaa.org/

Training Review

SPD officers assigned to the SRO program must attend the external National Association of School Resource Officers' 40-hour SRO course,[52] which addresses the following topics:

+ Ethics

+ Developing and supporting successful relationships with diverse students

+ Understanding special needs students

+ Serving as an informal counselor and mentor

+ Social media and cyber-safety

+ Understanding the teen brain

+ Violence and victimization

+ Sex trafficking of youth

+ School law

+ Effects of youth trends and drugs on the school culture and environment

+ Preventing violence in school settings

+ School safety and emergency operation plans

+ Guest speaking

+ Crime Prevention through Environmental Design (CPTED)

Recommendations

Rec. #	Recommendation
7.1	Increase the number of SPD youth-based programs.
7.2	Consider eliminating the SRO program with the Salem-Keizer School District until the SPD's staffing needs are addressed.
7.2	Re-evaluate the duties of SROs, specifically with regard to their collateral duties as investigators for crimes involving juveniles and the negative impact that collateral duty is having on their effectiveness.
7.3	Create a Juvenile-Child Abuse Unit within the Criminal Investigations Division to handle follow-up investigative work related to juvenile crimes and reported child abuse cases to allow SROs to focus on mentoring, educating and enforcement of laws that directly ensure the safety of students and staff at local Salem schools.

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52 https://www.nasro.org/clientuploads/Course%20Agendas/NASRO_Basic_Course_Description_and_Outline.pdf

7.4	Explore partnerships with the Circuit and Municipal Courts, Department of Health Services and the District Attorney's Office to identify or increase any potential or existing programs directly related to diversion of juvenile offenders from the justice system, such as the Teen Court program.
7.5	Formalize the Gladiator Program procedurally and with MOUs between key participating social agencies and funding sources to ensure its ongoing effectiveness, sustainability and consistency.
7.6	Develop procedures or protocols specific to SPD youth-based programs, as well as protocols for regular and consistent evaluations of these programs to ensure the programs are in line with best practices and legal updates or changes.
7.7	Develop a readily available resource document for officers to use in the field for social services and community programs that can serve to assist families with youth-based issues.

8. Response to Assemblies and Demonstrations

The City of Salem has a lengthy history of peaceful protests, including counter-protest activity. The Department's response and their interaction with certain groups has drawn criticism from some citizens. We focused on the preparation, training, policies, planning and response associated with the protests that followed George Floyd's death and extended into 2021 in response to a variety of social issues and concerns. The majority of protests centered around the national focus on police brutality and racial equality; however, the Department has responded to nearly three dozen days of protests since May, including protests regarding the 2020 election, COVID-19 restrictions, anti-abortion advocacy, and the breach of the State Capitol.

The Mobile Response Team (MRT) typically leads the SPD's response to protests. The MRT is an element of the specialized Emergency Operations Group (EOG) that supports the Portland Police Bureau (PPB) and the Oregon State Police (OSP) in addition to staffing protests and incidents within Salem. For example, the SPD scheduled the MRT to travel to Portland, Oregon to support the PPB on May 30, 2020 for a planned protest when local intelligence indicated individual were planning a protest in Salem and interest was steadily increasing. The SPD leadership decided to withdraw their offer to provide MRT support to Portland and instead, assigned the team to the local protest.

That decision proved extremely beneficial, as the Department faced a large-scale protest that was complicated when some local business owners invited armed counter-protestors to their establishment to help protect their businesses. As with many cities throughout the country, the City of Salem had not previously experienced the level of unrest seen at the May 30, 2020 protest or others that followed into 2021.

According to our review, the Department worked through some early challenges by leveraging its experience and dedication to preparedness. Because of this experience, the SPD had a framework from which to approach the protests in an organized, methodical manner using specifically trained and experienced officers. This included the activation of a well-structured incident command post and field command post, as applicable.

The Department continues to work through challenges and adapt its approach and techniques after reviewing the operations plans and after-action reports from past protests. The SPD's most recent operations plans represent significant improvement, including the use of Incident Command System (ICS) forms during the planning process and preparing comprehensive after-action reports that address each element of the planning and response processes and describe any issues and recommended solutions.

Additionally, SPD leadership implemented staffing changes that have enhanced the Department's operational performance. We learned that some command staff assigned to the early protests were not well aligned regarding the rules of engagement with protestors, which resulted in some isolated instances where conflicting orders were issued to personnel handling crowd control. The SPD brought in supervisors with MRT experience to oversee MRT and the Department benefited from their experience, which positively impacted the Department response after the initial protest in May 2020.

Incident Command System

Directive 4.10 Management of Major Incidents provides guidance for response to a major incident. The directive is specific about how an event or incident should be managed from the first officer on scene or first notice of incident through the maturation of establishing the formal command. The directive requires officers' response to focus on negotiating with protest organizers to prevent violence and disorder rather than relying primarily on arresting protestors and other crowd control tactics.

The directive explains the operational structure and response guidelines, including use of resources, mutual aid resources, and command and control. It also provides guidance on implementing the ICS and assigning an Incident Commander.

The ICS[53] provides an organizational framework for the efficient and effective command, control and coordination of an emergency response for first responders. The ICS is important when addressing protest activity, as it defines the operational plan, roles and responsibilities for those assigned to and anticipated as needing to respond. Because most law enforcement agencies train on this system, the ICS allows for rapid expansion to meet the demands of evolving incidents to minimize harm, personal injury and property loss.

> ### Incident Command System
>
> The Incident Command System (ICS) is a standardized hierarchical structure that allows for a cooperative response by multiple agencies, within and outside of government, to organize and coordinate response activities without compromising the decision-making authority of local command.
>
> ICS ensures that agencies address the most pressing without duplicating or wasting precious resources.

The Incident Commander provides a centralized command of resources, which is paramount to an effective ICS implementation. The directive states that the Incident Commander has the responsibility for directing the Department's response.

Such a policy typically includes language regarding the development of an incident action plan (IAP), commonly referred to as operation plans, which includes strategies, goals and tactics as well as establishing rules of engagement, including use of force options, and the criteria necessary for enforcement actions to be taken. We did not identify a directive that requires the development of an IAP; however, we identified comprehensive operations orders and it appears SPD personnel consistently follow them. As noted, the Department also recently adopted the use of ICS forms in the planning process for large-scale incidents, events and crises.

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53 Text box source:
   https://www.nationalservice.gov/sites/default/files/olc/moodle/ds_online_orientation/viewf265.html?id=3139&chapterid=908#:~:text=The%20Incident%20Command%20System%20(ICS,making%20authority%20of%20local%20command.

We reviewed multiple operations plans that dated before the late May 2020 protests, during the May 2020 protests and from the most recent protests in January 2021. We found that although the ICS forms represent a different structure from the more narrative-based plans used by many agencies, the SPD's early plans were comprehensive and detailed. The SPD carefully prepared the plans to address the "who, what, when, where, why and how" of the Department's actions. However, the mission-specific objectives and rules of engagement in the later protests appeared more robust and more clearly defined in the operations plans. The primary objectives we identified in the operations plans addressed the Department's objective to protect protestor's rights of assembly and free speech.

After-Action Reports

The after-action reports (AARs) we reviewed demonstrated an evolution in the SPD's strategies. The AARs completed following the early protests were essentially a brief summary of events and the identification of issues that arose. These reports were typically limited to two to three pages, much of which was devoted to the staffing assignments. The more recent AARs include a detailed description of events and a chronological review of the incident. The AARs note identified issues, including a pre-formatted section for each element of the operation, such as notifications, briefings and radio communications.

In discussion with SPD officers and leadership, we learned that timely and meaningful after-action meetings have consistently occurred among MRT members, and they openly shared identified issues. However, as we learned in our discussion with SPD leadership, they believe the AARs prepared in the early protests did not reflect the appropriate level of detail to review issues that negatively impacted the Department's performance during those protests. SPD leadership expressed a much greater level of satisfaction with the more recent AARs.

Intelligence Gathering

The SPD's level of intelligence and information gathering in preparation for demonstrations was more robust in the later operations plans. Although the operations plans provide a comprehensive review of information relevant to the activities, the SPD provided us with additional information that circulated throughout the planning ranks to inform commanders of the proposed actions more effectively.

We were surprised to learn the SPD does not have a designated intelligence unit. Given the frequency of incidents and the intensity of recent protests, it is prudent that the SPD designate an individual, group or unit to monitor information networks. This process serves the obvious purpose of informing the SPD of planned events, organizers and intent, but also allows the Department to proactively monitor public sentiment regarding national trends, local issues and events of interest that may impact the Department by informing it of community perspectives that they Department may wish to address to support increased communication with the community.

MRT Operations Training

The Department's typical response to protest activity centers around the resources of the EOG, primarily the MRT. Directive 4.11 Emergency Operations Group defines the MRT's structure and operations. This directive also establishes the operations of the following specialized units: Special Weapons and Tactics (SWAT), Hazardous Devices Team (HRD), Tactical Negotiations Team (TNT) and the MRT. The internal operational document "Salem Police Department Mobile Response Team Operational Guidelines," last revised in 2007, further addresses the MRT. The document focuses on protecting citizens' freedom of speech and right to lawful assembly. It further explains the unit from personnel selection, training and equipment to weapons and operational tactics.

The Department does not have a standalone written directive for crowd control that lays the foundation for preserving First Amendment rights.

The Department participates in the Pacific Northwest Civil Disturbance Course, an interdepartmental training initiative. The OSP, PPB and SPD partnered to create a civil disturbance training course, finding that the U.S. Department of Homeland Security's (DHS) Federal Emergency Management Agency (FEMA) Mobile Field Force (MFF) training was not effective in meeting their expectations. This group determined they could more efficiently and effectively deliver course content and make it more available to area officers. As the training course and popularity increased, officers from across the country have attended the course.

However, SPD leadership shared with us that as specialized MRT training increased, basic crowd control tactics training for patrol officers not assigned to MRT decreased. Similarly, Department members not assigned to the MRT lacked the necessary crowd control equipment, such as helmets, batons and gas masks. The SPD is similar to many agencies that followed the trend of designating training and crowd-control responsibilities to a specialized, trained unit and decreasing or discontinuing departmentwide training and equipment for officers to respond to civil disturbance. Additionally, like many agencies that experienced significant civil unrest in summer 2020, the SPD is now purchasing equipment and reinstituting crowd-control training for all officers.

Equipment

SPD officers must complete the long-baton training course prior to deploying on an incident. Department Directive 5.03, Use of Weapons and 5.05 OC Spray and Impact Launchers explains the requirements for weapons and equipment used by the MRT. Specifically, Directive 5.03 states that MRT members should only use weapons that they have been assigned, on which are properly trained on and for which they are currently qualified. The Department must approve the MRT's weapons and ammunition.

Grenadiers, who are officers who deploy less-lethal munitions, must complete a basic grenadier course of instruction before deploying as a grenadier on an incident. Pepper ball[54] operators must complete the Pepper Ball Certification and Qualification course with an annual requalification. 40mm launcher operators must complete a certification and qualification course with an annual qualification. Directive 5.05 provides detailed instruction for the use of less-lethal impact launchers and the police baton. Acceptable target areas are defined and clearly restrict officers from targeting the head, neck, spine, chest and groin.

Interactions with the Community

As noted, the overwhelming number of negative sentiments expressed through the 'Share Your Story' program were associated with the protests and demonstrations in 2020. These comments reflected respondents' perceptions that the SPD treated groups such as Black Lives Matter protestors differently than the Proud Boys and other alt-right groups. Many respondents indicated that while the SPD officers showed force and dressed in riot gear in the presence of Black Lives Matters protestors, they showed camaraderie and protected Proud Boys and other right-wing groups and let those other groups engage in illegal behaviors and protests without permits.

We reviewed directives and documents related to SPD officers' interactions with participants in protests. It is a best practice in preparation and response to protest for police departments to engage in outreach with event organizers as it is an important tool in planning and preparation. We were pleased to learn that the SPD has embraced this concept and has engaged in such outreach for years. The SPD's plans for protests included directives to Department members such as, "MRT will deploy resources as needed to control traffic, encourage protestors to use sidewalks, obey all traffic laws and allow protestors to exercise their 1st Amendment Rights. The final results desired are for all participants to enjoy their rally/march in a safe and controlled environment free of various forms of interference."

Although we found evidence that the SPD attempted to reach out to organizers during the May protest, we learned that the SPD's efforts beginning in summer 2020 were not as effective as they had been in the past because the Department could not identify the organizers. When the Department determined a possible organizer, it reached out through a number of channels, including social media, in attempt to connect in advance of the event. During one protest, the Department received a call from an organizer requesting assistance as the group was returning to the statehouse, fearing for the group's safety due to counter-protestors. The Department obliged the request in the interest of public safety and its primary objective to ensure peaceful expression.

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54 Pepper ball launchers are CO2- or nitrogen-charged less-lethal weapons for deploying small oleoresin capsicum (OC) capsules or "balls."

As noted, community members have criticized the Department for allegedly favoring protestors or groups that adhere to a right-wing ideology. Although we learned that organizers of many of these right-wing groups tended to readily identify themselves to authorities and expressed and often demonstrated a willingness to comply with officers' instructions, officers must recognize the delicate balance of managing openly armed individuals in a crowd control setting and the importance of maintaining neutrality toward the various groups in a protest.

We reviewed the Department's operational objectives that addressed how officers should focus on ensuring opposing groups can peacefully express their Constitutional rights, while preventing conflicting groups from converging. This objective was in place for the during a May protest in which a local business owner invited openly armed individuals to assist with ensuring the business remained open. By keeping protestors and counter-protestors separated, the SPD's intervention prevented potential clashes between these individuals and a larger protest group primarily assembling at the State Capitol.

Additional Training Considerations

We reviewed the Department's training related to the policies and procedures that officers use when responding to crowd control or riot incidents. The SPD Training Section facilitates the Department's training efforts, including documenting and filing records about completed training with the Oregon Department of Public Safety Standards and Training (DPSST). When officers complete any training, the SPD completes the State-required F-6 form to document it. This documentation includes the course title, training category, date and officer names or roster. The SPD maintains a copy and forwards the form to the DPSST, which updates each officer's training record accordingly.

No mandate exists to provide associated lesson plans or curriculum to the DPSST with the F-6. The DPSST informed us that the only requirement for updating the training record is the F-6. Although the DPSST maintains lesson plans and curriculum for the basic academy, it does not provide, approve or require this information for agency training submissions.

The SPD's process for designing, developing and documenting lesson plans is not as robust as we expected, but the Department follows the state requirements that govern law enforcement training mandates.

Recommendations

Rec. #	Recommendation
8.1	Revise Directive 4.10 Major Incident Management to include the planning process and development of an incident action plan.
8.2	Create an intelligence unit that provides dedicated 24-hour monitoring to ensure the Department maintains consistent awareness of trends, events and issues with potential impact.
8.3	Create a crowd management directive for protest responses that includes an emphasis on the protection of the First Amendment rights (i.e., freedom of speech, assembly and to petition the government).
8.4	Create routine joint training opportunities for the SWAT team and MRT to ensure clear objectives in crowd control situations.
8.5	Maintain baseline crowd control tactics training for patrol officers and supervisors
8.6	Continue to ensure the MRT has dedicated crowd-control equipment, including transport vehicles for ready response. Maintain a sufficient surplus of crowd control equipment for Department personnel.
8.7	Ensure the training records accurately reflect the topics of each training course, especially those that address use of force and de-escalation, to help ensure the Department presents and documents training on these topics.
8.8	Ensure the SPD Training Unit creates and retains detailed lesson plans for training courses.
8.9	Follow the model set by progressive policing agencies and schedule and complete a regular, proactive review and modification of crowd-control policies and procedures to identify, establish and implement best practices. Additionally, establish a schedule for assigning policies to officers for review.
8.10	Create a program to proactively review officer contacts during response to demonstrations for any bias-based policing issues.

9. Recruiting, Hiring and Promoting to Promote Diversity

Gender and Race Breakdown

As of March 2, 2021, the SPD employs 187 sworn personnel. Nearly 90 percent are men and just over 10 percent are women. We contrasted the SPD's racial demographics with that of the City of Salem below.

Race	Percentage of the SPD	Percentage of City of Salem[55]
White	89.84% (168)	86
Black	1.60% (3)	4
Latino or Hispanic	8.56% (16)	24
American or Alaskan Native	0	3.9

It is clear that the SPD needs to increase its diversity. Community members of color, as noted in an earlier section, echoed this need to us during our meetings with focus groups and individual interviews.

Recruitment

The Department tasks its officers with a collateral duty to be recruiters. While some officers enjoy and volunteer for recruiting activities, others are assigned to participate based on who is available during an event, such as a recruiting fair. Recruitment activities have primarily focused on recruitment fairs and events at colleges and military installations. The SPD has done little recruiting within communities and business sectors within the City of Salem itself. Furthermore, the Department gave little to no fiscal consideration to recruitment in its FY2021 budget.

During interviews, several Department personnel spoke to the importance of focusing on recruitment and recognized the need for increased diversity among the sworn ranks. Many cited staffing and fiscal constraints for the Department not being more proactive in its efforts.

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55 These figures are from the U.S. Census.

The Department has been successful at recruiting and hiring through its Community Service Officer (CSO) program. CSOs are civilian employees who respond to certain non-emergency calls for service and cold crime scenes to take the written report, thereby freeing officers to do proactive work. Three of the Department's recent hires are former CSOs, all of whom identify as nonwhite. Continuing to recognize and recruit future officers from the CSO ranks is a good practice.

Hiring police officers is an integral component of community engagement. The SPD must partner with community stakeholders to assist in the recruitment process and provide the SPD with recommendations on how best to expand their outreach. As such, the Department and the City need to commit to the process with dedicated recruiters who have the time to do the necessary outreach and who will ensure the broadest spectrum of potential applicants. This should include proactive efforts to work with community groups and other community stakeholders to identify and recruit individuals from Salem's neighborhoods who could serve as an SPD CSO or as a police officer.

It is also important to have a diverse group of community representatives serve on interview panels for new police officers testing for positions, which allows for a community perspective in the selection of those who will provide policing services to their neighborhoods.

Recruiting, testing, background checking and hiring new police officers can be a difficult, time consuming and costly endeavor. However, putting the appropriate resources, focus and effort into the process will pay dividends in the satisfaction and increased engagement between the Department and the community. All SPD members must recognize that they play a key role in recruiting individuals to serve on the Department and mentor candidates through all stages of the recruiting, testing, hiring and field training processes.

Policy and Training

During our assessment, we found no written strategy, guidelines or training to assist officers assigned to hire and recruit new officers. This will be important as the Department focuses attention on the processes it will use to diversify the Department staff.

Recommendations

Rec. #	Recommendation
9.1	Increasing the capacity and diversity in recruitment and hiring efforts.
9.2	Create a proactive recruiting unit to facilitate the Department's recruiting efforts. Recruiters should have demonstrated a commitment to community policing, be a self-starter and reflect the diversity of the targeted applicant pool. These personnel should attend formal training courses to help them understand best practices for recruiting officers.

9.3	Develop a written recruitment strategy that identifies specific strategies aimed at attracting diverse, personable, strategic-thinking, mature and emotionally intelligent personnel who are representative of the Salem community.
9.4	Examine the testing, screening and background processes to ensure they are relevant, legal and not unintentionally excluding or disproportionately impacting the Department's ability to hire those applicant's representative of their community.
9.5	Extend outreach to community groups through BIPOC-, LGBTQ- and faith-based organizations to assist in recruitment efforts and participate during oral interview and hiring boards.
9.6	Encourage Department members to engage in active recruit efforts in their daily interactions and incentivize personnel who successfully recruit a new hire.

10. Use of Force

Trends in the Department's Use of Force

The SPD reported that in 2019, out of 119,000 public contacts, officers did not use force 99.35 percent of the time. The Department further reported that when physically arresting people, officers only used force 8.7 percent of the time.

Its annual report provides additional data regarding trends from 2015 through 2019. Use of force reports rose from 576 incidents in 2015 to 897 incidents in 2019. The data indicates that while the raw numbers of uses of force increased over 55.7 percent over the five-year period, the number of calls for service increased by 47.8 percent during that period as well. Although use of force increased, the percentage of individuals and officers injured during these incidents decreased.

Use of Force Policy

Directive 4.01, last reviewed on July 31, 2019, is the primary directive for use of force, although elements of the use of force are included in the following directives:

+ Emergency Vehicle Operation (4.02)

+ Use of Deadly Physical Force or In-Custody Death (4.14)

+ Use of weapons (5.03)

+ OC Spray & Impact Weapons (5.05)

+ Use of Taser (5.06)

+ Forms Control 67: Use of Force Report

Given the ongoing national dialogue focused on use of force, the Department's approach to providing use of force guidance to officers is inconsistent with best practices. The use of force directive is based on the principles decided in *Graham v. Connor*, stating that officers "will only use such force as is objectively reasonable under all circumstances taking into account the person's emotional and mental state." However, the directive is not consistent with typical law enforcement agency policies nor the model use of force policies such as those outlined in the National Consensus Policy on Use of Force.[56]

The Department restricted carotid holds (i.e., chokeholds) in June 2020 following George Floyd's death, which is consistent with the direction of many agencies. Also consistent with best practices, the Department prohibits firing warning shots and firing at moving vehicles, unless the Department has authorized the use of deadly force.

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56 https://www.theiacp.org/resources/document/national-consensus-discussion-paper-on-use-of-force-and-consensus-policy

De-escalation has emerged as a foundational principle governing the relationship between the police and community. De-escalation promotes procedural justice and legitimacy in that allowing a person the freedom to voice their concerns is paramount in any attempt to resolve conflict. De-escalation can be used in any situation involving conflict. The SPD's training presentation provides officers with Force Science Institute's definition of de-escalation, but that definition is not in the Department's directives.

Debate continues regarding whether police departments should promulgate de-escalation as a single policy or include de-escalation in a related policy. We recommended promulgating de-escalation concepts in all applicable policies and training. Although the SPD emphasizes the value of de-escalation in training, its directives were silent regarding the actual use of de-escalation in resolving conflict. Additionally, we did not see a directive regarding the duty to intervene, which requires officers intervene and attempt to stop the use of unreasonable force by another officer and subsequently report such circumstances. Both the duty to intervene and de-escalation whenever possible represent are best practices and model policies.

> **De-Escalation, as Defined by the Force Science Institute**
>
> De-escalation refers to a range of integrated strategies and tactics that officers use to lower the intensity of potentially volatile situation.
>
> The goal is to reduce the necessity or level of force required for successful resolution, while ensuring the optimization of officer and public safety.

Training Review

The SPD reports that officers complete 240 hours of use of force training during their police academy training. The Oregon Department of Public Safety Standards and Training (DPSST) requires officers complete eight hours of continuing use of force training each year. SPD officers exceed this standard. For example, stakeholders indicated officers completed 26 hours of use of force training in 2019. However, during our review of the SPD's training records, we did not observe any specific courses titled "Use of Force." In discussion with Department personnel, we learned that the training is often included with Con-Sim (Confrontational Simulation) training, quarterly firearms qualifications and other similar training sessions. The Department also advised it distributed a training video regarding de-escalation to SPD personnel in 2020. The SPD may want to consider other programs that focus on de-escalation, such as the Police Executive Research Forum's Integrating Communications, Assessment and Tactics program.[57]

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57 https://www.policeforum.org/icat-training-guide

Similarly, we reviewed a use of force report from the Chief of Police that indicates the Department provides training in de-escalation every quarter. However, our inspection of the training records did not reveal those entries for de-escalation training and further, we did not see consistent annual training on the topic. During our interviews, we learned that like use of force, de-escalation training is often included in the Department's Con-Sim or other similar training courses.

We requested the SPD's lesson plans or training curriculum to confirm the training exists. Pursuant to Directive 2.13 Department Training, lead instructors must submit their lesson plans, including course objectives for training sessions, to the Personnel and Training Coordinator before the training. The Personnel and Training Section retains the lesson plans. The Department provided PowerPoint presentations on the requested topic areas and several others; however, it did not provide us with lesson plans nor could we confirm what training content the instructors provided at any of the specific training sessions.

We inquired about the process requiring officers to review the content of directives for familiarization and any administrative review for necessary updates. SPD representatives explained that the Department facilitates its directive reviews for officers through PowerDMS. Our review of a sample officer's PowerDMS record identified documentation of the review of multiple Department directives, including an annual review of the primary use of force directive, 4.01 Law Enforcement Operations. Although we commend the Department for this important element of training, a recognized best practice, we could not find this requirement memorialized in any directive.

We reviewed training bulletins and memos. Importantly, the Chief of Police issued a carotid control hold (CCH) memo on June 18, 2020 addressing the tactic. Per the memo and as noted, effective immediately, the Department no longer authorized the CCH and removed Directive 5.04. The Department only authorizes the use of a CCH as a survival skill and requires officers to explain their use of this deadly force option in a use of force report.

As indicated, we inquired about a schedule or process to prompt the administrative review of directives to ensure the Department considers new information for the directives. It appears the SPD does not facilitate a review on a pre-determined schedule but rather a case-by-case basis.

Recommendations

Rec. #	Recommendation
10.1	Create a single Use of Force Policy directive that addresses all the various individual use of force directives that exist. The new directive should reflect the best practices in the National Consensus Policy on Use of Force including, but not limited to, de-escalation and force options, the duty to intervene, and banning chokeholds or similar holds except under deadly force circumstances. Require personnel to review and attest to the policies every year.

11. Processes to Ensure SPD Personnel's Accountability

The State of Oregon empowers police officers to execute authority over civilians; this is unlike any other occupation. Police have this authority because they are entrusted with keeping the community safe. As such, it is important that police leadership ensure personnel adhere to a strict set of policies, procedures and protocols based on the law and the legal standards that the courts have identified.

Law enforcement agencies must establish a process for citizens to make complaints against police personnel if they believe an officer has violated the department's policies and procedures or, possibly, the law. We often refer to this process as internal affairs (IA) procedures. If residents do not believe their police department acts professionally, the department will have a hard time developing and maintaining the community's trust and confidence.

We reviewed the state of the SPD's complaint intake, investigation and adjudication processes and compared these processes with other departments that employ industry best practices.

The SPD IA Unit has one full-time sergeant. Although the IA Sergeant should report directly to the Chief of Police, in practice, the sergeant reports to the Deputy Chief of the Support Division.

The IA Sergeant uses a case management system called Administrative Investigations Management (AIM) to automate the administrative processes for receiving, investigating and reporting complaints. Before using AIM, the process was paper based. Automating this process allowed individuals to file a complaint using the SPD's online form.[58] This is a best practice because citizens can file their complaint without going to the department. As some citizens are hesitant to go to the police, this process makes it more likely they will file. AIM also solved the challenges the paper-based system presented in collecting and analyzing data to identify trends of misconduct, and it makes generating routine reports much easier. This includes the annual IA report, which the Department does not as a matter of course make this report available to the public.

The SPD allows the IA Sergeant to delegate investigations of lower-level complaints to the subject member's direct supervisor. Having supervisors investigate lower-level complaints is a best practice because it brings the complaint to the immediate attention of the supervisor, provides incentive for the supervisors to ensure their personnel adhere to Department policies and procedures, and allows supervisors to monitor the behavior that led to the complaint. Additionally, this allows the IA Sergeant to focus on the more serious complaints.

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58 https://www.cityofsalem.net/Pages/file-a-police-complaint.aspx

Complaint Investigation Process

The IA Sergeant adheres to the requirements of SPD Directive 2.01 when processing complaints. Leadership last updated this directive on October 12, 2016.

When an individual makes a complaint, the IA Sergeant scans the intake information into AIM, including documented evidence, such as photos. Once the IA Sergeant enters the complaint into AIM, if the IA Sergeant cannot resolve it with their initial discussion with the complainant, the IA Sergeant determines how to proceed with the investigation.

The AIM system classifies complaints as Citizen Contacts (CitCon) with a subcategory of Inquiry or Formal Complaint. More serious complaints or complaints that may result in discipline, are considered formal complaints. Third-party complaints are considered inquiries. Per SPD Directive 2.01, III, C, "Questions which arise from misunderstanding police policy, procedures, and tactics, or from a lack of information about the actions of employees that are clearly within policy, may be resolved at intake as an inquiry if acceptable with the complainant."

Once the Department processes the complaint, the IA Sergeant sends a certified letter to the complainant to let them know the Department received the complaint and is investigating.
If the IA Sergeant classifies the complaint as an inquiry, they forward it to the subject member's direct supervisor. The supervisor refers the inquiry back to the IA Sergeant for investigation if their preliminary investigation indicates formal discipline might be necessary.

The IA Sergeant may have the direct supervisor investigate a formal complaint if it involves rude conduct, insubordination or tardiness. The IA Sergeant handles all complaints involving use of force, bias and issues that might require serious discipline. Although the IA Sergeant may assign lower-level inquiries to the immediate supervisors, the IA Sergeant is still responsible for monitoring the investigation and providing guidance as needed.

The IA Sergeant immediately refers allegations of criminal activity to the Deputy Chief overseeing investigations, who coordinates with the office of the Chief of Police. The Department then brings in an outside agency to investigate. However, after the agency completes the criminal investigation, the IA Sergeant investigates administrative violations. This process applies to all officer-involved shootings, as well.

Per SPD Directive 2.01, III, G, direct supervisors and the IA Sergeant must complete the investigation within 45 days from the time the complaint is received. If the investigation is conducted by the Internal Affairs Office, personnel must complete the investigation within the time restriction set forth in the directives and Article 37 of the Salem Police Employees' Union (SPEU) contract. The IA Unit may request an additional 30 days, if necessary. The investigator must notify the complainant if the case will take more than 45 days.

Once the IA Sergeant completes the investigation, the IA Sergeant forwards the investigative file to a Deputy Chief, who issues a finding. The Deputy Chief reviews the investigation report and determines if the allegation occurred (sustained), did not occur (unfounded), there was insufficient evidence to prove or disprove the allegation (not sustained), or occurred but was lawful and proper (exonerated). The Deputy Chief also recommends disciplinary action for sustained cases, and then the Chief of Police makes the ultimate decision.

When a complaint investigation is complete, the IA Sergeant sends a certified letter to the complainant that explains the case finding. For cases involving sustained misconduct, the IA Sergeant and Department command officers coordinate formal discipline with the City Attorney and other City officials, which gives the officer access to the appropriate appeals protocols.

In general, the SPD policies and procedures for handling complaints is consistent with those of other agencies of similar size and comport. The Department requires the IA Sergeant takes the basic internal affairs investigative course within three to six months of the assignment. We recommend requiring they complete the training before starting in the position.

The SPD has a single investigator, the IA Sergeant, who handles the formal IA complaints. At the time of our assessment, the investigator had approximately 17 open investigations and 107 inquiries. While some of the open investigations were assigned to various supervisors to complete, the IA Sergeant still needed to monitor them and track them administratively. This is a significantly heavier caseload than the typical internal affairs investigator handles or coordinates. We also found a delay in the findings and recommendations review stage, which the Deputy Chiefs conduct. We do not believe these delays are intentional, but rather the result of high workloads and the limited number of management staff available to assist the Deputy Chiefs in this effort. In fact, it is a practice among many police agencies to have mid-level command officers perform this level of case review before forwarding an internal affairs case to the Deputy Chiefs' or Chief's level for review and adjudication. To avoid the backups, we recommend the Department considers assigning findings and recommendations to lieutenants or captains in the subject member's chain of command and having the Deputy or Assistant Chiefs review their report before forwarding it to the Chief of Police.

The IA Sergeant reports directly to a Deputy Chief. The Deputy Chief is also the one who makes the ultimate finding and recommendations. It would be best if the individual responsible for findings and recommendations is not directly involved in the ongoing investigation. This allows for a more objective review. We recommend that the IA Sergeant reports to a command officer, such as a lieutenant, either full-time or as a collateral duty. This will create a more thorough, fair and objective process.

Such efforts support internal procedural justice[59], which is the efforts law enforcement leadership takes to ensure department personnel are treated fairly. Additionally, promoting internal procedural justice supports procedural justice in the field during police-citizen interactions.

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59 U.S. Department of Justice. 2019. *Law Enforcement Best Practices: Lessons Learned From the Field*. Washington, DC: Office of Community Oriented Policing Services. 2019. Pages 75-76.

Community Police Review Board

The City of Salem established the Community Police Review Board (CPRB) board on July 8, 2022.[60] The board serves as an advisory group to Salem's City Manager, and the City Attorney acts as legal counsel. When a complainant is not satisfied with the outcome of a complaint investigation, these civilians review the IA cases and offer their opinions and perspectives to the City Manager. This helps increase transparency and establishes independent oversight, which builds public trust.[61]

The board's membership comprises seven permanent members and two alternates. Members serve a two-year term, and City Council makes the appointments. The members take an oath of confidentiality. They participate in trainings on the IA complaint review process, the Department's policies and procedures, and civil rights and ethics issues. Members also participate in a ride-along with an SPD officer before participating in a Board hearing and then two additional ride-alongs per year thereafter.

To accomplish its mission, per the founding ordinance, the CPRB has the following authority, powers and duties:

+ Review unresolved complaints against sworn members of the Department.

+ Hold public meetings to conduct requests for review.

+ Take testimony.

+ Review and discuss confidential information in executive session.

+ Maintain written minutes at board meetings.

+ Make written recommendations on requests for review, which a complainant might make if they are unsatisfied with the investigation's outcome.

+ Review Department policy and procedure and recommend improvements, if needed.

+ Review and analyze complaint summaries and trends of the Department.

+ Refer issues of concern to the Chief of Police.

+ Conduct public outreach to educate the public on the board's mission.

+ Request additional training on civil rights, legislation, community concerns, diversity and cultural issues.

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60 https://www.cityofsalem.net/CityDocuments/cprbord-ord-no-41-2002.pdf
61 Ibid, Page 85.

Community Police Review Board Appeal Process

Before a complainant can take their case before the CPRB, they must file an initial complaint with the Department and cooperate with the Department investigation. The Complainant can only file a request for review after the Department investigation closes. Complainants receive written information regarding the Board and the request-for-review process when they file the original complaint.

The SPD deems a complaint unresolved if the complainant is not satisfied with the resolution within 45 days of filing or within an additional 30 days if the Chief deems it necessary. The Department notifies the complainant if the additional 30 days are deemed necessary. The Board only accepts requests for review regarding unresolved complaints.
The CPRB may make the following advisory recommendations:

+   After reviewing the case, the Board may make recommendations to the Chief of Police about policies and procedures. The Board may request additional information or comment from the Department or City Manager. Board recommendations are not binding. The City Manager and Chief of Police base their requests on these recommendations.

+   The Board may submit a request to the City Manager to consult an independent investigator or auditor. The City Manager has the sole discretion to decide if an investigator or auditor is necessary, to then hire the person and to define their scope of work.

+   At the discretion of the Chief of Police, the Department might refer complaints or other matters to the Board for findings and recommendations.

The Chief of Police, who reports to the City Manager, is responsible for the operation and direction of the Department. The Board will not alter or shift this decision-making authority in any way. We praise the City of Salem for its long-established CPRB, which has enhanced transparency in SPD's operations. However, we recommend the City and Department review the CPRB's operational practices to further enhance their value to the IA process. Leadership might consider having the CPRB help facilitate the complaint filing process. In some cities, this allows complainants to feel more comfortable coming forward with complaints, particularly when the independent entity is not in the same building as the police department. In most cases, these documented complaints are then forwarded to the IA Unit for investigation using standard IA policies and procedures.

The CPRB could contribute to revising the SPD's policies and procedures regarding the complaint management process. It can offer guidance based on trends its members have observed while working on cases. Establishing this collaborative relationship helps demonstrate the Department's willingness to be transparent in the complaint process. Because SPD members associated with the IA investigation process feel positively about most of the interactions they have had with the CPRB, we believe this might be a mutually beneficial arrangement.

We have found that when external review entities work with law enforcement departments to develop alternative dispute resolution processes for complaints, the community views the collaboration positively. Law enforcement personnel who are the subject of the complaint also often feel they have received a fair review. Additionally, some complainants want to sit down face-to-face with the subject members and discuss the incident with a facilitating mediator. The complainant may leave with a sense that they have been heard and that their complaints are recognized and understood. This method often reduces the time it takes to reach a resolution.

We recognize that IA investigation processes are continuously evolving and improving. Having the CPRB is a positive step toward transparency and incorporating community input. The National Association for Civilian Oversight of Law Enforcement (NACOLE), an association of external review entities across the U.S., published its oversight models on its website to help cities establish their own boards and for established boards to gain insights for improvements. These profiles[62] may be of value to the City of Salem.

Early Intervention Systems

The SPD must take steps to help prevent incidents that lead to complaints. Many agencies across the country have established early intervention systems (EIS) or early warning systems (EWS),[63] which are formal mechanisms used to collect data on law enforcement personnel's day-to-day work and to identify individuals engaging in activities that might be precursors to misconduct. Possible indicators for future misconduct include but not limited to being routinely late for work, missing court dates, misusing sick leave, submitting late crime reports, receiving poor performance evaluations, receiving complaints and being involved in vehicle collisions. EIS systems are non-disciplinary. Instead, they help identify candidates for intervention before misconduct occurs or a citizen files a complaint.

SPD leadership have considered establishing an EIS system for the last few years, using the City of Portland's system as a model. We recommend leadership contact a variety of the EIS program vendors for recommendations about what cities of similar size use and to learn more about how to successfully implement an EIS program.

EIS systems are a best practice that the SPD should incorporate to become a more progressive and professional agency.[64] This will benefit the community and the Department personnel who will receive early assistance.

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62 https://www.nacole.org/agency_profiles
63 U. S. Department of Justice. 2019. *Law Enforcement Best Practices: Lessons Learned From the Field*. Washington, DC: Office of Community Oriented Policing Services. 2019. Pages 61-73.
64 U.S. Department of Justice. 2019. *Law Enforcement Best Practices: Lessons Learned From the Field*. Washington, DC: Office of Community Oriented Policing Services. 2019. Pages 61-73.

Recommendations

Rec. #	Recommendation
11.1	Determine if Internal Affairs (IA) staffing is sufficient for the caseload.
11.2	Consider adding a dedicated Internal Affairs lieutenant who reports directly to the Chief of Police. This will help ensure the individual responsible for making findings and recommendations in a disciplinary case is not directly involved in the ongoing investigation.
11.3	Publish an annual report containing aggregate data that describes received complaints and how they were adjudicated. Post it on the Department website to support transparency.
11.4	Expand the Department's after-action analyses to include critical areas such as use of force and vehicle pursuits. This will help guide supervisory response and will identify procedural and training gaps.
11.5	Implement an early intervention system (EIS) to identify behavioral patterns that might indicate the need for proactive intervention.
11.6	Develop policies and protocols to address system maintenance, how to collect and enter data, who can access data, who will analyze the data and how to secure the system.
11.7	Train Department personnel on how to use the early intervention system, and train supervisors on how to conduct any needed interventions with officers identified by the system to help prevent misconduct before it occurs.
11.8	Re-examine the roles and responsibilities of the Community Police Review Board (CPRB) and create a new mission that includes helping the Department review its policies and procedures related to the complaint process.
11.9	Provide a method for the CPRB to be a secondary venue for receiving initial complaints from the public, as some individuals may not feel comfortable filing a complaint directly with the Department.

Additional Considerations

Employee Wellness

Although not included in the scope, we reviewed the SPD's employee wellness efforts. Robust officer wellness programs and an early intervention system are important factors for a strong community policing and engagement strategy and ensuring the achievement of internal procedural justice throughout an agency. When police departments value their officers, seek and consider their views and opinions, treated them with equity and fairness and demonstrate mutual respect and trust, officers are more likely to treat those outside of their organization as having value as well. It was clear from interviews that the SPD is actively working to help ensure personnel's wellness through the following programs:

+ Peer support

+ Chaplaincy program

+ No-cost counseling services targeted to sworn and non-sworn law enforcement personnel

+ Comfort dog program

Key supervisors and officers, who collaborated with the City of Salem Employee Assistance Program, created and designed many of these programs.

Policies and Directives

The Oregon Accreditation Alliance (OAA) accredited the Department. As such, the SPD meets the OAA's standards, including those for bias-based policing, deadly force, less-lethal weapons and control devices, use of force reporting and review, duty to intercede and report, personnel complaint procedure, and training policy.[65]

Although a current general orders manual was not available, we reviewed selected policies and directives that addressed topics such as use of force, internal affairs processes and training. We noted that although they provide general guidance for many situations officers may face, the policies and directives lack clarity. Additionally, we did not identify some policies that one would expect to exist in modern police department, such as policies that embrace the concepts of community policing. Furthermore, we found that the SPD has not updated some directives for a significant length of time, such as Community Relations, which the Department last revised in 2009.

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65 https://www.oracall.org/accredagencies.html

Final Recommendations

Although the SPD faces challenges in its efforts to increase its collaboration with the community, it is clear that Department members, community members, non-profit groups and social service organizations are willing to work together to tackle Salem's most pressing challenges. The SPD hired a new chief at the end of 2020. We believe the new Chief of Police not only recognizes the importance of these efforts, but has the skills and knowledge needed to carry the effort forward in tandem with SPD officers and the community. We underscore the fact that the SPD alone cannot achieve the results that it and the community would like to see regarding addressing issues involving unsheltered individuals and those experiencing behavioral health crises and improving its interactions with members of the BIPOC communities. True community policing and engagement requires a collaborative effort between police department personnel and social services organizations; nonprofit agencies; faith-based organizations; school officials, parents and students; business leaders; elected officials; and other local, county and state government partners.

Our interviews also indicated that the Chief has already recognized some of the Department's challenges that we identified in this report. As such, he is actively reviewing the organization and its policies and working on improving the management structure, creating an organizational chart and looking to create an improved process for policy development. This report should serve as a strategic roadmap that helps the Chief, City leaders and community stakeholders move forward and collaborate to address the issues facing the City. To be sure, implementation of these recommendations will take some time – it is a long-term commitment. As the Department takes steps toward implementation, the SPD and Salem community should prioritize these recommendations, clearly assign responsibilities for completion and create a tracking mechanism to ensure these recommendations are adequately addressed. However, implementing many of our recommendations would require a formal staffing study of the SPD's staffing levels, which have not changed for many years while the City has continued to grow.

During our interviews, we also noted that SPD personnel and community members share a genuine desire and willingness to work together to improve the Department's services and approaches. The SPD's multi-disciplinary approaches such as the Behavioral Health Unit, Domestic Violence Response Team and Downtown Enforcement Team are clear evidence of the Department's collaborative problem-solving approaches toward crime and social issues that demonstrate a sincere willingness to engage with the community.

Appendices

Appendix A: The Hillard Heintze Assessment Team

Kenneth A. Bouche, Chief Operating Officer, Executive Guidance

Ken helped Hillard Heintze's CEO transform a small team of seasoned professionals into one of the leading security risk management firms in the world. Ken has advised clients across many industries and sectors on how to align their security strategies with their corporate strategies to improve efficiencies and effectively mitigate risk. He currently guides the performance of the firm's operations from end-to-end, across all six of its practices. He served as a national leader in improving America's information-sharing capacity and implementing post-9/11 intelligence reforms. Ken dedicated 23 years to the Illinois State Police (ISP). As Colonel and CIO, he was responsible for modernizing and standardizing the agency's technology functions.

Debra K. Kirby, Esq., Senior Vice President, Executive Guidance

Debra serves as Senior Vice President for Hillard Heintze's operations. She drives efficiency in our operations and supports our law enforcement and cross-practice projects for municipal and corporate clients. She has been a champion for change throughout her career in the public safety field, including as the Deputy Chief Inspector with the Garda Síochána Inspectorate, which reports to the Minister of the Irish Department of Justice and Equality, and the Chicago Police Department, where she held multiple leadership roles including Chief of the Bureau of Organizational Development.

Robert L. Davis, Senior Vice President and Practice Lead, Law Enforcement Consulting, Project Oversight

Rob is a highly regarded and innovative national leader in policing and public safety with extensive experience assessing federal, state and local law enforcement agencies across the U.S. Rob served in a variety of capacities during his 30-year career with the San Jose Police Department, including as the Chief of Police. During his time as chief, Rob served as the President of the Major Cities Chiefs Association. He consulted for the U.S. State Department to provide training in community policing methods addressing gang prevention, intervention and suppression. Rob has been involved in numerous assessments of police departments, including serving as the Project Director for Hillard Heintze's Department of Justice (DOJ) Collaborative Reform Initiative for Technical Assistance (CRI-TA) contract.

Robert C. Haas, Vice President, Project Manager

Robert is a retired police commissioner with extensive experience in law enforcement reform, operational assessments and community engagement. In addition to recently assisting Hillard Heintze with several high-stakes projects, such as the U.S. Department of Justice COPS Office CRI-TA Program, he has served as an expert in numerous agencies. Before joining Hillard Heintze, Robert served as a member of a consent decree monitoring team, performing operational assessments with Strategic Policy Partnership, LLC. His role with Strategic Policy Partnership also included a collaboration with the New York University School of Law Policing Project, where he served as the policing expert on two different teams working to foster greater engagement between the police departments and the communities and to initiate alternative policing approaches.

Robert Boehmer, Esq., Vice President, Law Enforcement Consulting

Robert Boehmer is an experienced facilitator, trainer and public speaker, with expertise in collaborative problem solving, community policing, partnership development and information sharing. For the past several years, he has been facilitating sessions for the Department of Homeland Security's Building Communities of Trust Initiative, focusing on developing trust among law enforcement, fusion centers and the communities they serve. As a Vice President in the Law Enforcement Consulting practice at Hillard Heintze, Robert manages complex law enforcement assessments and helps police agencies transform their organizations and adopt national best practices and industry standards central to improving accountability, transparency and community trust.

Chad M. McGinty, Senior Director, Security Risk Management

Chad McGinty brings nearly three decades of law enforcement, public safety, emergency preparedness and security leadership experience to his role as Senior Director at Hillard Heintze. Chad served in the Ohio State Highway Patrol for nearly 28 years, starting as a Trooper in 1989 and later serving as Sergeant, Lieutenant and Captain before joining the Senior Staff as Major, Commander of Field Operations in 2014. He concluded his tenure by coordinating and leading the crowd control/field force response for the 2016 Republican National Convention in Cleveland, Ohio. Chad implemented a sophisticated staging and response for 1,400 field force officers from 18 different agencies and 15 states.

Brian Kauffman, Ph.D., Subject Matter Expert and Trainer

Dr. Kauffman serves as the Executive Director of the Western Community Policing Institute, a nationally recognized community policing and tribal public safety training institute. Brian has over 29 years of experience in law enforcement and public safety-related positions including patrol deputy and patrol supervisor, tactical entry team member, police and corrections training and curriculum development expert, and Lieutenant and Captain with the Oregon Department of Public Safety Standards and Training. During his career, he has trained thousands of public safety and community representatives across the nation in a variety of topics including executive leadership, community policing, tribal relations, problem solving and homeland security.

Rikki Goede, Subject Matter Expert

Rikki is an accomplished law enforcement leader and subject matter expert with more than 30 years of experience. She has provided subject matter expertise and technical assistance for comprehensive police department assessment projects, including work under the U.S. DOJ COPS Office CRI-TA program. Rikki has served as the Chief of Police of the Piedmont, California Police Department and the Assistant Chief of Police of the San Jose, California Police Department, where her duties included organizing and directing the overall operational activities, establishing and enforcing policies to improve operations, and maintaining a competent, motivated police force.

Appendix B: SPD Personnel Survey Results